

O1/ WP2

Report on good practice examples and policies for recording and assessing young refugees' skills and competences

RefuNEET

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Summary

Scope and aim of the study

The following report brings together information gathered with the support of RefuNEET partners on their respective countries (country fiches). Additionally, for Austria, Germany, Norway and Turkey we included a brief description of the labour market situation/integration of refugees, as these countries took in a lot of refugees since summer 2015 and are therefore the countries we analysed in more detail. Also good practice examples in Austria, Germany and Norway on identifying skills and competences and for supporting young refugees are described more precise than for the other countries, where a more general overview is presented – as most initiatives and programmes have been developed in these three countries that have to integrate larger groups of refugees into society, education and the labour market. In the following section, a brief overview on the definition of “refugees”, the concept of NEET and some facts and data will be presented.

In general, three different groups can be differentiated when talking about refugees in European countries:

1. People entitled to asylum: recognised refugees in accordance with the principles of the Geneva Convention who have mostly equal status concerning labour market access as nationals or EU/EEA citizens.
2. People granted subsidiary protection: for these persons the asylum procedure ended negatively, but on the basis of the principle of *'non-refoulement'* they have a temporary residence permit. They basically have free access to the labour market and are partly treated as nationals or EU/EEA citizens.
3. Asylum seekers: are in an ongoing asylum process, that has not yet legally concluded, who will have a factual deportation protection. They often have permission-based access to the labour market, the general access to the labour market differs across European countries, e.g. in Italy they generally have access whereas in Austria or Norway access is very limited and restricted (DG EMPL 2016a, 2).

NEET: Brief introduction

In most countries young recognised refugees have the same rights to participate in programmes for NEETs as nationals do. But still, specific programmes focusing for the target group of young refugees/NEETs are not established yet or pilot projects have only just started. Therefore, good practice policies and measures for refugees in general will be presented in the respective country fiches – as well as some pilot projects that are specifically focusing on young refugees.

Compared to recognised young refugees, young asylum seekers usually do not have the possibility to take part in general programmes or projects for all NEETs as they are not entitled to participate as long as their asylum application is being processed. Here, only a few programmes have been developed so far that explicitly focus on young asylum seekers who are “too old” for compulsory schooling – this differentiates between countries, e.g. in Austria compulsory schooling ends for pupils aged 15, in other countries like Norway or the UK it ends with 18 years, in Germany it ends – depending on the federal state – when pupils are between 18 and 21 years old.

Therefore, in Austria some pilot projects started in 2015/16 to support young asylum seekers (between 15 and 24) who otherwise would not be able to get an education or training while waiting for their asylum application to be processed (which can take up to one year or longer).

Especially for groups, like young Afghanis, Syrians and Iraqis, who have a high probability of being recognised as refugees or at least to receive subsidiary protection, these projects are important first steps to integrate young refugees into society.

The following table presents an overview on data with regard to labour market and education and training context in the countries participating in RefuNEET. The data has been collected at the beginning of October 2016 on the Eurostat website and it shows general indicators for young people living in the analysed countries – *without* a special focus on young refugees/NEETs as this data is not available (yet?). Besides data, the following table presents an overview on the measures and policies reviewed for this study that are presented in-detail in the specific country fiches.

Table 1

Overview country profiles: labour market and education and training context; measures and policies reviewed

Country and key characteristics	Labour market context (2015)	Education and training context (2015)	Measures and policies reviewed
Austria Western central European country Population: 8.5 mio. EU member since 1995	Youth employment rate: 51,3% Youth unemployment rate: 10,6% Activity rate of young people: 57,4% NEET rate: 7,5%	ESL rate: 7,3% <i>Educational levels for 15-24:</i> less than primary, primary and lower secondary education: 40,1%; upper secondary and post-secondary non-tertiary education: 43,5%; tertiary education: 16,4%	<ul style="list-style-type: none"> - <i>Start Wien – Das Jugendcollege</i> (Start Vienna – youth college) - ‘Supra-company apprenticeships’ and supra-regional apprenticeships - <i>Ausbildungspflicht bis 18</i> (‘Training obligation’ until 18) - Lobby.16 - Baju Plus - <i>Auf Linie 150</i> - PSA plus - <i>Vielfalt als Chance</i> - <i>Lehre – eine Chance</i> - <i>Kompetenzen erheben – Zukunft gestalten</i> (recording competences – shaping the future)
Bulgaria Eastern European country Population: 7.2 mio. EU member since 2007	Youth employment rate: 20,3% Youth unemployment rate: 21,6% Activity rate of young people: 26,0% NEET rate: 19,3%	ESL rate: 13,4% <i>Educational levels for 15-24:</i> less than primary, primary and lower secondary education: 45,4%; upper secondary and post-secondary non-tertiary education: 49,9%; tertiary education: 4,7%	<ul style="list-style-type: none"> - Program for employment and training - Proposal for Integration Support to Beneficiaries of International Protection in Bulgaria in 2016 - Additional support measures - Refugee Project

<p>France Western European country Population: 66.4 mio. EU founding member</p>	<p>Youth employment rate: 27,9%</p> <p>Youth unemployment rate: 24,7%</p> <p>Activity rate of young people: 37,1%</p> <p>NEET rate: 11,9%</p>	<p>ESL rate: 9,3%</p> <p><i>Educational levels for 15-24:</i> less than primary, primary and lower secondary education: 41,9%; upper secondary and post-secondary non-tertiary education: 44,1%; tertiary education: 14,0%</p>	<ul style="list-style-type: none"> - <i>Bilan de compétence (access after signing the contrat d'accueil et d'intégration, CAI)</i> - French language proficiency tests: TCF, DILF, DELF, DALF - The recognition of diplomas of migrants - Accelair-Cosi Forum individual professional and language training of refugees (based on the refugee integration program "Accelair") - "Take the chance and overcome the gap" project - <i>Maisons du jeune réfugié</i> (Houses of young refugees), example Paris and Créteil - <i>Paroles Sans Frontière</i>: psychological support and counseling for unaccompanied and separated children
<p>Germany Western central European country Population: 81.2 mio. EU founding member</p>	<p>Youth employment rate: 45,3%</p> <p>Youth unemployment rate: 7,2%</p> <p>Activity rate of young people: 48,8%</p> <p>NEET rate: 6,2%</p>	<p>ESL rate: 10,1%</p> <p><i>Educational levels for 15-24:</i> less than primary, primary and lower secondary education: 55,0% upper secondary and post-secondary non-tertiary education: 41,7%; tertiary education: 3,3%</p>	<ul style="list-style-type: none"> - Strengthening of Competences (<i>Stärkung von Kompetenzen</i>) - Analysis of refugees' potential (<i>Potenzialanalyse für Flüchtlinge</i>) - Educational Biographical Initial Registration (BBE) (<i>Bildungsbiographische Ersterfassung</i>) - KuBiK: Culture – Education – Competence (<i>Kultur – Bildung – Kompetenz</i>) - Modular integration for adolescents and young adults, Bavaria: <i>Bayern Turbo</i>, Professionally Preparing Educational Measures (<i>BvB, Berufsvorbereitende Bildungsmaßnahmen</i>)
<p>Norway Scandinavian country Population: 5.2 mio. EEA member since 1994</p>	<p>Youth employment rate: 50,4%</p> <p>Youth unemployment rate: 9,9%</p> <p>Activity rate of young people: 55,9%</p> <p>NEET rate: 5,0%</p>	<p>ESL rate: 10,2%</p> <p><i>Educational levels for 15-24:</i> less than primary, primary and lower secondary education: 53,7%; upper secondary and post-secondary non-tertiary education: 36,4%; tertiary education: 9,9%</p>	<ul style="list-style-type: none"> - The Introduction Programme - Job Opportunity (<i>jobbsjansen</i>) - Self-registration of competences (<i>Selvregistrering av kompetansee</i>) - White Paper on Adult Education - NOKUT's Qualifications Passport for Refugees - Early Work Start (<i>tidlig arbeidsstart</i>) - Programme for enhanced completion of Upper Secondary Education and Training - Other support measures
<p>Turkey Eurasian country</p>	<p>Youth employment rate: 34,1%</p>	<p>ESL rate: 36,4%</p>	<ul style="list-style-type: none"> - general information on support services - educational programmes at TECs

(Anatolian/ Balkan peninsula) Population: 77.7 mio. Candidate country since 1999	Youth unemployment rate: 18,5% Activity rate of young people: 41,8% NEET rate: 23,9%	<i>Educational levels for 15-24:</i> less than primary, primary and lower secondary education: 66,3%; upper secondary and post-secondary non-tertiary education: 25,0%; tertiary education: 8,7%	
United Kingdom Western European country Population: 64.8 mio. EU member until 2019	Youth employment rate: 50,1% Youth unemployment rate: 14,6% Activity rate of young people: 58,6% NEET rate: 11,1%	ESL rate: 10,8% <i>Educational levels for 15-24:</i> less than primary, primary and lower secondary education: 20,1%; upper secondary and post-secondary non-tertiary education: 61,6%; tertiary education: 18,3%	- general information on skills assessments - APIR assessment framework (APIR = assessment, planning, implementation and review) - Bridges Programmes - Phoenix Mentoring Project - Local Good Practice - HEI research

Source: Eurostat: <http://ec.europa.eu/eurostat/web/lfs/data/main-tables> (2016-09-29), own representation

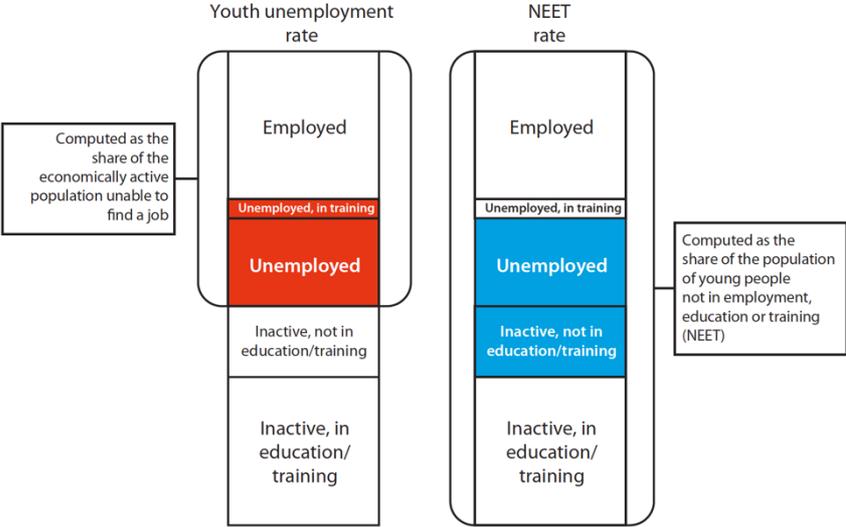
The term **NEET** (young people not in employment, education or training, who are – regardless of their educational level – disengaged from both work and education) first appeared in the 1990s, in policy discussions in the UK about the need to reintegrate young people aged 16 to 18 years who had dropped out of education and had not moved into the labour market. NEETs were specifically referred to for the first time in European policy discussions in the Europe 2020 flagship initiative ‘Youth on the move’; the term was broadened to include those aged 15 to 24 years. It is now centrally embedded in the policy discourse of the European Commission, the European Parliament and the Council of the European Union.

Since 2010, the concept of NEET has been widely used as a tool to inform about youth-oriented policies in the 28 Member States of the European Union. The term covers unemployed and inactive young people not enrolled in any formal or non-formal education (Eurofound 2016, 1).

The NEET rate is calculated as the share of young people who are not in employment, education or training of the total population of young people. In this it differs from the youth unemployment rate, which measures the share of young people who are unemployed among the population of young people who are economically active. For this reason, while in relative terms the youth unemployment rate is higher than the NEET rate, in absolute terms the overall number of NEETs is generally higher than the overall number of young unemployed people (see Table 2).

The following figure shows the different composition of these two concepts:

Figure 1
NEET – Youth unemployment rates



Source: Eurofound 2012a

Table 2
Unemployment rate and NEET rate, 15-24 years (2015)

Country	NEETs		Unemployed	
	Rate (%)	Number	Rate (%)	Number
EU-28	12	6,604,000	20.3	4,641,000
Austria	7.5	73,000	10.6	59,000
Bulgaria	19.3	136,000	21.6	40,000
Germany	6.2	520,000	7.2	296,000
France	11.9	889,000	24.7	681,000
Norway	5.0	n.a.	9.9	16,8000
Turkey	23.9	n.a.	18.5	291,6000
UK	11.1	852,000	14.6	658,000

Source: Eurostat, LFS

NEET as such is a clearly defined concept, but it brings together a very heterogeneous group of young people that has been intensively discussed in the literature. One way to better understand this diversity was shown by Williamson (2010) who differentiated NEETs into three groups:

1. essentially confused;
2. temporarily side-tracked;
3. deeply alienated.

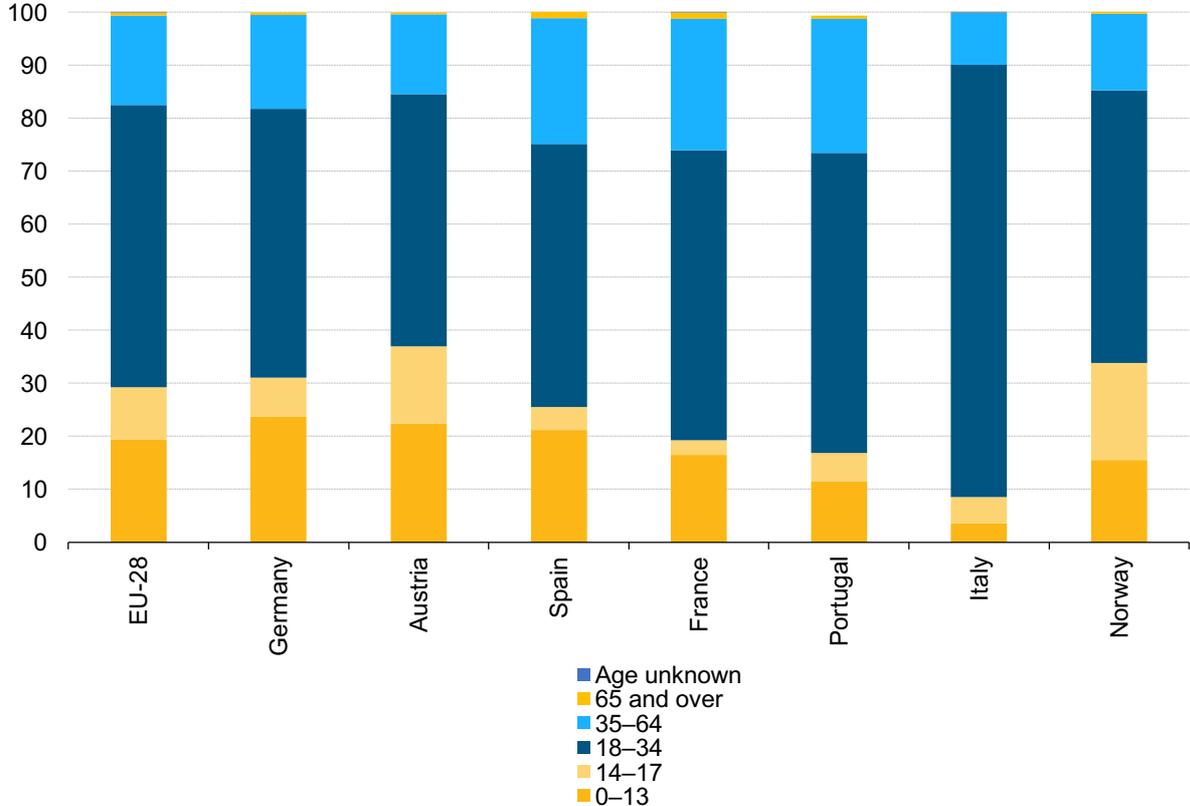
According to Williamson (2010), while the first group is willing and ready to re-engage as long as the right support and encouragement is provided, the second group needs some understanding and patience while they deal with what they consider to be more important matters in their lives right now. The third group is at high risk of disengagement and disaffection. This group may include those who have discovered ‘alternative ways of living’ within the informal and illegal economies, and those whose lives revolve around the

consumption of alcohol and illegal drugs. Therefore, different policies and measures have to be developed – depending on which sub-group should be reached.

Young refugees are a rather new component of the NEET group – or one that was not at the focus of specific initiatives until now. Therefore, it will be crucial to take the circumstances and needs of this sub-group into account when developing new policies.

Differentiated by age, the following figure shows that Austria, Norway and Germany received by far the “youngest” group of asylum applicants (around or above 30 % are younger than 18 years). In comparison only few young asylum seekers apply in Italy as the route to Italy via the Mediterranean is very dangerous.

Figure 2
Distribution by age of (non-EU) first time asylum applicants in the EU and EFTA Member States, 2015 (%)



Source: Eurostat (online data code: migr_asyappctza)

- In general, policies and measures for NEETs can be differentiated into four different groups:
- Preventive measures trying to avoid dropping-out of school or training
 - Facilitating the transition from school to employment
 - Measures focusing on the re-integration in education and training or the labour market
 - Employment policies that might not focus on NEETs as a primary target group but are still relevant for them (Bacher et al. 2014, 55).

With regard to the collected information for young refugees/NEETs most measures and programmes focus on the re-integration in education and training and in a following step in re-integration into the labour market.

Conclusion and recommendations for RefuNEET

One of the main challenges for the integration of asylum seekers and refugees in the society and in the labour market as well as for the validation of competences acquired in their home countries are insufficient **language skills** in the language of the hosting country. Therefore, many of the European countries hosting refugees put up measures to provide young asylum-seekers and recognised refugees with language training. People receiving a refugee status – and in some programmes, e.g. in Austria, also asylum seekers – are participating in language courses; sometimes these courses go hand in hand with initial language proficiency tests. Hosting countries are supporting young refugees (and some also young asylum seekers) in learning their language, but it takes time to become proficient enough in a language in order to be able to reflect on occupational information, vocational education and training as well as using specific occupational terms in a foreign language.

The **vocational education system** is very specific in Austria and Germany and has no equivalence in many of the countries of origins of the refugees; therefore, it might be needed to start with very basic information on the education system and show possibilities for young refugees how to participate – especially in VET, where apprenticeships could be interesting ways of integrating young refugees and asylum seekers (e.g. in Austria young asylum seekers coming from countries with high rates of acceptance, like Syria, can take part in specific programmes that lead to apprenticeship training).

It can be seen as a crucial success factor of the RefuPass to be using **visual representations** (compare for example the competence cards developed in Germany by Bertelsmann Stiftung) and **simple language**. Since some refugees do not even speak English it is recommended to use simple expressions and offer **several language versions** of the RefuPass including the native languages of the most important refugee groups, like **Arabic** as the official language spoken in Syria or the Iraq and maybe even **Farsi** and **Pashtu** (spoken in Afghanistan and Iran, which are also large countries of origin of refugees in some of the analysed countries, like Austria, Germany or Turkey).

Besides this, it is recommended to **focus on practical questions** and activities such as „What I am able to do“ (see German good practice example Competence Panorama for migrants) or “What I have been doing in my home country”.

Furthermore, **practical experience** provides a good opportunity for young refugees to increase their self-confidence in competences they already acquired and to learn new skills and competences as well as to train their language skills. It is therefore recommended to use the **RefuPass** also **as a tool to identify and document competences** of young refugees and asylum seekers in the context of internships, volunteer work or placements.

In order to be in line with existing tools at European level it is recommended to keep in mind the **compatibility of RefuPass with YouthPass and Europass**, but at the same time to aim for a better usability of the tool by – as mentioned above – using easy language as well as pictures and illustrations.

Filling in the document should be accompanied by a **guidance process** for young refugees and asylum seekers that aims also at the empowerment of this target group. As has been seen in analysed programmes and measures for this study, it is important to support refugees and asylum seekers during this process – by support of guidance counsellors and also translators, who help express the skills and competences.

Since almost every young refugee and asylum seeker has a mobile phone and especially young people are in favour of using apps, it is recommended to develop the RefuPass application as an **app for smartphones**. Ideally this app would provide a kind of „game“ or „quiz“ logic and deal predominantly with „visual language“. The app should be so easy to use that additional support would not be needed, but still guidance counsellors should support this process as well (especially when finalising the information filled in the “RefuPass”).

The competence profile and tasks of professions taken into account for the project should be demonstrated as well via visual representations rather than verbal explanations (e.g. **using videos**¹).

The target group of young asylum seekers and refugees/NEETs who are not of compulsory education age is especially vulnerable and faces lots of difficulties in several European countries, therefore it is recommended to put a **special focus on the target group of young people at the transition phase between the end of compulsory education and entry in vocational education or labour market**. This target group needs special support and offers. In many analysed countries policies for NEETs exist, but they do not have a special focus on young refugees; this target group needs to be better integrated into measures and programmes – e.g. Youth College in Vienna, that especially focuses on young refugees/asylum seekers and helps them get a decent education and use the time – also during their application process (for groups with high probability of receiving refugee status, like Syrians) – to start (vocational) education or training.

It is also recommended to **take into account the different age groups and educational backgrounds** of refugee NEETs. Interlinked integration and support measures for young people of different age and with different educational background are for example offered in Bavaria: The “*Bayern Turbo*” supports young asylum seekers (16 – 21 years old) with good high probability to receive refugee status in getting access to the labour market and vocational training. Central elements of the programme (duration 6 months) are competence assessment, internships, professional language training and guidance.

Furthermore, it is recommended to put a special **focus on girls/young women** since they often do not have formal qualifications and/or documented working experience. This target group should also be taken into consideration when developing new guidance programmes and measures in order to facilitate their integration into society and the labour market.

¹ See for example initiative in Germany “*Sprache und Kultur in Ausbildung*” that uses videos in their work with young refugees: <https://www.ueberaus.de/wws/sprache-kultur-ausbildung.php> (2016-11-17)

Country fiche: Austria

1 General information on refugee situation

1.1 Developments since 2015

In 2015, 88,912 applications for asylum were submitted in Austria, 72 % by men; compared to the year 2014 this was an increase by 212 % (in 2014 28,452 applications had been submitted). In 2016, data from August 2016 show that 32,036 applications have been submitted from January to August 2016 (BMI 2016, 3; BMI 2015, 3).

1.2 Data on refugees

Concerning the country of origin, Afghanistan (29 %), Syria (28 %) and Iraq (15 %) are the main three countries of origin in 2015; all other countries had a share of less than 4 % (DG EMPL 2016a, 2). In 2016, based on data up to August, the main countries are still Afghanistan (9,709), Syria (6,427) and Iraq (2,131), but Iran (2,031), Pakistan (2,005) and Somalia, Nigeria and the Russian Federation (1,251; 1,207; 1,026) have a bigger share compared to 2015 (BMI 2016, 6).

In Austria asylum seekers have very limited access to the labour market (recognised refugees and people with subsidiary protection have mostly equal status as Austrians or EU/EEA-citizens): During the first three months, employment is completely prohibited, after this period they can only work in agriculture or tourism and only in the case that no Austrian- or EU-citizen applies for the job. Asylum seekers between 16 and 25 years are allowed to start an apprenticeship training in professions with skilled labour shortage (like cutter, roofer or power engineer), but according to numbers from the Austrian PES (AMS) in 2015 only only 198 work permits were issued for apprenticeships (DG EMPL 2016a, 3, 7).

Recognised refugees and people with subsidiary protection can register as unemployed at the PES, receive job vacancies and job offerings and can participate in active labour market policies (ALMP). Asylum seekers are the responsibility of the Austrian provinces (*Bundesländer*) and have no access to ALMP measures (ibid.).

At the end of July 2016, 25,168 refugees (including recognised refugees and people with subsidiary protection) have been registered as unemployed. One difficulty for the Austrian labour market is that most of the refugees (66,5 %) are registered in Vienna, where the overall unemployment rate is rather high at the moment (AMS 2016, 2). In the Western provinces, where for some occupations in tourism a labour shortage can be observed, only few refugees are living.

The question of recognising qualifications as well as skills and competences is crucial for entering the labour market. A pilot project started in Vienna in 2015, *Kompetenz-Check* (Competence Check, see chapter 4.1), that is clarifying the skills profile of refugees. The pilot project was rolled out for all of Austria in 2016 and more than 11,000 competence checks should be conducted.

Recognising qualifications for refugees is often more difficult as they lack official documents that could prove their attained educational level. Several initiatives, that already started years ago focusing on attracting skilled third country nationals, are now also used to recognise qualifications of refugees.

2 Labour market situation

In Austria asylum seekers have very limited access to the labour market (recognised refugees and people with subsidiary protection have mostly equal status as Austrians or EU/EEA-citizens): During the first three months, employment is completely prohibited, after this period they can only work in agriculture or tourism and only in the case that no Austrian- or EU-citizen applies for the job. Asylum seekers between 16 and 25 years are allowed to start an apprenticeship training in professions with skilled labour shortage (like cutter, roofer or power engineer), but according to numbers from the Austrian PES (AMS) in 2015 only only 198 work permits were issued for apprenticeships (DG EMPL 2016a, 3, 7).

Recognised refugees and people with subsidiary protection can register as unemployed at the PES, receive job vacancies and job offerings and can participate in active labour market policies (ALMP). Asylum seekers are the responsibility of the Austrian provinces (*Bundesländer*) and have no access to ALMP measures (ibid.).

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3 Important actors

Federal level

Ministry of the Interior (BMI): http://www.bmi.gv.at/cms/bmi/_news/bmi.aspx

Federal Office of Asylum (BFA): <http://www.bfa.gv.at/>

Ministry of Integration and Foreign Affairs (BMEIA):

<https://www.bmeia.gv.at/en/integration/>

Austrian Integration Fund (ÖIF): <http://www.integrationsfonds.at/en/home/>

Public Employment Service (Arbeitsmarktservice): www.ams.or.at

Municipal level

Fonds Soziales Wien (organisation of the Viennese municipality taking care of refugees and asylum-seekers): <http://fsw.at/fluechtlinge/>

City of Vienna: Integration and Diversity

<https://www.wien.gv.at/english/social/integration/index.html>

Wiener ArbeitnehmerInnen Förderungsfonds (WAFF): <https://www.waff.at/en/home/>

NGOs

Caritas Wien: <https://www.caritas-wien.at/>
Diakonie: <https://diakonie.at/>
Integrationshaus: <http://www.integrationshaus.at/>
Volkshilfe Österreich: <https://www.volkshilfe.at/cms/cms.php>
Red Cross/Rotes Kreuz: <http://www.roteskreuz.at/home/>
Samariterbund: <http://www.samariterbund.net/>
Beratungsstelle für Migrantinnen und Migranten: <http://www.migrant.at/sprache/english/>

Training providers and other support organisations

abz* Austria: <http://www.abzaustria.at>
BFI: www.bfi.at
ibis acam Bildungs GmbH: <http://www.ibisacam.at>
migrare: <http://www.migrare.at>
peregrina: <http://peregrina.at/>
refugeeswork.at: <https://www.refugeeswork.at>
WIFI: www.wifi.at
VHS: <http://www.vhs.at/startseite.html>

Validation

AST – Anlaufstelle für Personen mit im Ausland erworbenen Qualifikationen
<http://www.anlaufstelle-erkennung.at/anlaufstellen>
Berufsanerkennung Österreich: www.berufsanerkennung.at
Eric Naric Austria - validation of higher education qualifications: www.nostrifizierung.at

4 Good practice measures and policies for recording and evaluating refugees' competences²

4.1 Competence Check (Kompetenzcheck)

Target group:

Competence Check – Women older than 18 years: Women older than 18 years registered at the Viennese PES with an asylum status and knowledge of the Latin alphabet and who have an A1 German level;

Competence Check – Men older than 25 years: Men older than 25 years registered at the Viennese PES with an asylum status and knowledge of the Latin alphabet and who have an A1 German level;

Training duration: 5 – 7 weeks

Training targets:

- Competence check
- Professional tests (practice)
- Recognition of qualifications gained abroad
- Labour market and social inclusion and integration
- Professional orientation and career planning

² Several research projects dealt with analysing refugees' skills and competences in Austria, like EQUAS Pilot, EQUAS or FIMAS. Unfortunately, until now (autumn 2016) no results have been published: EQUAS Pilot results have not been published at all, EQUAS will be published in spring 2017, and FIMAS in summer 2017 (Information provided by Roland Hosner, ICMPD, at a conference on migration at the university of Vienna in September 2016).

Kompetenzcheck is an active labour market policy that takes 5 - 7 weeks, 11 hours per week. There are 10 hours of workshops (e.g. on the Austrian labour market, Austrian education system, how to write a CV, etc.);

1-2 hours a week of **biographical interview**: What is your mother tongue? Do you speak German? How good do you speak German? Did you go to school? Where did you go to school? For how long did you go to school? What did you learn? Do you have any certificates? Is a validation of certificates possible? Have you already worked in your country of origin? What have you worked? Description of competences the person gained?

Description of Training during Competence Check:

- **Individual clearing** (f-2-f coaching) at the beginning of the training to collect all individual and professional data, documents, experiences, etc. (in German or in the mother tongue). **Individual coaching** (f-2-f coaching) during the whole training.
- **Evaluation “IT-Competence”**: IT-competence evaluation is based upon ECDL criteria and implemented in the first training week. For all participants
- **Professional competence check**: Evaluation of formal, informal and non-formal competences. This professional competence check is used, if a nostrification or formal professional recognition is not possible and the person would like to work in the same professional field as in the home country.

The professional competence check is a professional performance/test by the trainee at a so-called ‘Competence Expert’ (e.g. training institute or entrepreneur). The test is based on a competence, skills and experience list elaborated by the PES. After the practical test/exam the ‘Competence Expert’ has write a detailed competence evaluation report that will be send to the PES counsellor. The content of this report includes a mapping of all the skills + orientation and description of the future field of work + possibilities to find work for the person today and possibilities to find work for the person in 1 -2 years (qualifications, apprenticeship, etc.). Persons that have already worked in a certain field of work but do not have any certificates can be tested by the training institutes implementing or be any private company, after testing a report of practical and theoretical competences is send to the PES counsellor. Based on this report a career plan with perspectives and needed further training steps is elaborated.

- **Nostrification or professional recognition**
- **Supporting Measures**: various workshops to get familiar with the Austrian labour market, social system, cultural aspects, etc.

4.2 Project Logo (General Competence Check in the field of calculation)

This project is not primarily targeting asylum seekers or migrants but is a good practice example for a competence check in the field of mathematics.

Competence Check is an assessment test of basic calculation competences in three parts:

- Part one: Summation, Subtraction fractions and multiplications with numbers until 5-digits;

- Part two: decimal numbers, equations, basic logical relations;
- Part three: calculation with measuring sticks, area calculation (circle, cylinder, quarters, triangle, etc.), percentages;

Based on the assessment results the person will take part in various modules.

Target group are persons with a knowledge gap in the field of mathematics and would like to attend a VET training.

Aims:

- Strengthening of basic math techniques, cognitive skills and understanding of logical relations
- To recognize problems with math and provide adequate measures to strengthen skills and competences

Training duration: 7-12 weeks

Math competences are checked at the beginning of the training (information day) in form of a written text. Exercises consist of calculations, mathematics and logical relations.

4.3 BBE - Kompetenzzentrum zur beruflichen Anerkennung im Ausland erworbener Qualifikationen (Competence centre for validating VET qualifications acquired abroad)

Is a guidance and counselling project and supports refugees and migrants in validating their practical and theoretical VET competences in Austria.

Target group are migrants who have acquired a VET qualification in their country of origin and would like to validate their skills and competences. Migrants need at least A2/B1 level German.³

Duration: 10 days + follow-up support for 3 months

The aim is to generate an expertise for every participant based on the existing competences of every person. The person has to run through competence orientated assessment centres. The result is a mapping of all social, practical and theoretical competences. The experts shall support the PES counsellor in identifying tailor-made qualifications that support the persons to gain the level of an apprenticeship degree.

Content of the measure:

- Clearing phase, collection of personal data, personality tests and tests of potential (day 1)
- f-2-f counselling and theoretical competence test (day 2,3)
- practical competence assessment in an assessment centre (days 4-8)
- f-2-f counselling: analysis of clearing, theoretical competence test and practical competence assessment (days 9-10)

³ See: http://docs.ams.at/wien/sfa/bildungstraeger/systemlandkarte_wege_zur_lap/kompetenzzentrum_bbe.pdf (2016-09-28)

4.4 Qualifikationspass Wien (Qualification Pass Vienna) ⁴

Started in November 2015 in Vienna as a pilot project, since November 2016 it is used all over Vienna (and also some other regions in Austria are interested in using this tool). The Qualification Pass contains a data based mapping of labour market oriented competences for persons with max. finished compulsory school or with a higher education gained abroad which is not recognised in Austria; the goal is to gain an apprenticeship degree.

For the Qualification Pass a database was developed where, besides information on formal education and qualifications, tasks of former occupations as well as work and practical experience can be listed. The database consists of two parts:

- one for the counsellors, where aims of the Qualification Pass are listed as well as information on professional/work experience;
- one for clients, where information on formal education and practical experience can be listed and (school) certificates can be uploaded.

The project uses an inter-institutional approach (AMS, WAFF, WKÖ, *Lehrlingsstelle*) so it is possible to focus on the goal no matter if you are jobless or not; comparable to "Skillsbank".

Persons aged 18 and above can participate in the Qualification Pass.

Refugees are not a specific target group of the "*Qualifikationspass Wien*", the main goal is to reach an official apprenticeship degree – until October 2016 approx. 990 persons participated in the programme, 63 % of the participants were not born in Austria, but it was mostly used for migrants in Austria. The "*Qualifikationspass Wien*" is mainly used by the PES itself, the check of competences is the first project of PES Vienna where also training institutes have the possibility to use this tool for their clients. The mapping is mainly comparable with the mapping of the competence check (dealing language skills, formal education, working experience; see chapter 4.1).

5 Good practice measures and policies targeting young refugees/NEETs

5.1 "Start Wien – Das Jugendcollege (Start Vienna – youth college)

The initiative started in July 2016 and is offering courses for 1,000 young migrants, mostly refugees and asylum seekers, who no longer have to attend school/do not have to attend compulsory schooling anymore. Already at the end of September 2016 there are approx. 200 people on a waiting list, therefore the need and interest for the programme can be considered rather high.

The target group of the programme are young refugees between 15 and 21 years, who are already (officially recognised) refugees or asylum seekers.

The main aim is to prepare the young people to be ready to start a secondary school or vocational education.

The programme has started in summer 2016 in Vienna and is being conducted by a large project partnership including: Wiener Volkshochschulen GmbH, WUK-Verein zur Schaffung offener Kultur-und Werkstättenhäuser, Caritas, Integrationshaus, Interface Wien, abz*austria,

⁴ Information collected by Petra Ziegler (WIAB) at the event „Europass macht transparent“ on 5 October 2016, during a workshop facilitated by Dietmar Wipplinger (WAFF) and Sabine Vilim (AMS Wien).

equalizent, PROSA, BPI der ÖJAB, whereas VHS Wien is the lead partner. PES Vienna and Fonds soziales Wien are mostly responsible for procuring young refugees to the programme.

The programme starts with a clearing phase, where existing skills and competences are being recognised and the level of education is determined. Based on this information, an individual 'educational plan' (*Bildungsplan*) is being developed. The clearing phase takes two days and the youngsters are tested in the field of German language skills, mathematics, English and IT. Furthermore they have one-on-one coaching regarding the question if the youth college is the appropriate active labour market measure for them. Depending on the assessed needs and recognised competences, the participants will be attending different courses.

Usually the training takes 20 hours per week and main priorities are: German language skills; besides this, there are modules dealing with ICT-skills, English, mathematics, occupational information, social counselling and on-the-job trainings.

Main challenge for the programme is the very divers level of skills, competences and level of education of the young refugees: Some need to learn how to read and write, others would like to prepare to start at a university. Based on these very divers needs, individual plans are being developed that are updated every eight weeks. Approx. 30 counsellors and 80 trainers are working at the Jugencollege.⁵

The project is funded by the ESF, as well as the Viennese municipality, AMS Wien and Fonds Soziales Wien, the budget is approx. € 6 million per year.⁶

5.2 'Supra-company apprenticeships' and supra-regional apprenticeships

One rather established good practice example for NEETs in Austria is the '**supra-company apprenticeship** (*überbetriebliche Lehrausbildung*)' which, since 2004/05, offered places for young people who could not find an apprenticeship placement in a company on their own. Additionally, in June 2008 the social partners negotiated a labour market package for young workers with a focus on improving the situation of young apprentices. Together with the federal government, an apprenticeship training guarantee was agreed upon. This means that sufficient offers of places in supra-company training facilities are available for those who cannot find a regular apprenticeship placement in a company. Priority, however, still lies with approved apprenticeship employers because candidates who have completed their apprenticeship in such companies are thought to have a better chance of entering the job market (Eurofound 2012b, 16).

Since 2016 a pilot project on a '**supra-regional apprenticeship-model** (*überregionale Lehrstellenvermittlung*)' for recognised refugees has started which is supported by the Chamber of Commerce together with the PES in order to specifically support young refugees to find an offer for an apprenticeship.

The project provides preparation, trainings and support at local level where vacancies are reported. Besides this, coaching for young refugees as well as the participating companies is provided. Young refugees can attend additional German language courses at the vocational schools, if needed.

First impressions expressed by Margit Kreuzhuber from the Chamber of Commerce Austria at a conference on migration at the university of Vienna in September 2016 show that more

⁵ Information retrieved from Mittagsjournal 1.10.2016 at Ö1.

⁶ See: <https://www.wien.gv.at/rk/msg/2016/07/06005.html> (2016-09-28)

counselling with regard to advantages of apprenticeship is needed that shows clear benefits of starting an apprenticeship training compared to working in a low-skilled job.

One difficulty of this supra-regional apprenticeship-model is that the entitlement to the means-tested minimum income (*Mindestsicherung*) that most refugees and asylum seekers obtain (as it is difficult for them to find a job on the Austrian labour market) is regulated differently in the provinces (who are responsible for this social welfare benefit). For example, in Upper Austria the means-tested minimum income has been reduced for refugees which enhances the already existing desire of many refugees to stay in Vienna (where no such cuts have been enacted). Also in some provinces people older than 18 years are no longer allowed to top up low wages to the means-tested minimum income – again something that is not enacted in Vienna. This is one of many reasons why 2/3 of all refugees are registered with the Viennese PES, although the general unemployment rate in Vienna is much higher compared to Western provinces; and also apprenticeship openings are more common in the Western provinces.

5.3 *Ausbildungspflicht bis 18* ('Training obligation' until 18)

In recent years, it is getting more and more difficult for young people in Austria to smoothly enter the labour market after finishing their education. Although the NEET rate in Austria is quite low, especially for young people with no more than compulsory education it is very difficult to enter and also establish themselves at the labour market. Therefore, a new programme started in autumn 2016, the so-called "*Ausbildungspflicht bis 18*".

Target group is young people (15-18 years) who – besides compulsory education – are not participating in any further education or training.

Its aim is to bring these young people back into education and training, be it an apprenticeship, a school or any other form of further qualification, like courses or measures supported by PES for young people, but also coaching and support programmes, that should prepare the youngsters to start an education.

One big problem of this programme is that it explicitly excludes young asylum seekers and they are therefore not entitled to take part in this measure.

5.4 Lobby.16

Lobby.16 was founded in autumn 2008 in order to improve the educational situation of unaccompanied minors (target group: asylum seekers, refugees and beneficiaries of subsidiary protection up to the age of 21 years).

It aims to enable unaccompanied minors to take part in social life by granting them access to education and labour market and to assist them in the development of their skills and talents through a well-developed mentoring programme.

The programme aims at enhancing educational and occupational perspectives of young people by:

- helping young asylum seekers to pursue an educational career
- identifying occupational interests, strengths and abilities (through interviews, career interest tests, work placements/job-shadowing in business companies)
- assisting in finding/arranging an apprenticeship position

- assisting in finding/arranging other educational programmes

Main activities are:

- Volunteer mentors and tutors (teachers, senior students) assist young refugees and asylum seekers in their daily routine;
- Courses on German, Mathematics, English are held by volunteer professionals (teachers and trainers, some of them native speakers) for young people having completed mandatory schooling;
- Courses for IT basic skills;
- Preparation for apprenticeships: getting companies involved (required abilities, opportunities of higher qualification, etc.), job application training workshops;
- Long-term cooperation with the private sector (big companies in Austria, Austrian Chamber of Commerce etc.).⁷

5.5 Baju Plus

The target group includes young migrant, refugee and asylum-seeking children in the age between 15 and 19 years with limited German knowledge. Focus is put on increasing German languages skills, gaining fundamental basic skills and competences (calculating, reading, writing, ICT and English) to enable them to complete secondary education and improve the opportunity to integrate in the working process. Accompanying measures are psychosocial counselling and individual coaching. Volunteers trained by the *Integrationshaus* support the participants in language training, professional orientation and also in social and cultural matters.

This basic education programme started in March 2016 and takes four months – with different modules depending on the skills and competences the young people already bring along. At the moment there are no places available in the programme.⁸

5.6 Auf Linie 150

The main aim of the project is to prepare young refugees and asylum seekers so they are ready to take up employment or start an apprenticeship.

The project is being implemented in the region of Salzburg, along the bus line 150 that is connecting the city of Salzburg with St. Gilden; participants live and train along this bus line.

Target group: underage refugees and young adults, asylum seekers (able to start in month 4 of their application process) or person with subsidiary protection (up to the age of 25) living within the region Salzburg.

Duration: Altogether young refugees can participate in three years of education and training during which the content of the first apprenticeship year can be completed and are recognised.

The programme starts with occupational information and vocational orientation as well as bilancing competences based on previous experiences. During face-to-face counselling learning ability is evaluated as well as German language skills.

⁷ See: <http://www.lobby16.org/angebot.htm> (2016-10-17)

⁸ See: <http://www.integrationshaus.at/de/projekte/bildung/index.shtml?42> (2016-10-17)

When this starting phase is finished, four days per week are used for practical training, one day for theoretical lessons.

Apprenticeship training is offered for the clusters metal, wood, tourism, retail, trade and services.

The project is funded by the ESF and the region Salzburg.⁹

5.7 PSA plus

The main aim of the project is vigorously qualifying young refugees in German language in order to prepare them for finishing compulsory schooling and obtain the compulsory schooling certificate. This certificate is often needed in Austria in order to be able to start an apprenticeship or to enter the labour market.

Target group: Asylum seekers up to 25 years

Main activities: Each course comprises 22 participants and starts with admission interviews and the assessment of skills and competences; after this an entry-level module starts, which continues with the core curriculum of compulsory schooling. The programme is finished with an exam in German, English, Mathematics, vocational orientation, health and social issues, nature and engineering.

Besides this, individual support can be provided, e.g. additional courses or social counselling as well as outplacement.

The project is being funded by the region Salzburg.¹⁰

5.8 Vielfalt als Chance – Diversity as a chance

The main aim of the project is to find apprenticeship trainings for young asylum seekers in “Mangelberufen” (shortage occupations) in the region of Salzburg.

Target group are young asylum seekers (up to 25 years) with compulsory schooling and at least German language at level B1.

Main activities: the course brings together 20 young asylum seekers and supports them in order to find an apprenticeship place in a shortage occupation. For asylum seekers apprenticeship trainings are only allowed for shortage occupations in Austria. The project consists of three phases:

- Phase 1 took until September 2016 and supports graduates from compulsory schooling courses to find apprenticeship places in companies in Salzburg. Besides this, support is also given for those who need to take their compulsory schooling exam again.
- Besides courses in German, English, Mathematics, job application training and culture and society, 6 shortage occupations can be tested within WIFI Salzburg workshops: welder, electrician, floor layer, painter, cook, restaurant specialist.

⁹ See: http://www.bfi-sbg.at/uber-uns/bildungsprojekte/auf_linie_150 (2016-11-04) and information provided by Katrin Paulusberger from BFI Salzburg.

¹⁰ See: <http://www.bfi-sbg.at/uber-uns/bildungsprojekte/psaplus> (2016-11-04)

- Selected participants can be individually further supported until they start or during the beginning of their apprenticeship training (from January to September 2017).

The project is being funded by the region Salzburg.¹¹

5.9 Lehre – eine Chance: Apprenticeship – a chance

The main aim of the programme is to support young refugees and asylum seekers in order to obtain an apprenticeship certificate and their successful integration into the labour market.

Target group are young recognised refugees, persons with subsidiary protection and asylum seekers up to the age of 25 with compulsory schooling. Asylum seekers can only participate in apprenticeship in shortage occupations (welder, electrician, floor layer, painter, cook, restaurant specialist).

Main activity is continuous support for the young refugees during their apprenticeship training by specialised counsellors. The counsellors have trade-specific as well as social skills and competences needed to support young refugees. Besides this, they also organise additional learning support or courses if needed and help prepare for the final apprenticeship exam.

The project is funded by the Ministry of Economy, Science and Research.¹²

5.10 Kompetenzen erheben – Zukunft gestalten (recording competences – shaping the future)

Aims: At the end of the 2-week programme “*Kompetenzen erheben* – recording competences” the participants receive a competence profile. During the 2 weeks approx. 20 people participate in courses on occupational information and vocational guidance, integration courses, like “*Gemeinsam in Österreich* – living together in Austria” or work-based German language courses. Besides this, tests with regard to IT-skills are conducted as well as psychological tests, first trainings in workshops of vocational schools in the area of wood and metal processing and coaching.

Main activities: During the programme “*Zukunft gestalten* – shaping the future” the competence profile is further enhanced and developed in order to create a map for future perspectives to integrate into society and labour market.

Again courses for approx. 20 participants, like “*Gemeinsam in Österreich* – living together in Austria”, work-based German language courses or “*Berufswege in Österreich* – Career pathways in Austria” are being conducted. Besides this, excursions to companies in the region as well as (adult) education providers are offered.

At the end of both measures the competence profile as well as the map for future perspectives (*Perspektivenplan*) is being sent to the counsellor at the regional PES in order to support the

¹¹ See: <http://www.bfi-sbg.at/uber-uns/bildungsprojekte/vielfalt-als-chance> (2016-11-08)

¹² See: <http://www.bfi-sbg.at/uber-uns/bildungsprojekte/lehre-eine-chance> (2016-11-08) and information provided by Katrin Paulusberger from BFI Salzburg.

participants to find the appropriate (further) education and training measures needed for a successful labour market integration.

Target group: recognised refugees and persons with subsidiary protection who are registered at the regional PES; with German language skills who need a *clearing* in order to find new perspectives for labour market integration.

The project is funded by the regional PES – AMS Salzburg.¹³

¹³ See: <http://www.bfi-sbg.at/uber-uns/bildungsprojekte/kompetenz-zukunft> (2016-11-08) and information provided by Katrin Paulusberger from BFI Salzburg.

Country fiche: Bulgaria¹⁴

1 General information on refugee situation

Factors including the crisis in Syria led to a significant rise in the number of people applying for asylum in Bulgaria in 2013. The total number of applicants rose from 1,387 in 2012 to 7,144 in 2013. Numbers of asylum seekers continue to increase: in the first ten months of 2014, more than 8,000 people applied for protection in Bulgaria (of which 35 % were children). In 2014, more than half of asylum seekers in Bulgaria came from Syria, and around a quarter from Afghanistan, but asylum seekers also come from many other countries including Iraq and Algeria. In 2015, in Bulgaria 20,391 persons were registered who have asked protection from the State Agency for Refugees within the Council of Ministers. For 2016, until August the number of people seeking protection is 12,164; refugee status has been given to 376 persons; humanitarian status to 302 persons; refused were 597 persons; the terminated proceedings were 5,122 and the remaining applications were still in procedure.¹⁵

1.1 Developments since 2015

1.2 Data on refugees

No information on young refugees available.

Statistical data for all people (regardless the age) seeking protection in Bulgaria for the period 01.01.2016 – 31.08.2016 (TOP 5 countries): Afghanistan: 5,756; Iraq: 3,405; Syria: 1,456; Pakistan: 1,080; Iran 225.¹⁶

2 Important actors

International

United Nations Refugee Agency in Bulgaria, the United Nations High Commissioner for Refugees (UNHCR): <http://www.unhcr-centraleurope.org/bg/index.html>
International Organisation for Migration: www.iom.bg

National

State Agency for Refugees: <http://www.aref.government.bg/index.php?cat=2>
Ministry of Education and Science: <http://www.mon.bg/>
Ministry of Interior: <http://www.mvr.bg/en/default.htm>
Ministry of Foreign Affairs: www.mfa.government.bg
Ministry of Labour and Social Policy: <https://www.mlsp.government.bg/index.php?section=HOMEN2&lang=eng>
Bulgarian Employment Agency: <https://www.az.government.bg/>
State Agency for Child Protection: www.sacp.government.bg
Agency for Social Assistance: www.asp.government.bg
Association for Integration of Refugees and Migrants <http://www.airm-bg.org/maineng.htm>
Bulgarian Council on Refugees and Migrants (BCRM): <http://www.bcrm-bg.org/en/index.html>

¹⁴ Information on Bulgaria was provided by Luba Krasteva, chief expert at the National Agency for Vocational Education and Training in Bulgaria.

¹⁵ Statistics see: <http://zakrila.info> and <http://www.aref.government.bg/index.php?cat=21> (2016-09-29)

¹⁶ Information from State Agency for Refugees: <http://www.aref.government.bg/index.php?cat=21> (2016-09-29)

Commission for protection against discrimination: www.kzd-nondiscrimination.com
Commission for protection against discrimination: www.kzd-nondiscrimination.com
Council of Refugee Women in Bulgaria <http://crw-bg.org/>

Validation

National Agency for Vocational Education and Training (NAVET):
<http://www.navet.government.bg/en/>

3 Good practice measures and policies for recording and evaluating refugees' competences¹⁷

3.1 Program for employment and training

Program for employment and training of refugees, financed by the state budget for active labour market policy - supports the integration of foreigners in the labour market who have been granted the status of refugee or humanitarian protection in the current year or the previous two calendar years, by increasing their employability through inclusion in Bulgarian language training, training for acquiring professional qualification and providing subsidized employment.¹⁸

Mandatory requirement for access to financial assistance is the involvement of newly recognised refugees in Bulgarian language courses, social orientation or vocational training (State Agency for Refugees 2010, 3).

The programme started in 2013 with actualisation for each calendar year. The latest actualisation is from October 2015 and is valid until 31.12.2016.

The beneficiaries are unemployed persons who have been granted the status of refugee or humanitarian protection in the current year/ the previous two calendar years and registered in Directorate "Labour Office".

Responsible institutions for the management of the program are the Ministry of Labour and Social Policy and the National Employment Agency.

As a result of the implementation of the program activities, two types of training are expected to be provided:

- Training on key competence "communication in a foreign language - Bulgarian language" with duration of 180 training hours. The training will be carried out according to the curriculum for Bulgarian language coordinated with the Ministry of Education and Science. Unemployed persons with refugee or humanitarian status who are trained under other programmes and projects financed from the state budget or EU funds are not eligible to participate in this Bulgarian language training under the program.
- Training for acquiring a professional qualification by unemployed persons to whom the refugee status or humanitarian protection has been granted. The training could be:
 - o with duration of 300 training hours for the first level of a professional qualification;
 - o for a part of profession.

¹⁷ If no source of information is mentioned for the following good practice examples, the information was collected by Luba Ivanona through correspondence with the Ministry of Labour and Social Policy.

¹⁸ See: <https://www.az.government.bg/pages/programa-za-zaetost-i-obuchenie-na-bejanci/> (2016-09-28)

Another main objective of the project is to increase the capacity of the transit and Registration and Reception centres, of municipal and district administrations which work with refugees. For this purpose, the programme also provides subsidised employment for unemployed persons who are registered in Directorate "Labour Office" and possess appropriate qualifications and experience – for a period of six months full-time work. Another programme activity provides the possibility for employment on the primary labour market to these persons.

3.2 Proposal for Integration Support to Beneficiaries of International Protection in Bulgaria in 2016

The United Nations Refugee Agency in Bulgaria, the United Nations High Commissioner for Refugees (UNHCR) defined a proposal for integration support to beneficiaries of international protection in Bulgaria and listed the following key actions:

- provision of Bulgarian language classes (various levels, including specialised Bulgarian language classes),
- vocational training as a next step in order to serve as a transition to self-sufficiency through employment,
- assistance for the validation of skills,
- translation/ legalisation of previous competences, education and qualifications.

With regard to validating skills and competences, starting on 1 January 2015 the ordinance on the conditions and procedure for the validation of professional knowledge, skills and competences entered into force in Bulgaria.

The following institutions have the right to perform validation: vocational gymnasiums, art schools, sport schools, vocational colleges and vocational training centres, for professions in which they have conducted or conduct training at present.

The following steps are part of the validation procedure:

- 1) defining the profession for which the person wishes to validate his/her professional knowledge, skills and competences;
- 2) comparing the declared information by the person, e.g. professional knowledge, skills and competences, with the State Educational Requirement in the respective profession;
- 3) collection of evidences for the candidate's competences;
- 4) checking, if necessary, the competences for which there is no formal evidence;
- 5) additional training (if necessary);
- 6) taking exams - on the theory and practice of the profession;
- 7) issue of document for the validation of professional competences.

After the validation procedure the following documents are issued: certificate of validation of degree of professional qualification or certificate of validation of professional qualification for a part of the profession.

3.3 Additional support measures

Information meetings in the centres for temporary accommodation of refugees dealing with the necessary documents for registration as jobseekers and mediation services: preparation of integration profiles of persons with educational and qualification characteristics, in order to

provide assistance for finding a job after their registration; organized by the Directorates "Labour Office" (in frame of the Bulgarian Employment Agency - Ministry of Labour and Social Policy).

Specialised informational job fairs for refugees, organized by the Bulgarian Employment Agency in cooperation with the State Agency for Refugees (SAR) within the Council of Ministers in order to promote the employment and integration of refugees and persons with humanitarian protection. In 2015 the National Employment Agency assisted to conduct four job fairs for refugees where employers from the garment industry, construction industry, trade sector and others participated. As a result of these job fairs, 20 persons have started work on announced job vacancies.

Within the Operational Programme "Human Resources Development" 2014-2020 (OP HRD), **targeted measures** to support migrants and persons from third countries are foreseen under the Investment Priority "Socio-economic integration of marginalized communities such as Roma"- first operation "Socio- economic integration of vulnerable groups". "Educational integration of students from ethnic minorities and/ or people seeking or granted international protection."¹⁹

Mediation services delivered to persons with refugee status or humanitarian protection in the Republic of Bulgaria, provided by the Directorates "Labour Office" in compliance with the Employment Promotion Act: employment in the primary labour market, employment programmes and training courses for adults (vocational training and training for acquisition of key competences).

Responsible institutions for the management of this measure are the Ministry of Labour and Social Policy and the National Employment Agency.

Services related to information and/or consultation on:

- the rights and obligations of refugees/humanitarian migrants under the Employment Promotion Act;
- available job vacancies and requirements;
- opportunities to participate in programmes and measures for employment and training;
- learning opportunities for adults;
- opportunities for change of occupation and for work outside of the place of residence;
- the terms and conditions of work in other countries under intergovernmental agreements and through the network of the European Employment Services (EURES);

Other services:

- psychological support;
- guidance to appropriate programmes and measures for employment and training;
- guidance to possibilities for adult training;
- guidance and support for employment, including in another settlement in the country or in other countries.

State educational standard for the acquisition of **Bulgarian literary language**, developed by the Ministry of Education and Science: the standard regulates the acquisition of the Bulgarian language for all children and students for whom Bulgarian language is not the mother tongue - from ethnic minority groups, children of foreign citizens working in the country or children or refugees.²⁰

¹⁹ See: <http://sf.mon.bg/?go=news&p=detail&newsId=341> (2016-11-14)

²⁰ See: <http://www.mon.bg/?go=news&p=detail&newsId=1941> (2016-09-28)

4 Good practice measures and policies targeting young refugees/NEETs

4.1 Refugee Project

The Refugee Project is a joint initiative between the Cooperation for Voluntary Service Bulgaria and Caritas Sofia in conjunction with the Bulgarian State Agency for Refugees; it provides educational assistance and a range of activities for refugee children and adults.²¹ In 2010 the „*Cooperation for Voluntary Service (CVS-Bulgaria)*” started a project in the Integration centre in the district *Ovcha Kupel* in Sofia that aimed to help children and youngsters in their adaptation to Bulgaria and to facilitate their inclusion in the education system. The project started with a few volunteers who assisted the Bulgarian teachers in their lessons as well as organising their own lessons.

The project was very successful, so in 2011 CVS-Bulgaria joined forces with „Caritas Sofia“, in co-operation with the “State Agency for Refugees (SAR)”, to continue working with children and adolescents in the integration centre. Since then, over 300 volunteers have participated in the project, with each volunteer dedicating at least two hours per week over a minimum period of four months, to help with Bulgarian lessons for children, English lessons for adults and occasional workshops and special events.

The project continues to expand. Volunteers now provide not only Bulgarian language and orientation, English lessons, but also art workshops, music activities, sport and games sessions, IT skills and cooking workshops on a weekly basis. In general, the volunteers in the project have an active role in the integration of the children, young people and adults living in the reception centres in Sofia – helping them to adjust to a Bulgarian way of life and, for the children, in preparing them for the Bulgarian education system. At the moment there are activities in all three refugee camps in Sofia - *Ovcha Kupel*, *Voenna Rampa* and *Vrazhdebna*.

Asylum seekers and refugees benefit from the project by having increased interaction with Bulgarian people, opportunities to improve their language skills, and the option to participate in a wide variety of activities while they are staying in the centres.

Volunteers have the opportunity to perform an active role in the refugees’ adaptation to the education system and their social integration in Bulgaria. They gain experience of intercultural communication, knowledge of different cultures, experience of working with people of all ages, and with leading and participating in workshops.

Main tasks of volunteers are:

- Leading sessions for asylum seeker children, young people or adults in one or more of the following topics: Bulgarian language and orientation, English language, IT skills, art, sports and games. Providing help and support for the children in their homework preparation, especially in Bulgarian language and Mathematics;
- Engaging and maintaining the interest of the asylum seeker children, young people or adults, when delivering the sessions/activities;
- Planning and organising sessions/activities as part of a small team.
- Planning and organising activities outside of the centres: trips, participation in events and tournaments, museum visits, theatre and cinema visits, etc.

²¹ See: <http://refugeeproject.eu/en> (2016-09-28)

Country fiche: France

1 General information on refugee situation

1.1 Developments since 2015

In France, the number of asylum applications increased in the past three years considerably less than in other European countries: In 2014 for example, while Germany and Italy registered a huge increase in new asylum applications, France registered a slight decrease (around 45,000, corresponding to – 2 % compared to 2013; Bertelsmann Stiftung 2016b, 52). In 2015 however, asylum applications showed an increase of 23.3 % from 2014 with 79,914 asylum applications registered in 2015. A particularly sharp increase in applications can be seen from countries with high protection needs: + 64.2 % Syria, + 184 % Sudan, + 254 % Iraq, Afghanistan + 349.2 %. But applications increased also in countries where protection needs are traditionally lower: +96.8 % Kosovo, + 76.3 % Haiti.²²

France committed to take some 30,000 asylum seekers in the framework of the European Relocation Scheme decided by the European Council in 2015 (France terre d’asile 2016, 11). For the moment however only small numbers of asylum seekers have arrived through this channel: 231 persons were relocated from Italy and 1,721 persons from Greece by September 2016. 664 persons were resettled under the European Resettlement Scheme (including the mechanism with Turkey) by September 2016.²³

It has to be mentioned that people in need of protection in transit, as well as failed asylum seekers that remain on French territory are invisible to statistics in France and that several thousand people are estimated as have been staying in the “jungle” in Calais until October 2016. Furthermore, asylum seekers and refugees are highly concentrated geographically in France. In 2014, almost half of the refugees were staying either in the Île -de-France (41 %) or in the Rhône-Alpes (8 %) regions (Bertelsmann Stiftung 2016b, 52).

1.2 Data on refugees

The countries of origin of asylum seekers became increasingly diverse in recent years. While in the period 2011/2014 the leading countries of origin were the Democratic Republic of Congo, Russia, Bangladesh, Sri Lanka, Albania and Kosovo, in 2015 and 2016 the number of asylum seekers from Syria, Sudan, Iraq and Afghanistan has increased significantly. In 2015, citizens from Syria represented for the first time the second largest group of asylum seekers after Sudan, followed by Kosovo and Haiti. In the first months of 2016, applications from Afghans were also increasing and almost surpassed Syrian applications (Bertelsmann Stiftung 2016b, 53).

The overall protection rate for asylum seekers increased between 2014 (28 %) and 2015 (31.5 %). In 2015, 5,122 citizens from Syria applied for asylum and almost all of them were granted

²² See: OFPRA website: <https://ofpra.gouv.fr/fr/l-ofpra/actualites/premiers-chiffres-de-l-asile-en> (2016-10-26)

²³ See: http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/background-information/docs/20160928/factsheet_relocation_and_resettlement_-_state_of_play_en.pdf (2016-10-25)

protection.²⁴ In 2015 (January to September), the highest overall recognition rates were recorded for Iraqis (99 %) and Syrians (96 %) (ibid).

Based on Eurostat data 18,7 % of all applications between January and September 2015 were made by children.²⁵ Compared to other European countries, the number of unaccompanied children is particularly low in France. In 2014 for example, only 273 unaccompanied children applied for asylum, out of some 8,000-10,000 present in the country. This is due to the fact that in France children are channelled into the system for the protection of children, rather than into the asylum system (Bertelsmann Stiftung 2016b, 52).

2 Labour market situation

In July 2015, a reform of the French asylum law (the law is largely codified in the *Code de l'entrée et du séjour des étrangers et du droit d'asile*, CESEDA²⁶) was approved but did not foresee any major changes with regard to the access to the labour market for asylum seekers and refugees, except for the reduction of the period from twelve to nine months that has to pass before asylum seekers can apply for a work permit. In general, asylum seekers are not entitled to work during the examination of their application (Bertelsmann Stiftung 2016b, 53).

The work permit has a validity of 3 months, which corresponds to the validity of the asylum seeker's temporary residence permit, and applies only for salaried working activities. Self-employment is not allowed under the law. In accordance with the Labour Code, the administration can undertake a 'labour market test' taking into account geographical aspects and the employment situation in a professional sector when deciding if a work permit is granted or not. In France – quite similar as in Germany – a principle of "enforceability of the employment situation" is taken into account, which means that a work permit is issued to an asylum seeker only if there is no French or European citizen and no foreign national already holding a work authorization who can be employed. A denial of a work authorization must be argued by using statistical data (ibid.).

While the access to labour market is extremely limited for asylum seekers in France, recognized refugees have full access to the labour market and to the services offered by Pôle Emploi, the French Public Employment Service. As soon as they are granted protection, refugees are automatically entitled to unemployment benefit (*revenu de solidarité active*) even if they have not worked in France before. After obtaining refugee status, refugees benefit from personalised guidance, e.g. regarding access to employment and accommodation.

Refugees younger than 25 years are not entitled to receive either unemployment benefit nor Pôle Emploi's allowance for asylum seekers. Therefore, in case of unemployment, these young refugees have no income (Bertelsmann Stiftung 2016b, 54). Young refugees in the age between 16 and 25 years must address to the *Mission Locale* which are intervention and service centres for young people.²⁷

²⁴ See: OFPRA website: <https://ofpra.gouv.fr/fr/l-ofpra/actualites/premiers-chiffres-de-l-asile-en> (2016-10-26)

²⁵ See: AIDA, Asylum information database:

<http://www.asylumineurope.org/reports/country/France/statistics> (2016-10-27)

²⁶ See: <https://www.loc.gov/law/help/refugee-law/france.php> (2016-10-26)

²⁷ Source of information: <http://www.france-terre-asile.org/refugies-col-280/infos-migrants/refugies#francais> (2016-10-27)

No provision of the Education Code covers the particular case of children of asylum seekers, but – like for any child in France – they are subject to compulsory education as long as they are between 6 and 16 years old. The enrolment to school foresees language tests, which results are used to decide about the integration of the child within the dedicated schemes, e.g. training in French adapted to non-native speakers (*français langue étrangère*, FLE) or initiation classes. Usually education for asylum seeking children is provided in regular schools but may also be provided directly in reception centres.²⁸

Since education is compulsory until the age of 16, unaccompanied asylum-seeking and refugee children arriving after the age of 16 are only given access to education if places are available (public schools do not have any obligation to accept them). Some of them arrive without ever having been to school, so they often cannot read or write. Integration to the mainstream education system is very difficult for them. The limited number of specialised language training or initiation classes is an additional problem, especially in reception centres in rural areas which do not have such classes. Young refugees in the age of 16-18 years may be eligible for French courses offered by charities but the situation varies depending on the municipality. Usually, they are not given access to free language classes either (UNHCR 2014, 31). Besides, also access to apprenticeship is not possible as it would imply an access to a work permit that is usually not granted to asylum seekers. Therefore, young adults are often forced to put aside their career ambitions or training, pending the decision on their asylum application. Thus, access to education remains a concern for unaccompanied children, in particular those who are not in the care of competent public services and care for themselves.²⁹

The Migrant Integration Policy Index 2015 refers to the sever restrictions with regard to family reunions:

„FR also severely restricts and delays family reunion, with non-EU citizens less likely to reunite with their family in FR than in most European countries. (...). Non-EU residents are also often insecure in their status. Permanent residence is increasingly the exception rather than the rule for immigrants, even after 5 years settled in FR“ (Huddleston et al. 2015, 14).

3 Important actors

Federal level

Ministry of the Interior: <http://www.interieur.gouv.fr/> and <http://www.immigration.interieur.gouv.fr/>

Ministry of labour, employment and social dialogue: <http://travail-emploi.gouv.fr/>

Ministry of Social Affairs and Health: <http://social-sante.gouv.fr/>

Ministry of Education: <http://www.education.gouv.fr/>

Comité interministériel de contrôle de l'immigration (CICI): https://lannuaire.service-public.fr/gouvernement/conseil-comite-commission-organisme-consultatif_165718

Court Nationale du droit d'asile: <http://www.cnda.fr/>

Office français de protection des réfugiés et apatrides (OFPRA): <https://www.ofpra.gouv.fr/>

L'office Français de l'immigration et de l'intégration (OFII): <https://www.ofii.fr>

²⁸ See: AIDA, Asylum information database - http://www.asylumineurope.org/reports/country/France/reception-conditions/employment-education/access-education#footnote2_y64emak (2016-10-28)

²⁹ See: AIDA, Asylum information database - http://www.asylumineurope.org/reports/country/France/reception-conditions/employment-education/access-education#footnote2_y64emak (2016-10-28)

Directions régionales des entreprises, de la concurrence, de la consommation, du travail et de l'emploi (DIRECCTE): <http://direccte.gouv.fr/>

Conservatoire national des arts et métiers (Le CNAM): <http://www.cnam.fr/>

Pôle Emploi (Public Employment Service): <http://www.pole-emploi.fr/accueil/>

Regional and municipal level

Refugee Forum Cosi: <http://www.forumrefugies.org/>

Des Passarelles pour l'insertion: <http://www.passerelles-asso.net/>

Fédération des acteurs de la solidarité/FNARS: <http://www.fnars.org/>

CIMADE: www.lacimade.org

NGOs

Croix rouge Française: <https://www.croix-rouge.fr/>

CCFD terre solidaire: www.ccf-d-terresolidaire.org

SECOURS POPULAIRE: www.secourspopulaire.fr

SINGA: <https://singa.fr/>

France Terre d'Asile: <http://www.france-terre-asile.org/>

Validation

VAE, Le portail de la validation des acquis de l'expérience: <http://www.vae.gouv.fr/>

Bilan de compétences: <http://bilandecompetences.fr/>

4 Good practice measures and policies for recording and evaluating refugees' competences

4.1 Bilan de compétence (access after signing the contrat d'accueil et d'intégration, CAI)

Since 2007, migrants from outside the EU, including refugees, must sign a Reception and Integration Contract (*contrat d'accueil et d'intégration*, CAI) at the Office for Immigration and Integration (OFII) upon their arrival which aims at facilitating their integration into French society and is a precondition for receiving personal support for example with regard to labour market access. The CAI, which is compulsory to receive a residence permit for more than one year (since 2007), gives refugees access to language training according to their personal level of proficiency and foresees an assessment of their professional competences (*bilan des compétences*) that provides an overview of their skills and competences, potential, business and personal motivations and can be used to define a coherent professional perspective and training needs³⁰ to find employment (IOM 2013, 31).

Aims: to identify and document the qualifications, professional experiences and competences in the context of a job search. After the assessment, the refugee or beneficiary of subsidiary protection may be offered by *Pôle Emploi* a job offer or a training to improve his/her chances for an employment.

Target group: Refugees or persons with subsidiary protection registered as unemployed at the job centre who have signed the obligatory integration contract (*Contrat d'Accueil et d'Intégration*).

³⁰ See: <http://www.immigration.interieur.gouv.fr/Asile/Les-droits-des-beneficiaires-d-une-protection/L-integration> (2016-10-26);

Content: professional skills assessment (*bilan des compétences*)

Duration: based on the need of the client, but limited to maximum 3 hours.

The decision if a refugee or beneficiary of subsidiary protection can benefit from the professional skills assessment, it decided case by case.

Methods and procedure: It has to be mentioned that there exist variations of the *bilan des compétences*³¹ based on different institutions that offer the skills assessment to different target groups.

Usually the following phases are differentiated:

- preliminary phase: definition and analysis of needs, information on the methods and techniques used etc.;
- investigation phase: analysis of motivations, personal and professional interests, identification of professional and personal skills and abilities, general knowledge assessment as well as opportunities for professional development;
- conclusion phase: analysing the results of the investigation phase, identification of factors that favour the realization of a professional or training project.

Documentation of results: The conclusion phase often ends with a written summary.

Evaluation: In 2011, 58.7 % of refugees and beneficiaries of subsidiary protection made a *bilan des compétences*. After three months, a quarter of them found a job, another third found a job after six months (Platform de service aux migrants 2014, 3).

4.2 French language proficiency tests: TCF, DILF, DELF, DALF

Aims: The *Diplôme initial de langue française* (DILF), *Diplôme d'études en langue française* (DELF), and *Diplôme approfondi de langue française* (DALF) are official French proficiency tests administered by the *Centre international d'étude pédagogiques* (CIEP) and can be seen as equivalents of the English proficiency test TOEFL.

Content: In contrast to the TOEFL which requires the candidate to take a test (duration 2 to 4 hours) to receive a score of his/her results indicating the level of proficiency, the DILF/DELF/DALF certification consists of multiple levels and uses seven different *diplômes* from the *Ministère de l'Éducation nationale, de l'enseignement supérieur et de la recherche*: DILF A1.1, DELF A1, DELF A2, DELF B1, DELF B2, DALF C1, DALF C2.

Each of these certificates tests the four language proficiencies reading, writing, listening, and speaking, based on the levels of the Common European Framework of Reference for Languages. The diplomas can be passed independently from each other and there is a special version for young people (DEFL junior and DEFL *scolaire*) available.

Responsible institutions: The *Alliance française* and many other French schools offer DILF/DELF/DALF preparation classes as well as exams.³²

Precondition: In the context of signing the reception and integration contract (*contrat*

³¹ The bilancing of competences acquired in various areas (job, employment, voluntary work etc.) represents a legal right in France, but the identified and documented competences are not certified and thus the procedure has not the same official recognition value as formal education or competences validated via a VAE (Plateform de service aux migrants 2014, 10).

³² See: Internet portal „about education“: <http://french.about.com/od/francophonie/a/dilf-delf-dalf.htm> (2016-10-27)

d'accueil et d'intégration, CAI) refugees or beneficiaries of subsidiary protection have to pass a French language test. If they pass the test, they receive a ministerial certificate and do not have to participate in language courses. If they do not pass the test, they have to participate in a language training, which can take up to 400 hours, depending on the individual starting level.

Duration: The CAI based access to training in French is signed for a period of one year. In this time, a person has to achieve oral and written practice at a sufficient level for key areas of everyday life. To demonstrate the adequate language levels, it is necessary to pass the DILF. If a person fails to reach the required level a second course of training, a second presentation to the review is considered on a case by case basis by OFII, the responsible institution.

Documentation of results: At the end of the training, the refugees or beneficiaries of subsidiary protection receive the *Diplôme initial de langue française* (DILF) which states the acquired level of his/her language skills.³³

4.3 The recognition of diplomas of migrants

Aims: For refugees and beneficiaries of subsidiary protection who are graduates, it is possible to recognize their degrees in France.

Procedure: If a person has no copies of diplomas, he/she can bring a sworn statement detailing the studies followed and the certificates or titles acquired in his/her country of origin. The demand for a "comparability certificate" has to be sent to ENIC-NARIC France. The comparability certificate allows to compare the qualification obtained in the country of origin to a diploma recognized in France.

Costs: free of charge for refugees and beneficiaries of subsidiary protection.

Results: It allows the person holding a diploma to enrol in college or justify his knowledge when applying for a job (Platform de service aux migrants 2014, 10).

Responsible institution: The ENIC-NARIC Centre France is aiming at the implementation of specific measures for the evaluation of academic and professional careers of refugees. CIEP attached to the centre ENIC-NARIC France is the French information centre on the academic and professional recognition of qualifications.

Procedure: ENIC-NARIC issues certificates to diplomas, studies, training obtained or taken abroad, informs on the procedures for exercising a regulated profession and provides information on the recognition of French qualifications abroad. To meet the demands of recognition of the skills of refugees, the ENIC-NARIC France Centre provides free and priority treatment, with minimal documentation. At European level, the centres of the ENIC-NARIC network is working on a harmonized treatment assessment of refugee cases.³⁴

³³ See internet portal „about education“: <http://french.about.com/od/francophonie/a/dilf-delf-dalf.htm>
<http://www.ciep.fr/dilf/presentation-generale>; <http://www.france-terre-asile.org/refugies-col-280/infos-migrants/refugies#français> (all: 2016-10-27)

³⁴ See: www.defi-metiers.fr/breves/des-outils-pour-faciliter-la-reconnaissance-des-diplomes-des-migrants (2016-10-27)

4.4 Accelair-Cosi Forum individual professional and language training of refugees (based on the refugee integration program “Accelair”)

In 2002 the program “Accelair” was launched as part of the European program "Equal". The aim of this European program was to promote socio-professional integration of refugees by providing a coordinated response in terms of access to employment, training and housing. The program was renewed under the name of “Accelair” under the European Social Fund (2005-2007) and under the European Refugee Fund (2008-2013). Since 2014, “Accelair” is supported by the *Fonds Asile Migration Intégration*.

Aims of „Accelair“: funded by the state and the European Union, „Accelair“ offers individual support for the search for accommodation, job and vocational training. In the professional field, for example the preparation of applications for unemployment allowance and a skill assessment as well as t job search are provided. Also language training in the workplace for companies who have offered to hire refugees and language training tests are offered (Bertelsmann Stiftung 2016b, 60).

Target group of „Accelair“: newly recognized refugees (in the first year after recognition). by the staff.

Target group: Persons with refugee status identified that cannot to enter the labour market due to too few skills and little French language knowledge.

Aims of the Accelair-Cosi Forum program: The refugee *Accelair-Cosi* Forum program aims to bridge the gaps between refugees’ knowledge and skills and the demand of enterprises by implementing French courses CNAM.³⁵

Content of the Accelair-Cosi Forum program:

- Give refugees full information on CNAM’s training and services
- accompany refugees in developing their career and training plans
- consider with refugees the feasibility of a training project at CNAM, taking into account their prior learning
- accompany refugees in their training courses³⁶

5 Good practice measures and policies targeting young refugees/NEETs

5.1 “Take the chance and overcome the gap” project

Aims: raise the awareness of young people living in a disadvantaged area in Strasbourg (*Haute-pierre*) on education, social inclusion, non-discrimination and intercultural learning opportunities through non-formal education activities; increase young people’s self-esteem, professional and social competences and inform them about local policies on access to social rights provided and opportunities at international level (training courses, youth exchanges,

³⁵ See: <http://www.forumrefugies.org/s-informer/communiqués/le-cnam-rhone-alpes-et-forum-refugies-cosi-s-associent-pour-la-formation-des-refugies> (2016-10-27)

³⁶ See: <http://presentation.cnam.fr/histoire-projet/le-cnam-s-engage-pour-les-migrants-786454.kjsp> (2016-10-27)

work camps). At the end of the project, youths will be aware of local and national policies and schemes seeking to promote their access to social rights.

Target group: youth aged between 17 and 30 living in five different disadvantaged areas of Strasbourg: Meinau, Cronebourg, Bishheim, SNCF and Esplanade. The target group is characterized by high early school leaving rates and growing unemployment rates. Those who do work generally have precarious employment contracts. In addition to this, many of the young inhabitants of these areas also struggle with drug and alcohol abuse. Most of them are of immigrant background, which exasperates discrimination and contributes to social exclusion on several different levels.

Methods and procedure: Participants are involved in various international activities in order to develop or strengthen their competences, skills and knowledge, such as different training courses and short term volunteering abroad, which will promote their active citizenship and will result in being more confident and autonomous in their daily lives. These programs will contribute to developing the social and professional competences of the participants, such as learning to work in a multicultural environment, understanding a specific context and adapting one's attitude according to it, thereby enhancing their employability and their social inclusion.

During the different phases the project uses a non-formal education approach (workshops, pedagogical activities, peer education) to strengthen the self-esteem and the social and professional competences of the participants. The project also uses new technologies (social networks and blog) to share information and disseminate results.³⁷

Online information: <https://www.facebook.com/pages/Jump-at-the-chance-and-overcome-the-gap/143931>

5.2 Maisons du jeune réfugié (Houses for young refugees), example Paris and Créteil

In the "*Maison du jeune réfugié*" (MJR) in Paris is state funded and provides among other services day care in 95 places for unaccompanied minors, 20 places dedicated to those admitted and hosted temporarily by the services of social assistance to childhood.

The team focuses its work on observation, educational support and youth empowerment. The overall project is based on activities to learning the language and socialization facilitating integration mechanisms, integration and acquisition by French foreign language courses (FLE), introduction to new technologies, sport and cultural activities. All unaccompanied asylum-seeking and refugee children arriving learn French and maths as a minimum; depending on their level of French and literacy, they are placed into one of four different groups. In that way, they immediately start their integration process, with access to basic education, while preparing their future projects. Very often, they join vocational training schools, if the social welfare system is supporting them, but the social welfare institutions often support only education for "occupations with employment opportunities" (UNHCR 2014, 31f).

The MJR of France Terre D'Asile in Créteil works exclusively on access to apprenticeship for unaccompanied asylum-seeking and refugee children and to overcome the difficulties given for asylum seeking children with regard to vocational education (ibid).

³⁷ See Council of Europe: <http://www.coe.int/en/web/enter/ltrc2-project7> (2016-11-07)

5.3 *Paroles Sans Frontière*: psychological support and counselling for unaccompanied and separated children

The association *Paroles Sans Frontière* offers psychological support and counselling to migrants and refugees and specialises in the psychological support of unaccompanied asylum-seeking and refugee minors (usually sent to them by NGOs).

An expert indicated that the approach to working with unaccompanied and separated asylum-seeking and refugee children has radically changed over the past few years:

„Whereas before, the psychologist could focus on the past trauma resulting from the exile and the consequences of the travel, greater support is now needed to deal with the present trauma due to the uncertainty regarding the transition to adulthood. This is obviously aggravated by other sources of uncertainty concerning the accommodation, access to integration facilities (e.g. the granting or renewal of a young adult contract in France) or the outcome of the asylum procedure“ (UNHCR 2014, 38f.).

Country fiche: Germany

1 General information on refugee situation

1.1 Developments since 2015

The number of asylum applications in Germany increased from 202,834 in 2014 to 476,649 in 2015 and 577,065 asylum applications in 2016 (January – August); the number of asylum applications includes follow-up applications and initial applications. The number of initial applications grew in Germany from 173,072 in 2014, to 441,899 in 2015 and 564,506 in 2016 (January – August). In 2015, the Federal Office for Migration and Refugees accepted 282,726 applications (2014: 128,911); 137,136 people received the refugee status under the Geneva Convention (48.5 % of all asylum seekers). In addition, 1,707 persons (0.6 %) received subsidiary protection and 2,072 persons (0.7 %) protection against deportation.

The number of refugees who arrived in Germany without applying for asylum was however much higher and amounted to 890,000 people in 2015 (registered via the EASY system).³⁸

The reason for this difference is that asylum applications are sometimes made in delay and cannot be done immediately when arriving in the country. Furthermore, many refugees who arrived in Germany and have been distributed to different domiciles in different regions leave the country before they apply for asylum (Statista website 2016)³⁹.

1.2 Data on refugees

Concerning the country of origin of people who applied for asylum in Germany for the first time in 2015 most people came from:

- Syria (158,657)
- Albania (53,805)
- Kosovo (33,427)

followed by Afghanistan (31,382) and Iraq (29,784).⁴⁰

In 2016, the three top countries of origin regarding initial asylum applications are Syria (223,632), Afghanistan (100,265) and Iraq (78,436); that means the number of applications from Afghans were almost three times higher than 2015, applications from Iraqis more than two times higher and applications from Syrians still showed quite an increase (bpb Website 2016).

In 2015, 69 % of all 441,889 initial asylum applications were made by men and 31 % by women. In 2016, the share of applications from women slightly increased to 34 % (bpb Website 2016).

More than half of the asylum applicants (56 %) in 2015 were between 0 and 24 years old, 30 % were between 16 and 24 years old⁴¹. The largest part of all applicants are children between 0 and 15 years (26 % or 117,008 people) and young people between 18 and 24 years (25 % or 109,672 people). These are followed by people in the age of 25-29 years (15 % or 67,258) and

³⁸ Der Spiegel: <http://www.spiegel.de/politik/deutschland/fluechtlinge-2015-kamen-890-000-schutzsuchende-nach-deutschland-a-1114739.html> (2016-11-15)

³⁹ See: <https://de.statista.com/statistik/studie/id/7048/dokument/asyl-statista-dossier/> (2016-11-07)

⁴⁰ The category “other countries” covered 78,265 people in 2015 and 77,401 people in 2016 (bpb Website 2016).

⁴¹ From these 130,143 people in the age of 16-24 the largest part was male (104,374) and only a much smaller part was female (25,769).

people who are between 30 and 34 years old (11 % or 46,698). In 2016 the distribution of age groups changed only slightly (bpb Website 2016).

2 Labour market situation

In Germany the right to enter the labour market depends on a refugees' legal status. Four types exist:

- people entitled to asylum
- people with subsidiary protection status
- asylum seekers
- tolerated refugees

Asylum seekers and tolerated refugees have been banned from employment for many years and only since 2014 asylum seekers can get access to the labour market three months after having formally applied for asylum or having been registered after border crossing (Bertelsmann Stiftung 2016a, 29)

During the first three months, asylum seekers and people with subsidiary protection or entitled for asylum are subject to residence restriction (depending on the location of the assigned foreigner office). After this waiting period they are allowed to choose their place of residence (since 2015) and to take up work, if the foreign office and the Public Employment Service – *Bundesagentur für Arbeit* (since 2014; DG Employment 2016e, 3).

In general, asylum seekers and people with subsidiary protection or entitled for asylum can only receive a work permit, if the so called “priority review” (*Vorrangprüfung*) of the Public Employment Service shows that there are no nationals or EU citizens who can do the job instead. The priority review must be finished within 15 months. The duration of this procedure has been criticised as taking too long and representing an administrative burden. However, for “shortage occupations” and high-skilled workers and jobseekers working in these professions free access to the labour market without a “priority review” from the Public Employment Service is possible under certain circumstances (ibid).

Persons who have been granted either asylum or subsidiary protection status obtain a residence permit⁴² (*Aufenthaltserlaubnis*) and have access to the labour market without any restrictions. Furthermore, in February 2016, the federal government announced that asylum seekers who start an apprenticeship will obtain a guaranteed residence permit limited to the duration of the apprenticeship plus two additional years for gaining additional job experience (Bertelsmann Stiftung 2016a, 29).

Already in September 2015 several measures have been launched to support the integration of refugees in Germany. Learning the language, starting to work or participating in education and training have been addressed in these measures since they represent important factors for the integration into the society. For example, language courses are already starting before the

⁴² „According to German Asylum Law, a residence permit may be cancelled within three years if the reason for asylum ceases to exist due to an improved situation in the country of origin. Although this regulation has been applied in only very few cases, it causes uncertainty about the long-term prospect of settlement in Germany for the migrants“ (Bertelsmann Stiftung 2016b, 70).

recognition as a refugee and validation of qualifications and vocational experience of refugees by the Public Employment Service started earlier.⁴³

In May 2016, a new integration law (*Integrationsgesetz*) came into force allowing to suspend – depending on the labour market context – the “priority review” for three years (DG EMPL 2016e, 3). To avoid any potential negative impact in regions where the labour market is tight, the federal states (*Bundesländer*) are to decide in which districts this arrangement applies. The integration law aims especially at improving the integration in education and the labour market for all social security recipients (including recognised refugees)⁴⁴ by offering:

- Local opportunities from an early stage: A labour market programme has been established to let refugees gain initial experience of the German labour market even before the asylum procedure is completed.
- More targeted support for vocational training: Training-related assistance, assisted training and pre-vocational training programmes will be available sooner, depending on the target group. Training grants will be available to new target groups.
- More legal certainty during vocational training: If a course of school-based or in-company vocational training is started, the immigrant will retain a “tolerated person” status for the entire period of the vocational training, regardless of his/her age. Those who drop out of training or completed the training will receive a six-month extension of their status giving them a chance to find a new vocational training place or a job. People who complete vocational training will be entitled to residence in Germany for a further two years (3+2 rule) if they find a job which reflects their new qualification.⁴⁵

It is estimated that about two third of the refugees coming to Germany have not acquired a formal vocational education that corresponds to qualifications in the German education system. Therefore, they cannot apply for an official recognition and will have difficulties to enter the labour market. In 2015 the procedures for competence identification and assessment gained importance and procedures that have been developed especially for migrants are seen as transferable to the target group of refugees (IQ 2016, 4).

The federal programme “*Integration durch Qualifizierung*” (IQ; integration by qualification) was initiated by the Federal Ministry of Labour and Social Affairs in 2005, is financed by the Public Employment Service and is coordinated by the *Zentralstelle für die Weiterbildung im Handwerk* (ZWH). It aims at the improvement of the labour market perspectives of migrants and offers support in six working fields: guidance, qualification, competence assessment, professional German language knowledge, business start up and intercultural opening. The network develops and promotes strategies, instruments and guidelines as well as qualification and guidance concepts that will contribute to more effectiveness of the labour market instruments (LIFE 2011, 21).

The most important instruments for the labour market integration of refugees are the so called *integration courses* which comprise 600 hours of language training and 60 hours of information on German culture and politics. In addition, the so called *vocational language courses* focus on German language knowledge for the employment context. Besides this, the

⁴³ See: <http://www.bmas.de/DE/Schwerpunkte/Neustart-in-Deutschland/neustart-in-deutschland-art.html> (2016-10-28)

⁴⁴ In Germany, labour market policies exist at the federal, state (*Bundesländer*) and local levels. Employment policy in general does not differentiate between nationals and foreigners with legal access to the labour market. The same instruments are provided for both (Bertelsmann Stiftung 2016a, 30).

⁴⁵ See: Ministry of Labour and Social Affairs - <http://www.bmas.de/EN/Our-Topics/Fresh-start-in-germany/the-new-integration-act.html> (2016-10-25)

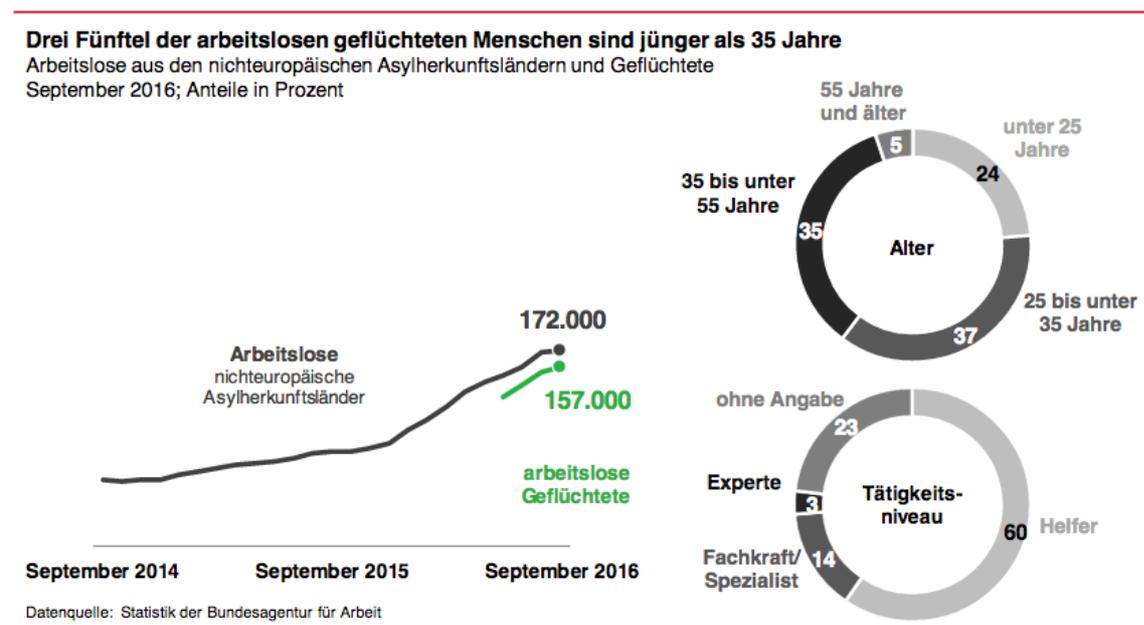
government is fostering the identification and recognition of occupational qualifications acquired by asylum seekers and refugees in their home countries (Bertelsmann Stiftung 2016a, 30).

In June 2016 the Public Employment Service started to collect statistic data about refugees, asylum seekers etc. who are registered as jobseekers. In September 2016 367,000 immigrants who fled their country have been registered as job-seeking at the Public Employment Service or one of its job centres, among those were 157.000 unemployed people with the following status: recognised refugees (116,000), temporary residence permit (38,000) and 2,600 tolerated persons (Bundesagentur 2016, 10).

A large part of the unemployed refugees is younger than 35 years. Three fifth of the unemployed can only work in low skilled jobs, because they do not have sufficient knowledge in German, they are too young to have passed a vocational education or they do not have a recognised formal vocational qualification (ibid).

Unemployed refugees are searching for work mainly in sectors such as cleaning (19,000), in warehouses and logistics (13,600), as helpers in the kitchen (1,000), in sales (7,500) and in offices (4,400) (ibid).

Figure 3
Three fifth of unemployed refugees are younger than 35 years



Source: Statistik der Bundesagentur für Arbeit 2016, 10

Recent studies indicate furthermore that the labour-market integration of refugees and asylum seekers is a long and difficult process and often takes several years⁴⁶.

By the end of 2015, most of the German federal states had launched (or prepared to launch) their own programmes to support the labour market integration of asylum seekers and refugees. The following different types of programmes and measures are offered:

- Language courses
- Measures for an early skills and needs assessment
- Job coaching for asylum seekers

⁴⁶ See for example Bertelsmann Stiftung 2016b, 70 and Bertelsmann Stiftung 2016a, 29.

- Mediation of young asylum seekers into apprenticeship
- Establishing task forces in the government to steer the labour market integration of asylum seekers and refugees
- Legal information and support of employers who are willing to employ asylum seekers and refugees
- Comprehensive programmes for the labour market integration of asylum seekers and refugees
- Establishment of service points for asylum seekers and refugees (Bertelsmann Stiftung 2016a, 30)

Bertelsmann Stiftung 2016a refers to the following most urgent challenges to support the successful labour market integration of refugees:

- Formal vocational qualification is still an important precondition to enter the German labour market. However, the high degree of formality, which also assumes a very good proficiency in German, seems far from appropriate. The challenge is to connect practical work with vocational qualifications.
- The prevalent strategy of “mainstreaming” refugees into the general support schemes for the job-seeking proportion of the population means that asylum seekers need information and orientation in the German vocational system.
- Employers willing to employ refugees still face legal obstacles and bureaucratic delays that prevent them from educating or employing asylum seekers, tolerated refugees and even recognised refugees.
- Women, unskilled persons and handicapped refugees should not be forgotten in labour market integration support measures. They will need specialised support schemes to get a chance to enter the labour market.
- For many immigrants, self-employment is an important option in becoming independent from state subsidies and in improving their social status. Up to now, the self-employment of refugees has hardly been considered (Bertelsmann Stiftung 2016a, 31).

Among refugees the access to the German labour market is seen as extremely difficult and full of bureaucratic barriers. It is usually expected from refugees who are younger than 25 or 30 years that they complete the education they received in their country of origin and that they acquire a German qualification. And even if the qualifications acquired in the home countries of the immigrants can not be recognised fully, Germany actively supports the access of especially young refugees to the German education system. For refugees who are older than 35 years however the situation is more difficult and many of them feel that they have little chances to receive a recognition of the education they acquired in their country of origin. Many refugees with medium or high qualifications made the experience that the job centres offer them only unqualified jobs. For women this often means that they have to work in the cleaning sector and men often work in unskilled professions (IAB 2016, 108).

Refugee children are subject to compulsory schooling in Germany (usually starting at the age of 6 and lasting for 9 years). In some federal states the compulsory schooling time starts as soon as an application for asylum is made, in others it starts after three or six months.⁴⁷ Since there exist different regulations in the federal states, refugee children in compulsory school visit either regular classes or have to participate in separate classes (welcome classes, language training classes etc.) depending on the federal state where they live.⁴⁸

⁴⁷ See: <https://mediendienst-integration.de/migration/flucht-asyl/arbeit-und-bildung.html#c1347> (2016-10-31)

⁴⁸ For the different regulations of federal states see for example: https://www.proasyl.de/wp-content/uploads/2015/12/2016-04-06-Bericht_Robert-Bosch-Expertenkommission.pdf#page=197 (2016-10-31)

With regard to language proficiency tests for children there are 17 different testing methods in 14 states in Germany to evaluate the language skills of preschool children and to see who is in need of additional support. It is suggested that the tests assessing language skills are standardised to be able to draw conclusions between states.⁴⁹

3 Important actors

Federal level

The Federal Government:

https://www.bundesregierung.de/Webs/Breg/DE/Themen/Fluechtlings-Asylpolitik/4-FAQ/function/glossar_catalog.html?nn=1419512&lv2=1663008

Federal Office for Migration and Refugees (BAMF):

<http://www.bamf.de/DE/Willkommen/InformationBeratung/informationberatung-node.html>

Federal Ministry of the Interior (BMI):

http://www.bmi.bund.de/DE/Themen/Migration-Integration/Asyl-Fluechtlingsschutz/asyl-fluechtlingsschutz_node.html

Federal Ministry of Labour and Social Affairs (BMAS):

<http://www.bmas.de/DE/Schwerpunkte/Neustart-in-Deutschland/Neustart-Asylsuchende/neustart-asylsuchende.html>

Federal Ministry of Education and Research (BMBF): <https://www.bmbf.de/de/fluechtlinge-durch-bildung-integrieren.html>

Federal Ministry for Economic Affairs and Energy (<http://www.bmwi.de>), e.g. information portal “Make it in Germany”: <http://www.make-it-in-germany.com/> or the information portal for foreign professional qualifications (BQ-Portal):

<https://www.bq-portal.de/de>

Federal Ministry for Economic Cooperation and Development (BMZ):

<https://www.bmz.de/webapps/flucht/#/de>

Deutsche Industrie- und Handelskammer: <http://www.dihk.de/>

Public Employment Service (*Bundesagentur für Arbeit*): <https://www.arbeitsagentur.de/>

Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ):

<https://www.bmfsfj.de/>

Deutsche Industrie- und Handelskammer: <http://www.dihk.de/>

ZDH – The German Confederation of Skilled Crafts: www.zdh.de/themen/bildung/karriere-im-handwerk/wege-in-ausbildung/passgenaue-besetzung-vormals-passgenaue-vermittlung/willkommenslotsen.html

Initiative „Stark für Ausbildung“: <http://www.stark-fuer-ausbildung.de/>

Public Employment Service (*Bundesagentur für Arbeit*): <https://www.arbeitsagentur.de/>

Federal Association for Unaccompanied Minor Refugees (BumF): <http://www.b-umf.de/>

Federal Agency for Civic Education (bpb): www.bpb.de

German Federal Youth Council (DBJR): <https://www.dbjr.de/>

State and municipal level (selection)

Ministerium für Kultus, Jugend und Sport Baden-Württemberg: <http://www.km-bw.de/,Lde/Startseite/Ministerium>

Bayrisches Staatsministerium für Arbeit und Soziales, Familie und Integration (Migrationsberatung): <http://www.stmas.bayern.de/integration/beratung/index.php>

⁴⁹ Source of information: <https://mediendienst-integration.de/integration/sprache.html> (2016-10-31)

Migrations- und Integrationsrat des Landes Brandenburg: <http://mir-brandenburg.de/index.php> und IQ network Brandenburg: <http://www.brandenburg.netzwerk-iq.de/1077.html>

Integrationsportal Sachsen-Anhalt: <http://www.integriert-in-sachsen-anhalt.de/netzwerke/beratungsstellen/migrationsberatung-fuer-erwachsene-mbe/>

Migrationsberatungsnetzwerk Hamburg: <http://www.mbe-netzwerk-hamburg.de/>

Migrationsberatung für Erwachsene und Jugendmigrationsdienst Mannheim: <https://www.mannheim.de/migrationsberatung>

AWO Arbeitswohlfahrt Berlin: <https://www.awoberlin.de/>

Flüchtlingsnetzwerk Hilstrup: <https://www.fluechtlingsnetzwerk-hilstrup.de/>

Sächsische Landeszentrale für politische Bildung (lpb): www.slpb.de

IQ Netzwerk Sachsen: www.netzwerk-iq-sachsen.de

NGOs

Trägerkreis Junge Flüchtlinge e.V.: www.schlau-schule.de

Bundesarbeitsgemeinschaft der Freien Wohlfahrtspflege: <http://www.bagfw.de/>

Caritas Deutschland: <https://www.caritas.de/>

Diakonie: <http://www.diakonie.de/thema-kompakt-unbegleitete-minderjaehrige-fluechtlinge-16189.html>

Deutsches Rotes Kreuz: <https://www.drk.de/hilfe-weltweit/was-wir-tun/fluechtlingshilfe/>

Aktion Deutschland hilft: <https://www.aktion-deutschland-hilft.de/de/lp-hilfe-fluechtlinge>

SOS-Kinderdorf: <http://www.sos-kinderdorf.de/portal/bewegendes/sos-hilft-fluechtlingen>

Die Johanniter: <http://www.johanniter.de/hilfsprojekte/alte-seite->

[fluechtlingshilfe/fluechtlingshilfe-der-johanniter-in-deutschland/was-wir-tun/](http://www.johanniter.de/hilfsprojekte/alte-seite-fluechtlingshilfe/fluechtlingshilfe-der-johanniter-in-deutschland/was-wir-tun/)

DGB Bildungswerk Bund: <http://www.dgb-bildungswerk.de/> (information portal: <http://migration-online.de/>)

Arbeiterwohlfahrt Deutschland: www.awo.org

Der Paritätische Gesamtverband: <http://www.der-paritaetische.de/fachinfos/migration/>

Validation

Anerkennung in Deutschland (information portal validation in Germany):

<https://www.anerkennung-in-deutschland.de/html/de/anerkennungsverfahren.php>

IQ Netzwerk Integration durch Qualifizierung: <http://www.netzwerk-iq.de/>

IQ Fachstelle Anerkennung: <http://www.fachstelle-anerkennung.de/>

4 Good practice measures and policies for recording and evaluating refugees' competences

Good practice examples combining competence assessment with professional orientation, empowerment and counselling (by IQ network)

The IQ „Fachstelle Beratung und Qualifizierung“ has collected several specific procedures of skills and competence audits for migrants that can be applied in labour market agencies, job centres or by other labour market stakeholders. Its handbook summarizes good practice instruments that aim at the target group of asylum seekers and refugees without a formal qualification. The advantage of these procedures is that professional orientation goes hand in hand with empowerment and the development of a career plan and a lot of counselling aiming at a long-term integration into the labour market (IQ 2016, 4).

4.1 Interview guidelines for the identification of professional competences (Interviewleitfaden zur fachlichen Kompetenzerfassung)⁵⁰

Aims: Identification and documentation of professional skills and competences, work experience, cognitive and practical skills, including skills for which no certificates are available.

The procedure helps

- to raise awareness of clients for their competences and to describe them in German
- to provide counsellors with information and orientation that enables them to place the clients in labour market or education
- to draft measures and individual pathways to labour market integration

Methods and procedure:

Preparation of the interview:

- Counsellor: collection of all available information on the country of origin and qualifications of the client
- Client: collecting and chronological sorting of all available proof of evidence or documents demonstrating their own professional development

Interview:

- Interview questionnaire covers 3 parts: personal data, formal qualification, professional experience and employment
- Identification of important working areas and relevant starting points for the future
- Conversation in simple and clear sentences, but using as well technical terms

Revision, control:

- Immediate documentation of discussion results in the questionnaire
- Afterwards revision and correction done by the counsellor
- Check with the client and at the same time clarification of German technical terms

Publication, analysis:

- By systematically documenting the professional competences the counselling process is taking advantage of data and facts. This provides the basis for further counselling with a focus on labour market integration

Documentation of the results: Profile of professional competences; proof of professional experience, cognitive and practical skills

Duration: approx. 3.5 hours

Preconditions for participation: Motivation to reflect one's interests and professional career. Basic knowledge in German is required, the procedure can also be passed with an interpreter

Target group: Jobseekers especially with scientific engineering qualifications; the procedure is transferable

Developed by: IQ-Teilprojekt „Mit Energie in die berufliche Zukunft“, LIFE e.V./ KUMULUS-PLUS (2010)

⁵⁰ Example of online questionnaire see: <http://kompetenzen-gesundheitsberufe.de/kompetenzen/der-fragebogen/> (2016-11-03)

4.2 Competence tool kit – competence bilancing for migrants in groups (Kompetenzenkoffer – Kompetenzbilanzierung für Migranten und Migrantinnen in der Gruppe)⁵¹

Aims: Identification, estimation and assessment of formal, non-formal and informal competences (social and personal competences, methodical expertise, professional skills, competences acquired in school, education or social context). The „Kompetenzenkoffer“ is part of the „competence bilancing“ (*Kompetenzbilanz*) which was originally developed for refugees and asylum seekers in 2005 to make their skills and competences visible and to document them.

Methods and procedure:

Workshops with max. 12 participants and 2 coaches. The „Kompetenzenkoffer“ includes methods and material that can be used for competence audit in the group, e.g. interviews, role plays, presentations etc.; The workshops are structured in 8 modules:

Module 1: Kick-off and getting to know each other

Module 2: Presentation of the competence audit, preparation, explanation, examples

Module 3: Identifying and classifying competences

Module 4: Fine-tuning of the classification of competences

Module 5: Social network

Module 6: This is me, these are my competences

Module 7: Realisation: making wishes, dreams, aims concrete and find ways

Module 8: Further steps: individual interview and transfer

Depending on the requirements it is possible to use self- or external assessment methods.

Instruments: questionnaire; portfolio for competence audit

Duration: 8 modules à 2-2.5 hours and a final meeting

Target group: Adult migrants searching for a job, professional reorientation or aiming at further professional development; Developed for women, but transferable

Preconditions for participation: Participation with limited language skills in German is possible (using dictionaries, translations, support offered by the group etc.)

Development: „Kompetenzenkoffer“ has been developed in the context of the project empowerMi (2005-2007) by the development partnership MigraNet.

4.3 Competence panorama for migrants (*KompetenzenPanorama für Migrantinnen und Migranten*)⁵²

Aims: Documentation of formal, non-formal and informal competences from different learning contexts (profession, family, social background etc.); formulation of realistic professional aims; transfer of the acquired competences into professional activities.

Function: empowerment, professional orientation; qualification counselling based on self- and

⁵¹ Kompetenzenkoffer: <http://www.tuerantuer.de/integrationsprojekte/empowermi/der-kompetenzenkoffer.html>
Kompetenzbilanz: http://www.equal-sepa.de/material/Produkte/material/PG1_Kompetenzbilanz.pdf (2016-11-10)

⁵² See: <http://www.tuerantuer.de/images/stories/projekte/Fluequal/leitfaden%20fluequal.pdf> (2016-11-10)

external reflection; The „*KompetenzenPanorama*“ combines competence balancing with an analysis of the potential and the outside image of a person.

Methods and procedure:

During the informational interview the counsellor and the client agree on a schedule. The competence panorama is reworked independently by the client and eventually in the mother tongue of the client. During the guidance session the clients' work is discussed and transferred into the competence and language profile.

5 modules are worked through:

Module 1: About my life – who am I?

Identifying competences acquired in the clients' life

Module 2: My competences – what am I able to do?

Collecting data, facts and competences of formal, non-formal and informal learning contexts

Module 3: The panorama of my competences – documentation.

Transferring identified competences in a competence-, language- and intercultural profile (based on self- and external assessment, collection of all evidence)

Module 4: My professional future – which steps do I have to make?

Formulating professional aims, reflecting own competences, defining time schedule for professional aims and qualification measures

Module 5: My labour market portfolio

Creating a CV, selecting labour market relevant evidence, preparing the application procedure

Documentation of results: e.g. draft of the competence profile and the labour market portfolio (CV, check list of labour market relevant evidence of competence); If requested, it is also possible that the counsellor summarizes the results.

Duration: 4 sessions à 2 hours

Target group: Adult migrants with or without professional qualification that are looking for professional orientation and qualification measures; The procedure can be applied for groups and individuals.

Preconditions for participation: Practical experience shows that working with the competence panorama is in principle also possible for people with little language knowledge in German if the counsellor supports the client, but language knowledge at A2 level is required.

Development: InnoVision Concepts GmbH, TP MigraNet of the EQUAL development partnership (2007)

4.4 KomBI-Laufbahnberatung⁵³

Aims: Identification and documentation of formal, non-formal and informal competences (social and personal competence, methodological expertise, professional competences or personal values)

Methods and procedure: identification of competences combined with competence oriented, biographical and intercultural career guidance based on:

⁵³ See: <http://kombi-laufbahnberatung.de/> (2016-11-03)

- Biographical work: experience in the professional field, education, leisure time and family
- Activity analysis: describing step by step what has been done in this field of activity
- Evidence of competence: description of competences and proof of evidence
- Formulation of next steps and aims

Instruments: different tools which vary with regard to methodology, intensity, extent, time effort etc. (e.g. formulation of interests, using „strength cards“)

Documentation of results: Prototype for the documentation of competences

Duration: 3-4 coaching sessions à 2 hours + 10 hours individual post processing

Target group: Migrants interested in developing professional perspectives for the future

Preconditions for participation: language knowledge at level B1 (B2 in speaking practice) is recommended. The inclusion of native speaker as coach has proven to be effective.

Development: The instrument was developed in the context of the national funding programme IQ by the cooperation partners GAB München, PerformPartner, Tür an Tür – Integrationsprojekte, VIA – Verein für interkulturelle Arbeit, Sozialreferat der Landeshauptstadt München (2008-2014)

4.5 Assessment for the identification of competences for migrants (*Assessment der Kompetenzfeststellung für MigrantInnen*)⁵⁴

Aims: Identification, assessment and documentation of formal, non-formal and informal competences (social and personal competences, methodological expertise, professional competences; generic competences necessary for entering a German working environment), based on a concrete job requirement and in the context of an assessment centre to make it easier for migrants to enter into professional life in Germany.

Methods and procedure:

In the assessment sessions a simulation of typical critical situations in working life takes place. The assessment centres are structured as follows:

Orientation:

- Introduction of the participants (approximately 1 hour orientation programme)

Observation:

- Explanation of the observation criteria
- Presentation and execution of the assessment tasks (e.g. team situations, role play, presentations)
- During the execution of the assessment tasks the actions and statements are documented by two observers

⁵⁴ See: http://www.netzwerk-iq.de/fileadmin/Redaktion/Downloads/IQ_Publikationen/Thema_Anerkennung/2011_LIFE-Booklet-3.pdf
Report of the project „Give competence a chance“ on the transfer of this approach into European co-operations „Assessmentcenter für den Berufseinstieg von Migrantinnen“ (2011):
http://digital.zlb.de/viewer/content?action=application&sourcepath=15666015/2011_10_life_gcac_web.pdf&format=pdf (2016-10-25)

- Afterwards the participants fill in a form and declare their self-assessment

Assessment and reflection:

- Self-assessment of the participants
- Evaluation and documentation of the observers (conference report)
- Individual feedback: bringing together the results of self- and external assessment
- Finishing the assessment centre and receiving a certificate

Instruments: Description of the tasks for participants, role description and briefing of the actors, information on duration, room and material requirements etc.

Documentation of results: Certificate (overall profile) with documentation of competences

Duration: 4.5 days

Target group: Migrants with or without professional qualification before they enter a profession in a specific professional field

Preconditions for participation: Basic knowledge in German is required

Development: LIFE e.V. (2006)

Good practice examples focussing on “language aspects”:

4.6 Competence cards

Aims: job market integration of (e.g. low-skilled) migrants by analysing their potential and informally and non-formally acquired competences.

Methods and procedure:

Cards with visual representations of competences were developed particularly to help with the recording of immigrants’ competences. By combining image and text in simple language, the access to people seeking advice should be facilitated and language barriers be overcome. Consultants can apply the cards flexibly in the counselling process.

There are 46 competence cards in the fields of social, personal, professional and methodological competences as well as some interest cards, in-depth cards and cards with further references. Each card shows a picture with a sentence in simple German that is being translated in English, French, Russian, Arabic and Turkish. This side of the card is being directed to the clients, while the backside is addressed to the consultants. On the cards’ back, there is further explanations and questions about competences and other remarks.

Competence cards allow

- a quick conduct with little expenditure of time
- a self-explanatory and simple handling
- access to clients independent of their German language abilities

Option 1: Competence cards can be used to start the conversation and to begin a competence check.

Option 2: They can help to assess competences. Either the clients pick the cards that describe their strengths best or cards of just one competence area are being used. Here, the consultant is inquiring about each competence.

Option 3: The set of cards can be used as the start of a potential analysis.

Option 4: Another option is to apply the competence cards to determine strengths used in the profiling of job agencies and centres.⁵⁵

4.7 JobFit⁵⁶

Aims: Vocational and qualification orientation; The measure combines occupational German language tuition with an assessment of professional competences (formal, non-formal, informal competences) in an internship.

Methods and procedure: 5 modules (including an internship)

Module 1: individually conducted first meeting, recording of data

Module 2: occupational German language course (including tests)

Module 3: assessment of competences (interview, assessment centre, application check)

Module 4: internship in a company with local support

Module 5: evaluation of the outcome – individual and group talks with participants, outlook to possible further professional development

Documentation of results: Oral and written feedback: e.g. detailed CV, written evaluation of on-the-job-competences, confirmation of participation

Duration: 2 to max. 3 months

Target group: Unemployed people with migration background from the age of 25 who have access to the labour market.

Preconditions for participation: German language level of A2/B1 and motivation is required. In case of insufficient language knowledge participants are offered language courses in advance.⁵⁷

Development: genres e.V., transferstelle am ifdm

4.8 SIQua24 (language-integration-qualification; web aided on request; online 24 hours)⁵⁸

Aims: Integration of refugees into society and preparation for entering the labour market

Methods and procedure: The project offers German language courses (including specialized terminology) and support to acquire intercultural competences as well as professional skills through practical work in workshops

Module 1: Getting to know each other: selection process and training of four liaison people

Module 2: Orientation and interview: placement test language proficiency and manual skills; recording of existing qualifications; clarification of inner motivation

⁵⁵ See: <https://www.bertelsmann-stiftung.de/de/unsere-projekte/weiterbildung-fuer-alle/projektnachrichten/kompetenzkarten/> (2016-10-31)

⁵⁶ See: http://www.migranet.org/images/Publikationen/2008_Praxishandreichung.pdf (2016-10-31)

⁵⁷ See: http://www.esf.de/portal/SharedDocs/PDFs/DE/Leitlinien/2015_12_17_Praxishandreichung.pdf?__blob=publicationFile&v=2 (2016-10-31)

⁵⁸ See: https://arbeitsmarktmonitor.arbeitsagentur.de/asyl_und_integrations/siqua24-sprache-integration-qualifikation-auf-wuns/ (2016-10-31)

Module 3: Qualification language and profession: technical vocabulary; expressions in the workshop; moral code

Module 4: Integration support: creating application material; handling the job exchange; moral code in working life and society; acquisition of traineeships, support and reflexion

Duration: 4 months

Target group: Refugees in the region of Fulda

Development: BBZ-Mitte

4.9 Competence team refugees (*Kompetenzteam Flüchtlinge*)⁵⁹

Aims: Assessment of potential, competences and German language proficiency, occupational counselling

Methods and procedure:

Potential and competences as well as German language abilities are being evaluated at the beginning, while later on, participants receive individual support. In addition to that, counselling and job placement services are offered, aiming at employers who want to hire refugees, for example.

Target group: Asylum seekers and tolerated people with temporary residence status

Development: Responsible organisation: Employment Agency Neu-Ulm (Agentur für Arbeit Neu-Ulm); Network partners: support circle (Helferkreis), district office/immigration office (Landratsamt/Ausländeramt), Employment Agency (Agentur für Arbeit)

Good practice examples at national and federal state (*Bundesland*) level⁶⁰:

4.10 Identifying Competences – Arriving Well in Niedersachsen (*Kompetenzen erkennen – gut ankommen in Niedersachsen*)⁶¹

Aims: Identify competences of asylum seekers and refugees and offer them labour market counselling in first reception facilities in Niedersachsen; introduce asylum seekers and refugees according to their qualifications as soon as possible to the labour market.

⁵⁹ See: https://arbeitsmarktmonitor.arbeitsagentur.de/asyl_und_integration/kompetenzteam-fluechtlinge-agentur-fur-arbeit-neu-u/ (2016-10-23)

⁶⁰ Besides the projects that focus on competence identification, documentation and assessment, there exists a huge variety of qualification, training as well as recruiting oriented projects in Germany. Bavarian examples are for instance: the initiative „*Pass(t) genau für Flüchtlinge*“ which offers support for enterprises and trainees with regard to education and training placement of young refugees: <https://www.kolpingmuenchen.de/ausbildung/berufsausbildung/passtgenau-und-passtgenau-fuer-fluechtlinge-ausbildungsunterstuetzung> (2016-11-16); the project „*Flüchtlinge in Beruf und Schule*“ offers unaccompanied minors the possibility to acquire a qualification at secondary I school level by offering additional support in learning German, vocational orientation and starting a vocational training: <https://www.mvhs.de/programm/verlinkungen/projekte/projekt-flueb-s-fluechtlinge-in-beruf-und-schule/> (2016-11-16).

⁶¹ See: https://arbeitsmarktmonitor.arbeitsagentur.de/asyl_und_integration/kompetenzen-erkennen-gut-ankommen-in-niedersachsen/ (2016-10-23)

Methods and procedure:

First step: asylum seekers and refugees talk with social services about their outlooks and perspectives in the first reception facilities. During these talks, their qualification potential is being identified.

Second step: asylum seekers' and refugees' competences are extensively evaluated

Third step: asylum seekers with a presumably higher chance of a positive asylum application are then redirected to the Public Employment Service, they are part of the regular placing process of the Public Employment Service including support and assistance through the 4-phases-model (Profiling, setting of goals, choosing an action strategy and its implementation).

Target group: Asylum seekers and refugees

Development: Responsible organisations: Regional Management Niedersachsen-Bremen (Regionaldirektion), Ministry of Economy, Labour and Transport Niedersachsen (Ministerium Wirtschaft, Arbeit und Verkehr)

4.11 Qualification analysis and “Prototyping Transfer – Vocational recognition based on qualification analysis”⁶²

Aims: Recognizing foreign training qualifications when documents are missing.

Methods and procedure: Depending on what kind of professional qualifications a participant intends to recognise, there are different kinds of qualification analysis: expert discussion/interview, work samples or trial work.

Target group: People with foreign training qualifications who are not able to prove their educational achievement with documents.

Preconditions for participation: German language knowledge is required, the use of dictionaries or inclusion of translators is possible.

5 Good practice measures and policies targeting young refugees/NEETs

5.1 Strengthening of Competences (*Stärkung von Kompetenzen*)⁶³

Aims: to strengthen the self worth and potential for self-help of mainly teenagers with migration background, promote civic engagement, improve the equality of opportunity in education and work and to prevent criminality and violence.

Methods and procedure:

Adolescents with migration background have the possibility to work on ideas and put them into practice in a team with professional support. As they plan and organise different activities in a group, they acquire skills that are important for their future professional and social life. These activities should make a positive impact on their drive, team spirit, independent acting,

⁶² See: <https://www.anerkennung-in-deutschland.de/> (2016-10-25)

⁶³ See: www.bamf.de/DE/Willkommen/Integrationsprojekte/StaerkungVonKompetenzen/staerkung-von-kompetenzen-node.html (2016-10-25)

perseverance and discipline. The programme puts a focus on the participants' talents and special skills and promotes them.

In addition to these projects, the teenagers are made familiar with local facilities and offers. Furthermore, they are being introduced to intercultural competence training and conflict management.

Target group: Adolescents with migration background

5.2 Analysis of refugees' potential (*Potenzialanalyse für Flüchtlinge*)⁶⁴

Aims: The analysis evaluates linguistic and mathematical skills, but also multidisciplinary competences of young refugees in Baden-Württemberg. It should help to create suitable individual support to make the transition from preparation or VABO-classes (*Vorqualifizierungsjahr Arbeit/Beruf mit Schwerpunkt Erwerb von Deutschkenntnissen / prerequisite year of labour/profession with a focus on the acquisition of German skills*) into regular class as quick and smooth as possible.

Methods and procedure:

The analysis of potential should allow to send young refugees to a suitable school and to assign them to the right class. Computer programmes test their ability to concentrate, to memorise things, their deductive reasoning, spatial sense etc.

Duration: students should be ready to go to regular class by one year.

Target group: Teenage refugees

Development: *Ministerium für Kultus, Jugend und Sport Baden-Württemberg*

5.3 Educational Biographical Initial Registration (BBE) (*Bildungsbiographische Ersterfassung*)⁶⁵

Aims: This initial registration gathers personal information of children and adolescents as well as information on their reading and writing skills, their mother tongue, further language skills and the length of their previous school attendance.

Methods and procedure: The decision of what particular school and preparation classes (VKL) or VABO-classes young refugees are sent to is based on the recorded information of the students at the initial registration.

The initial registration is planned to start in the course of 2016 in the registration centre in Heidelberg. It has been tested already since November 2015. The method seems to be pragmatic and promising, reflected also by the number of people, especially parents of children between the age 5 and 14, who wish to fill out the forms.

Target group: Young refugees of school age

⁶⁴ See: www.km-bw.de/Lde/Startseite/Service/11_01_2016+Bildungsangebote+Fluechtlinge
<http://www.spiegel.de/karriere/fluechtlinge-mit-einem-bildungstest-an-die-schule-a-1079856.html> (2016-10-25)

⁶⁵ See: http://www.km-bw.de/Lde/Startseite/Service/11_01_2016+Bildungsangebote+Fluechtlinge (2016-10-27)

5.4 KuBiK: Culture – Education – Competence (*Kultur – Bildung – Kompetenz*)⁶⁶

Aims: By systematically analysing and strengthening young people's competences, KuBiK tries to support young people to master the transition between school, education and labour market. Another aim is to create a social mix of teenagers with and without migration background, to underline the importance to take on responsibility and to show civic involvement.

Methods and procedure: Adolescents can participate in various creative extracurricular activities like drawing comics, designing t-shirts or cutting clips they shot with their mobile phones. Furthermore, they are also encouraged to attend seminars that teach them how to organise and lead workshops and courses themselves.

Target group: Young people between the age of 12 and 27

Development: Adult education centre VHS (*Volkshochschule*) Rhön and Grabfeld; The project is based on the network of youth culture jukunet (*Netzwerk für Jugendkultur*) consisting of the city of Bad Königshofen, the local youth centre, the museums in Schranne, the cultural agent of Rhön-Grabfeld, the VHS Rhön and Grabfeld as well as multiple organisations in the cultural sector. The youth centre JuZ is closely working together with KuBiK as well.

5.5 Modular integration for adolescents and young adults, Bavaria⁶⁷

Aims: the programme aims at the integration of 60,000 young refugees until the end of 2019 by providing training, internships and employment

Target group: people with refugee status, asylum seekers and people with subsidiary protection who have good chances to receive refugee status and are max. 35 years old.

Content: educational, labour market and integration measures that focus on learning German language, vocational preparation and qualification; the modular integration and promotion chain consists of measures for young people under 16 and between 16 and 35 years:

1. **Children and young people under 16 years** are supported to⁶⁸
 - a) attend regular schools⁶⁹ and participate in vocational orientation measures (*Berufsorientierungsmaßnahmen*, BOM) and vocational guidance (*Berufsberatung*, BB); vocational orientation measures are also offered at job information centres (BIZ);

⁶⁶ See: http://www.bamf.de/SharedDocs/Projekte/DE/ProjekteDesMonats/20141126_november_projekt-des-monats.html?nn=4731690 (2016-10-28)

⁶⁷ See: https://www.bayern.de/wp-content/uploads/2015/10/Vereinbarung_Integration-durch-Ausbildung-und-Arbeit.pdf (2016-11-21)

⁶⁸ See: www.stmas.bayern.de/imperia/md/content/stmas/.../1602-anlage3.pptm (2016-11-21), p. 5f.

⁶⁹ In all federal states, refugee children have the right to attend a school and almost everywhere compulsory schooling for them exists. But there are still exceptions: In Berlin, for example, immigrated children are not subject to compulsory schooling, as long as they have no right of residence and no so-called toleration. Furthermore, compulsory schooling starts in some federal states only a few months (e.g. 3 or 6 months) after arrival (for more details see: <http://www.spiegel.de/lebenundlernen/schule/schulpflicht-fuer-fluechtlingskinder-die-wichtigsten-antworten-a-1050093.html> (2016-11-18)).

they help to clarify and deepen pupils' understanding of different occupations and to identify their interests and competences;

b) attend vocational integration classes and participate in vocational orientation (*Berufsorientierung*, BO) and vocational guidance (*Berufsberatung*, BB); afterwards it is possible to attend a vocational transition year (*Berufliches Übergangsjahr*); In both cases the youngsters can afterwards either start an apprenticeship or a vocational secondary school or participate in a fast track or slow track integration measure.

2. **For young people between 16 and 35 years** the following offers exist⁷⁰:

a) Attendance of a vocational transition year (*Berufliches Übergangsjahr*), if they are of obligatory (vocational) education school age (16-20 years);

b) Activation measures offered by the Public Employment Service (*Aktivierungsmaßnahmen*), including for example local and federal state measures, such as the so-called Bayern-Turbo for people between 16 and 20 years or the transition year 21+ (*Brückensjahr 21 Plus*) for people between 21 and 35 years which offers a fast track option to further education;

c) Vocationally preparing educational measures (BvB, *Berufsvorbereitende Bildungsmaßnahmen*) help young people to find out what kind of training or profession is suitable for them; they can identify and test their interests and strengths in the framework of vocationally preparing educational measures. It is also possible to acquire the school-leaving certificate during this process.

By having tuition in theory and practice as well as completing (orientation-) traineeships, the young people are able to get to know various professions and companies. Besides this, personality development, professional qualifications, tuition in IT- and media competences, language improvement and job application training are part of the programme which usually lasts for 12 months.

The target group are young people who do not have to attend school anymore, but have not yet found an apprenticeship training position or who do not know what profession they would like to work in after finishing school.

Slow track measures include an intensive guidance process, an initial qualification and an assisted training (phase 1).

Fast track measures include the so-called “*Bayern Turbo*” and the “*Brückensjahr plus*” (transition year plus; including a professional language course). Both measures foresee an initial qualification and an assisted training (phase 1). The “*Bayern Turbo*” supports young asylum seekers (16 – 21 years old) with good chances to receive refugee status and good language skills and prior school education in getting access to the labour market and a vocational training, especially in the field of metal working and electrical industries. Central elements of the programme are competence assessment, internships, professional language training, guidance and socio-pedagogical and psychological counselling. It is possible to pass a language course prior to the start of the measure. The duration of the program is 6 months.⁷¹

Both tracks lead to a phase with assisted education (phase 2) and accompanying support.

Development: Bavarian state government, lead organisations of the Bavarian economy and Bavarian department of the Public Employment Service (Bundesagentur für Arbeit).

⁷⁰ See: https://www.vbw-bayern.de/Redaktion/Frei-zugaengliche-Medien/Abteilungen-GS/Sozialpolitik/2016/Downloads/161019_an_vbw_PPT_Sommer.pdf (2016-11-21), p. 16

⁷¹ See: http://asyl-geretsried.de/wp-content/uploads/2016/08/160801_FORWARD_HelferAbend_14-07-16.pdf (2016-11-21), p. 34

Country fiche: Norway

1 General information on refugee situation

Ever since Norway introduced new, tougher guidelines for their asylum policies in November 2015, the number of refugees coming to Norway has gone down rapidly in comparison to the rest of the year. Still, the tendency of people applying for asylum in Norway has been rising continuously for the last 15 years. Refugees make out 15 % of the total non-Nordic immigration in Norway.⁷²

1.1 Developments since 2015

In 2015, Norway received 31,145 applications for asylum. That number was three-times as high as the four last years. 2016 has seen a decline in the numbers and by the end of August only 2,248 applications were registered. Traditionally there has been a steady influx of young people from countries like Afghanistan, Iraq and Eritrea, but in 2015 the increase came especially from Syria.

1.2 Data on refugees

Traditionally the largest groups of refugees have come from Afghanistan, Eritrea and Iraq, countries in turmoil because of war or national regulation that makes life hard for young people. Eritrea has a conscription law that makes life dangerous for anyone not silently complying. In 2015 the five largest groups came from (1) Syria, (2) Afghanistan, (3) Iraq, (4) Eritrea and (5) Iran.

In 2015, a total number of 10,448 people from Syria was applying for asylum in Norway, 7,000 from Afghanistan and 3,001 from Iraq. As mentioned above, the numbers have dropped since 2016: In 2016 year, 434 refugees came from Syria, 320 from Afghanistan and 184 from Iraq. This makes in total a number of 2,848 women and 8,034 men from Syria, 1,189 women and 6,131 men from Afghanistan and 804 women and 2,381 men from Iraq.

In the years of 2015 and 2016 combined, 2,817 minors from Syria applied for asylum in Norway among which 593 were unaccompanied. Looking at the same data for Afghanistan, it shows that 4,516 underage refugees were coming to Norway out of which 3,652 came there on their own. For Iraq, it was 844 minors in total, 89 of them unaccompanied.⁷³

In 2015 overall 10,248 young men (15-24 years) arrived in Norway, 1,922 young women (15-24 years). With regard to children under the age 15 3,512 boys and 2,110 girls arrived in Norway. Therefore, the refugee population is rather young in Norway: 17,792 are younger than 25 years, 13,358 are older than 25 years – altogether 31,150 people asked for asylum in Norway in 2015.⁷⁴

All refugees must undertake an introductory mapping of their background as they often lack official documents, including education and training. VOX (Norwegian Agency for Lifelong

⁷² See: <http://www.ssb.no/en/befolkning/artikler-og-publikasjoner/refugees-in-norway> (2016-10-16)

⁷³ Information collected at: <https://www.udi.no/en/statistics-and-analysis/> (2016-10-16)

⁷⁴ Data received via e-mail from Utlendingsdirektoratet.

Learning) has developed an app with self-registration of competences which are tested out in two refugee-centres in the autumn 2016 (see chapter 4.4).

2 Labour market situation

In Norway, in general the labour market situation is characterised by the low unemployment rate and the high participation of both men and women. However, the level of employment among refugees is quite low as the duration of their stay plays such an important role for their employment. Still, refugees are much more likely to earn less than others even after years of residence in Norway.⁷⁵

The NAV (Norwegian Labour and Welfare Organization) offers its regular services to migrants, but also focuses on this group of people by providing additional services specifically designed for them. Apart from the NAV, the Ministry of Children and Equality, the Norwegian Directorate of Immigration (UDI) as well as the Directorate of Integration and Diversity (IMDi) play an important role regarding the labour market situation of migrants by working on their inclusion into the labour market.

Asylum seekers are eligible for a work permit for up to six months (that can be renewed) in Norway if they meet certain criteria like being able to identify themselves or being over the age of 18. However, as most of the refugees are unable to confirm their identity, very few are able to receive a work permit while waiting for their application for asylum to be processed. However, in 2016 regulations on early work-start were revised and opened up for more work-possibilities in the application period (see chapter 4.6).

When refugees receive a work and residence permit, they have access to hiring subsidies, self employment support, unemployment benefits and other labour market support. In the second quarter of 2014, about 15,000 people were actively involved in active labour market services – among which 43% were migrants.

In contrast to other third-country nationals, refugees are obliged to take part in the Introduction Programme (see 4.1) and therefore mainly are unemployed for the first year they are in Norway. However, in 2013, 47% of the participants gained access to the labour market or education after completing the Introduction Programme (DG EMPL 2016c, 1-7).

In May 2016, the social partners agreed on a declaration on faster integration of immigrants with refugee background into working life. They want to facilitate a quick track for refugees into the labour market including and secure continuous monitoring, training and competence development.

3 Important actors

Governmental level

Ministry of Children and Equality (BLD): <https://www.regjeringen.no/en/dep/bld/id298/>

Norwegian Directorate of Immigration (UDI): <https://www.udi.no/en/>

Directorate of Integration and Diversity (IMDi): <http://www.imdi.no/en/>

⁷⁵ See: <http://www.ssb.no/en/befolkning/artikler-og-publikasjoner/refugees-in-norway> (2016-10-16)

Norwegian Directorate for Children, Youth and Family Affairs (Bufdir):

https://bufdir.no/en/English_start_page/

Norwegian Labour and Welfare Administration (NAV): <https://www.nav.no/en/Home>

Norwegian Agency for Lifelong Learning (VOX): <http://www.vox.no/English/>

Norwegian Agency for Quality Assurance in Education (NOKUT):

<http://www.nokut.no/en/Foreign-education/NOKUTs-recognition-procedures/>

NGOs

The Norwegian Red Cross and their youth branch Red Cross Youth:

<https://www.rodekors.no/en/om-rode-kors/red-cross-in-english/>

The Norwegian Refugee Council: <https://www.nrc.no/>

Refugees Welcome to Norway: <http://rwtn.no/en/>

Save The Children Norway: <https://www.reddbarna.no/om-oss/english>

Norwegian People's Aid: <https://www.npaid.org/Our-Work/Refugees-and-Integration>

Hero: <http://hero.no/en/>

Refugee Foundation (*Flyktningstiftelsen*): <http://fst.no/>

Training providers

All municipalities should provide introduction programmes in cooperation with NAV.

Validation

The **Norwegian Directorate for Education and Training** has the overall responsibility for the guidelines regarding recognition of prior learning⁷⁶ and for recognition of foreign vocational education and training⁷⁷.

Norwegian Agency for Quality Assurance in Education (NOKUT) is the responsible body for recognition of higher education⁷⁸, but offers a possibility for recognition of some vocational education as well.⁷⁹

4 Good practice measures and policies for recording and evaluating refugees' competences

4.1 The Introduction Programme

Target group are refugees between the age of 16 to 55 who recently received a residence permit in Norway as well as their families. Migrants over 55 may also have the opportunity to participate in this training.

Training duration: up to 2 years, can be extended to 3

Training targets:

- Helping to take part in working life
- Facilitate access to education
- Increase financial independence

⁷⁶ See: http://www.udir.no/contentassets/2d44dd1eca5f4449a314a4c541ae75e2/retningslinjer_realkomp_vgo.pdf (2016-11-14)

⁷⁷ See: <http://www.udir.no/in-english/assessment-and-recognition-of-foreign-vocational-education-and-training/> (2016-11-14)

⁷⁸ See: <http://www.nokut.no/en/Foreign-education/NOKUTs-general-recognition/> (2016-11-14)

⁷⁹ See: <http://www.nokut.no/en/Foreign-education/Vocational-education-and-training/> (2016-11-14)

Description of Training:

Refugees aged 16 to 55 are obliged to take part in The Introduction Programme, consisting of “Norwegian language training and social studies” of 600 hours to be eligible for a permanent residence permit.

By figuring out the participants’ training needs, individual plans are developed to help refugees find a job and/or education. Participants receive some financial aid during the time of the training that is provided to them free of charge (DG EMPL 2016c, 8f.).

4.2 Job Opportunity (*jobbsjansen*)

Target group are not refugees that newly came to Norway, but migrants between 18 and 55 years – in particular women – who require basic qualifications, do not hold an active role in the labour market and do not receive any social benefits or are not part of any language or labour market training.

Training targets

- Strengthening of basic skills
- Increasing employment

Like The Introduction Programme, this programme is adapted to personal needs. Its aim is to give migrants better opportunities to participate in the labour market, to train their language skills and to teach them about “Norwegian social conditions”.⁸⁰

4.3 Self-registration of competences (*Selvregistrering av kompetansee*)

Target group: refugees from the age of 16.

Training targets

- Career counselling
- Labour market integration and possibility to provide for themselves and their family
- Better match between labour-market needs and qualifications

Description of Training

This self-registration tool allows refugees on a voluntary basis to self-register their language skills, education (level and profession), work experiences (type and length), digital competences, certificates and other relevant information. The results will be used for career counselling and to facilitate quick integration into the labour market or education right from the beginning.⁸¹ The self-registration tool is an online scheme (app) and creates the basis for further information on refugees to be used in different contexts with government agencies. To guarantee easy access for everyone, the scheme is translated into the 13 most common languages among asylum seekers in Norway. A first version of the tool was developed in 2016 and tested in two refugee centres; further implementation will be decided in 2017.

⁸⁰ See: <https://www.regjeringen.no/en/topics/immigration/integrering/introduksjonslov-og-arbeid/jobbsjansen/id2343473/> (2016-10-09)

⁸¹ See: <http://www.vox.no/om-vox/presse/kortere-vei-fra-asylmottak-til-jobb/> (2016-10-08)

4.4 White Paper on Adult Education

Target group: adults with poor education, poor basic skills or adults whose skills are not acknowledged officially. Particular focus is also placed on migrants.

Training duration

Vocational training: 2 years

Training targets

- Strengthening of basic skills
- Facilitate access to education
- Facilitate access to the labour market
- Recognition of basic skills
- Improving measures for migrants

Description of Training

To enable more adults to participate actively on the labour market or to finish upper secondary education, it is essential to support adults in strengthening their basic skills. This should be done in future by introducing online training and offering a modular structured training specially designed for adults with low education and migrants.

To reach more adults to complete upper secondary education, a training consisting of different modules should be introduced. In addition to that, a vocational training that lasts for two years should ensure to give as many adults the possibility to enter the labour market as possible.

Another focus is to support migrants to improve the training in Norwegian language and social studies, “The Introduction Act” and developing more measures, also working on facilitating the process for recognizing their skills.⁸²

4.5 NOKUT’s Qualifications Passport for Refugees

Target group: people not accepted for NOKUT’s general recognition⁸³, especially refugees with **higher education**.

Training targets

- Evaluate refugees’ competences
- Facilitate access to the labour market

Description of Training

The Qualification Passport for Refugees is a pilot project that ran from February to May in 2016. It showed that it is important to also focus on refugees with higher education and that it could be of interest to extend it.

The Qualifications Passport contains information on refugees’ skills, work experience and language skills evaluated by NOKUT as well as a section of advice and guidance for their future. The document is valid for three years.

⁸² See: <https://www.regjeringen.no/en/topics/education/voksnes-laring-og-kompetanse/innsiktsartikler/opplaring-for-voksne/id2343654/> (2016-10-09)

⁸³ NOKUT’s general recognition is a procedure on a voluntary basis in which it is being assessed how a foreign education corresponds to one in the Norwegian educational system. See: <http://www.nokut.no/NOKUTs-general-recognition> (2016-10-16)

The methodology used is based on the European Qualification Passport for Refugees developed by NOKUT and UK NARIC and the UVD-procedure⁸⁴ developed by NOKUT. It uses a combination of evaluating available documentation, and a structured interview with the applicant carried out by experienced case worker (NOKUT 2016, ii). The procedure is based on extensive oral and written testing with an expert committee, and thus requires the applicant to have proficiency in English, Norwegian or another Scandinavian language in order to communicate directly with the experts (ibid. 8).

The Qualifications Passport is not a legally binding document. This entails that the credibility of the information that forms the basis for the statement is not assessed as thoroughly as in ordinary decisions on general recognition, for example through verification from the educational institution (ibid. 15).

4.6 Early Work Start (*tidlig arbeidsstart*)

Target groups:

- a) personnel qualified for work in multinational companies with a minimum of three years of higher education,
- b) seamen and employees in multinational companies,
- c) trainees without completed vocational education and where the working life is a substantial part of their vocational training.

Training targets: trainees in companies

This arrangement opens up for employers in international companies to recruit personnel before application is processed, either qualified personnel with higher education or as trainees.⁸⁵

5 Good practice measures and policies targeting young refugees/NEETs

5.1 Programme for enhanced completion of Upper Secondary Education and Training

Target group: pupils who are more likely than others to leave school before completing the upper secondary school as well as young NEETs.

Training targets

- Lower dropping-out rate of upper secondary education
- Helping pupils to re-enter school

Description of Training

The Programme for enhanced completion of Upper Secondary Education and Training was established based on the insights of “*Ny GIV*”, a project that ran from 2010 to 2013.⁸⁶

⁸⁴ This is a recognition procedure for persons with documentation that cannot be verified; the procedure is meant for applicants with foreign higher education. See: <http://www.nokut.no/en/Foreign-education/Other-recognition-systems/Recognition-Procedure-for-Persons-without-Verifiable-Documentation/> (2016-10-12)

⁸⁵ See: https://www.udiregelverk.no/no/rettskilder/udi-rundskriv/rs-2016-003/#_Toc449361769

⁸⁶ See: <https://www.regjeringen.no/en/topics/education/school/innsiktsartikler/program-for-bedre-gjennomforing-i-videregaende-opplaring/id2005356/> (2016-10-9)

Even before students attend school, it is identified who will be in need of support. It is of importance to ensure pupils feel supported according to their school level all through their school career by creating an individual learning plan, sometimes including psychosocial aid. Also part of the plan is guiding the students to find the right education after they complete school.⁸⁷ By doing so, it is tried to establish what measures – whether mentoring programmes or giving students the opportunity to attend classes of a higher level to show them what they could potentially be doing in future – are working best in order to be able to improve the dropping-out rates for upper secondary education.⁸⁸

5.2 Other support measures

Norwegian people's aid offers several activities facilitating societal integration of migrants, among them **language cafés** including playing the language game “New Amigos”. Mutual understanding of languages and cultures are played with in interaction between Arabic and Norwegian. More than 850 participants.⁸⁹

⁸⁷ See: <https://www.regjeringen.no/globalassets/upload/kd/rammeverk.pdf> (2016-10-9)

⁸⁸ See: http://www.forskningsradet.no/servlet/Satellite?c=Rapport&cid=1254012078557&lang=en&pagename=kunnska_pssenter%2FHovedsidemal (2016-10-16)

⁸⁹ See: <https://www.folkehjelp.no/Nyheter/Nyhetsarkiv/2016/Nytt-spraak-og-nye-venner-over-hele-landet> (2016-11-14)

Country fiche: Turkey

1 General information on refugee situation

For migrants, Turkey has been a country of origin, transit and destination and a bridge between Europe and Asia for a long time. Millions of refugees who aim to escape from war, poverty or disasters in their country of origin find asylum in Turkey. In the circumstances, Turkey has begun to host one of the largest migrant and refugee populations in the world. By 2015, more than 2.5 millions refugees – especially Syrians, Iraqis, Afghans, Iranians and Somali – have applied for the right of temporary protection or asylum within Turkey’s borders.⁹⁰

In Turkey, there are three types of refugee: The term “*refugee*” signifies legally only refugees from European countries of origin because Turkey maintains a geographical limitation to the 1951 Refugee Convention; i.e. Turkish or Muslim minorities from the Balkans can be refugees, but not persons from Syria or Iraq. In addition, the concept of an asylum seeker does not exist in the Turkish judicial system. By definition, therefore, it is not possible to seek asylum in Turkey. Syrians fleeing the war are by international definitions refugees, but legally they are not refugees in Turkey (DG EMPL 2016d, 2).

However, Turkey adopted a new law, titled “Law on Foreigners and International Protection” (LFIP) in April 2013, in parallel with a mass-influx of refugees from neighbouring Syria. Based on this law, Turkey ensures international protection to all persons in need, regardless of their country of origin. Besides this, the Directorate General of Migration Management (DGMM) was created by this law. This institution “*has been established under the Ministry of Interior with a view to implement policies and strategies related to migration; ensure coordination between the related agencies and organizations in these matters; carry out the tasks and procedures related to foreigners’ entry into, stay in, exit and removal from Turkey, international protection, temporary protection and protection of victims of human trafficking*”.⁹¹

However, by this law, there are three types of refugees in Turkey: “*Refugee*” signifies the person who comes from a European country and whose application is granted. “*Conditional Refugee*” signifies the person who comes from a non-European country. The application of conditional refugee is granted and he/she is temporarily allowed to stay in Turkey until he/she finds a third country that will accept her/him. Syrians, therefore, are “*conditional refugees*” who are temporarily allowed to stay in Turkey until they find a third country that will accept them. Therefore, technically, 2.75 million Syrians should go either back to Syria or move on to a third country. And the third status is “*subsidiary protection*” (DG EMPL 2016d, 2).⁹²

Refugees from Syria (Syrian nationals and stateless Palestinians originating from Syria) are affected by a temporary protection regime, which is based on Article 91 of the LFIP and the Temporary Protection Regulation (TPR) of 22 October 2014. This status gives these people the right to legally stay in Turkey, and access to the basic rights and services. The status is implemented for all Syrians, without receiving their individual applications. Besides, asylum

⁹⁰ See: <http://www.iom.int/countries/turkey> (2016-10-05)

⁹¹ See: http://www.goc.gov.tr/icerik/the-directorate-general-of-migration-management_911_925 (2016-11-16)

⁹² See also:

http://www.goc.gov.tr/files/files/_2015_g%C3%B6%C3%A7_y%C4%B1ll%C4%B1k_rapor_18_04_16.pdf, pp. 76-77 (2016-11-16)

seekers from other non-European countries of origin can apply for an “*individual international protection status*” (ibid.).

In addition to this, the UN Refugee Agency (UNHCR) takes responsibility for determining the refugee status in Turkey and realising resettlement referrals of these refugees. If a non-Syrian is recognized as a refugee under UNHCR’s mandate, they can be resettled as an individual or with their family to a third country. But this a long process and during this period, refugees do not have access to services and do not have the right to work.

Turkey is seen as a “bridge” country for thousands of refugees for illegal transit. The borders witness both regular and irregular migration towards the European Union. In this circumstances, the EU and Turkey signed a Readmission Agreement on 16th December 2013 and this agreement came into force on the 1st October 2014. The agreement regulates the readmission of nationals of the two signatories and stateless persons or nationals of third countries with which Turkey signed bilateral treaties or arrangements on readmission.⁹³ This agreement was expected to better manage the irregular migration flows arriving to the EU from Turkey.

As the readmission agreement did not show the intended results of better managing the illegal flows of migration, in March 2016, EU Heads of State or Government and Turkey agreed to end the irregular migration from Turkey to the EU and replace it instead with legal channels of resettlement of refugees to the European Union. The aim is to replace disorganised, chaotic, irregular and dangerous migratory flows by organised, safe and legal pathways to Europe for those entitled to international protection in line with EU and international law.⁹⁴ The implementation of the agreement, especially the resettlement of refugees, is not working very well at the moment (only very few refugees were resettled so far), therefore it is questionable how long the agreement might persist.

1.1 Developments since 2015

Turkey hosts millions of refugees and especially since 2015, the number of people who find asylum in Turkey has grown extensively. By the reason of conflicts in neighbouring Iraq and Syria, most of these asylum seekers are from these countries. Beside the Turkish government, non-governmental organisations take an important role in the fulfilment of refugees’ needs.

1.2 Data on refugees

Temporary protection (only Syrians are beneficiaries) numbers in 2015: 2,503,409 (compared to 1,519,286 in 2014 and 224,655 in 2013). Temporary protection grants beneficiaries the right to legally stay as well as some level of access to basic rights and services. Until July 2016, the number still increased to 2,730,485 persons, a vast majority of them (2,474,790) lives outside the camps and are spread across the Turkish border provinces while nearly 255,695 live in 26 camps close to the border with Syria.⁹⁵

⁹³ See: http://europa.eu/rapid/press-release_STATEMENT-14-285_en.htm (2016-10-06)

⁹⁴ See: http://europa.eu/rapid/press-release_MEMO-16-1221_en.htm (2016-10-05)

⁹⁵ See: http://www.turkey.iom.int/sitrep_eng.pdf (2016-10-05)

According to the Turkey Migration Report for 2015, international protection applications in 2015 have risen to 64,232 (31,112 in 2014 and 30,311 in 2013). These applications mostly come from people from Iraq, Afghanistan and Iran.⁹⁶

The biggest group of refugees in Turkey are therefore Syrians (2.7 million in July 2016), followed by Iraqis (123,584), Afghanis (109,012) and Iranians (26,947).⁹⁷

2 Labour market situation

Integrating refugees or persons under international protection applications into the labour market is not a priority for the Turkish government – also due to the large numbers of refugees in the country. In February 2016 a decree came into effect that covers all Syrian refugees and enables them to receive work permits. Therefore, Syrians are provided with temporary identification cards and within six months they are eligible for a work permit. There are geographical restrictions, as Syrians can only work in the area where their IDs have been issued. An enterprise can only compose up to 10 % of its workforce with Syrians, but if a position is still open after four weeks, this restriction does no longer apply. For agricultural work or animal husbandry additional regional permits are required. Still, the number of these work permits is very low – in May 2015 only approx. 3,800 have been issued; top sectors were construction, textiles, and manufacturing. The work permits are valid for one year and renewable (DG EMPL 2016d, 3).⁹⁸

Besides this, Syrians also set up their own enterprises (approx. 2,500 by the end of 2015), but most of these enterprises are completely off the official grid.

3 Important actors

Government organisations

Republic of Turkey Ministry of Interior Directorate General of Migration Management (*Göç İdaresi Genel Müdürlüğü*): http://www.goc.gov.tr/main/Tr_1

Republic of Turkey Prime Ministry Disaster and Emergency Management Presidency (AFAD): <https://www.afad.gov.tr/>

Republic of Turkey Ministry of Education Directorate General of Lifelong Learning (*Hayat Noyu öğrenme Genel Müdürlüğü*): <http://hbogm.meb.gov.tr/>

Local authorities (such as governorships, municipalities)

NGOs

The Turkish Red Crescent (*Türk Kızılayı*): <https://www.kizilay.org.tr/>

Association for Solidarity with Asylum Seekers and Migrants (*Sığınmacılar ve Göçmenlerle Dayanışma Derneği*): <http://site.sgdd.info/>

International Blue Crescent (*Uluslararası Mavi Hilal İnsani Yardım ve Kalkınma Vakfı*): <https://ibc.org.tr/sayfa.php?p=iletisim>

Validation

⁹⁶ See:

http://www.goc.gov.tr/files/files/2015_g%C3%B6%C3%A7_y%C4%B1ll%C4%B1k_rapor_18_04_16.pdf (2016-10-23)

⁹⁷ See: http://www.turkey.iom.int/sitrep_eng.pdf (2016-10-05)

⁹⁸ See: <http://www.calismaizni.gov.tr/> (2016-11-17)

Republic of Turkey Ministry of Interior Directorate General of Migration Management (*Göç İdaresi Genel Müdürlüğü*): http://www.goc.gov.tr/main/Tr_1
International Labour General Directorate (*Uluslararası İşgücü Genel Müdürlüğü*):
<http://www.calismaizni.gov.tr/>

4 Good practice measures and policies for recording and evaluating refugees' competences

There are almost no programmes that are recording or evaluating refugees' competences. As there are so many refugees in the country, other aspects, such as basic rights, housing, and sanitation are more prevalent. Anyway, countrywide there are some ever-developing policies and programmes that enhance migrants' conditions, such as temporary identification cards, Lifelong Learning Programme, etc.

In terms of policies for recording refugees, DGMM collects biometric data, including fingerprints, during registration and maintains electronic files for each beneficiary in the agency's new electronic file management system named "*Göç-Net*".⁹⁹ Therefore, migrants get possession of temporary identification cards and become entitled to have access to services, i.e. from education to employment.

There is also a *Communication Centre for Foreigners*¹⁰⁰, where refugees may be informed about all manner of their problems or rights.

However, with regard to education, the Lifelong Learning Programme arranged by the Ministry of Education was named by the Turkish partner as a possible good practice example: It aims at providing Syrians' with education and provisional education/training centres that are opened where Syrian refugees should be able to continue their basic education in Arabic but may also join courses for vocational education.

In the beginning, Turkey was following the policy that Syrian refugees would return to their country in a short span of time, so regulations about their education and employment did not exist. But as the situation in Syria got worse in time and the number of Syrian refugees has increased year by year, some regulations have been developed.

Based on Notice posted by Turkey Ministry of Education in 24/04/2013, the establishment of places of education is regulated for the first time, and with Notice in 26/09/2013, the opening of Turkish and vocational education was decided. While only Arabic curriculum was supported before these regulations, now Turkish curriculum is supported too. Based on the Temporary Protection Regulation effectuated in October 2014 and Notice 2014/21, Syrian refugees who have temporary identification cards also attain the opportunity for education, sanitation and social aid. Thus, refugees may take Turkish language course as well as occupational skill training via non-formal learning at "*Temporary Education Centres (TECs)*", established under the Directorate General of Lifelong Learning (Turkish Ministry of Education).¹⁰¹ By the year of 2016, TECs are under control of the Turkish Ministry of Education, and the institution continues to give services to refugees in the field of Turkish courses and vocational training.

⁹⁹ See: <http://www.goc.gov.tr/gecicikoruma/Pages/YabanciKimlikSorgulama.aspx> (2016-10-23)

¹⁰⁰ See: http://www.goc.gov.tr/icerik6/yabancilar-iletisim-merkezi_350_361_8905_icerik (2016-10-23)

¹⁰¹ See: http://file.setav.org/Files/Pdf/20160309195808_turkiyedeki-suriyeli-cocuklarin-egitimi-pdf.pdf (2016-10-23)

Besides this, the Turkish Ministry of Education indicates especially the recognition of the Lifelong Learning in the Lifelong Learning Action Plan and Strategy Paper for 2014-2018¹⁰² and the integration of refugees into the education system in the Strategic Plan for 2015-2019¹⁰³. By these papers, formal, non-formal and informal education of refugees is regimented and also, prior learning assessment is possible.

5 Good practice measures and policies targeting young refugees/NEETs

Turkey hosts approx. 50 % of all Syrian refugees (2.7 million in 2016) and more than half of these (54 %) are under the age of 18. A significant share are war orphans and experts estimate that these children will stay in Turkey also after the war has ended in Syria. Therefore, it is crucial to enable these children and young refugees to take part in and/or complete their formal education.

In 2014, 82.7 % of children (1,104 persons) between 6-11 years continued their education in camps but this ratio decimates, to 13.8 % (150), outside camps.

600,000 to 700,000 Syrian children are in the mandatory school age bracket in Turkey. The enrolment ratio of Syrian children is below 20 % and there are other serious issues, besides infrastructure: Many Syrian refugees in Turkey are rural conservative migrants who do not send their daughters to school after the age of 12 or 13, as they expect them to get married around this age; most boys are working as illegal child labour (DG EMPL 2016d, 7). Despite positive policies aiming that Syrian refugee children take education in both public schools and in Temporary Education Centres (TECs) with a modified Syrian curriculum and Arabic as the language of instruction together with Turkish course, half a million Syrian refugee children remain out of school.¹⁰⁴

Throughout all Syrian refugees in camps, 2.2 % go to high school, 1.8 % takes language courses and 1.2 % take vocational education, whereas 75.9 % do not attend school. Besides, 51.9 % of Syrian refugees in camps look for a job and 77 % of refugees outside the camps. But the majority of Syrian refugee women indicate that they are not employed or looking for a job in the camps. Most prevalent professions among refugees in camps are: Commerce (28.8 %), dressmaking (10.5 %), chauffer (8.6 %), farming (7.6 %), shop keeping (7 %) and other (37.4 %).¹⁰⁵

Policies such as the Lifelong Learning Programme and measures such as projects managed by municipalities, NGOs etc. are aiming to develop language and vocational skills of young Syrians. By this way, these young refugees get a chance to increase their self-confidence and to integrate them better. Under TECs, young refugees have possibilities for taking vocational education in camps and also outside camps as long as they have IDs. This training is provided in various occupational branches which are in peak demand. However, there are several projects managed by different NGOs in Turkey with the aim of their integration to the society but also, there is more need for developing these kind of measures.

¹⁰² See: <http://hbogm.meb.gov.tr/www/2014-2018-hayat-boyu-ogrenme-stratejisi-belgesi-ve-eylem-planı-yayınlandi/icerik/302> (2016-10-23)

¹⁰³ See: <http://sgb.meb.gov.tr/www/mill-egitim-bakanligi-2015-2019-stratejik-planı-yayınlanmistir/icerik/181> (2016-10-23)

¹⁰⁴ See: http://www.oosci-mena.org/uploads/1/wysiwyg/150313_Syria_factsheet_English.pdf (2016-10-23)

¹⁰⁵ See: <https://www.afad.gov.tr/upload/Node/3931/xfiles/webformatisuriyedenturkiyeyenufushareketleri.pdf> (2016-10-23)

5.1 Educational programmes at TECs

Aim and target group:

As mentioned above, Temporary Education Centres and also Centres for Public Education have been established under the Directorate General of Lifelong Learning (Turkish Ministry of Education) and they aim to give services to refugees in the field of Turkish courses and vocational training.

Main activities:

Syrian refugees can take part in educational programmes at TECs in refugee camps, and outside the camps at TECs, besides public schools or private schools operated by Syrians. They can also have vocational training at Centres for Public Education throughout the country, on condition that they have temporary identification cards.

Under TECs, adult refugees are able to take various courses in camps, i.e. hairdressing (3.4 %), Turkish literacy (26.7 %), Koran (37.1 %), computer (3.2 %), needlecraft (10.4 %), handicrafts (4.3 %) or others (14,3 %).¹⁰⁶

Besides this, Syrian refugee children can take part in education in both public schools and in TECs throughout the country, with a modified Syrian curriculum and Arabic as the language of instruction together with Turkish language courses.

5.2 Continuing basic education

Refugees under the age of 18 are able to continue their basic education at public or private schools. These persons need temporary identification cards for registration and holding a degree.

5.3 Recognising diplomas of refugees

The graduated refugees from universities or other institutions have the possibility of recognising their degrees in Turkey. Turkey signed the Convention on Recognition of Documents of Higher Education in the European Area on 01/12/2004 and it came into force in March 2007. Besides this, in May 2007, the Regulation on Equivalence on Foreign Higher Education Diplomas entered into force. Turkish ENIC/NARIC Centre has been working under the Council of Higher Education since 2003. For recognition of diplomas, the students have to take the equivalent exam organised by the Ministry of Education for high school diplomas or Council of Higher Education for university diplomas, besides presentation of diplomas.¹⁰⁷

¹⁰⁶ See: <https://www.afad.gov.tr/upload/Node/3931/xfiles/webformatisuriyedeturkiyeyenufushareketleri.pdf> (2016-10-23)

¹⁰⁷ See: <http://www.yok.gov.tr/en/web/uluslararasi-iliskiler/enic-naric> and http://mevzuat.meb.gov.tr/html/25393_0.html (2016-11-17)

Country fiche: United Kingdom

1 General information on refugee situation

Although the numbers of refugees coming to the UK are much fewer than for other EU countries such as Germany or Austria, politically there is much concern and acceptance of migrants generally is seen as a problem or even a crisis. Following the EU referendum in June 2016, which focussed on migration from other EU countries rather than refugees, this narrative seems to endure.

There are a number of departments and institutions who have an interest in the support of young refugees/ NEETs and in avoiding young refugees from becoming NEETs but they do not appear to be coordinated in their approach. The careers provision in the UK is currently divided between those in education and those in the labour market and provision and support for refugees appears equally disconnected. However local authorities do seem to play a more coordinated role in their regions and here may be where examples of good practice might be found.

1.1 Developments since 2015

In the UK the narrative of taking in refugees is based on the perception that spontaneous arrival involves the unnecessary dangers of travel for individual claimants and that these may be motivated by economic considerations. As a consequence, in preference to spontaneous arrivals, the policy approach to refugees is to favour the resettlement of refugees who have been confirmed to be vulnerable “in region”. The UK therefore favours a resettlement approach and is aiming at taking in refugees from countries in the region, like Lebanon, where millions of refugees are waiting for the war in Syria to end; although until autumn 2016 not many refugees have been resettled from that region directly to the UK.

Estimated figures show the UK had the ninth highest number (41,563) of asylum applications within the EU in the year ending March 2016, including dependants. In 2014, 25,033 asylum applications were received in the UK, excluding dependents (Bertelsmann Stiftung 2016b, 135).

1.2 Data on refugees

Asylum applications from main applicants increased by 38 % to 34,687 in the year ending March 2016, the highest number of applications since the year ending September 2004 (36,305). The largest number of applications for asylum came from nationals of Iran (4,305), followed by Eritrea (3,321), Iraq (2,805), Sudan (2,769), Pakistan (2,669) and Syria (2,539). Including dependants, the number of asylum applications increased by 30 % to 41,563 in the year ending March 2016. There is around one dependant for every five main applicants.¹⁰⁸

There were 1,981 grants of asylum or an alternative form of protection to Syrian main applicants at initial decision in the year ending March 2016, with a grant rate of 87 %. In addition, 1,667 people (including dependants) were granted humanitarian protection under the “*Syrian Vulnerable Persons Resettlement Scheme (VPRS)*”. On 7 September 2015, the Prime

¹⁰⁸ See: <https://www.gov.uk/government/publications/immigration-statistics-january-to-march-2016/list-of-tables#asylum> (2016-10-06)

Minister announced an expansion to the existing Syrian VPRS. Through this expansion, it is proposed that 20,000 Syrians in need of protection will be resettled in the UK by 2020. A total of 1,854 people have been resettled since the Syrian VPR scheme began, including 1,602 arriving since October 2015.

2 Important actors

Governmental

Department for Work and Pensions (DWP):

<https://www.gov.uk/government/organisations/department-for-work-pensions>

Department of Education: <https://www.gov.uk/government/organisations/department-for-education>

NGOs

UK Council for Refugees: <https://www.refugeecouncil.org.uk>

Refugee Employment Advice and Support Service:

http://www.refugeecouncil.org.uk/what_we_do/refugee_services/refugees_into_jobs/refugee_employment_advice_support_service

Migration Policy Institute: <http://www.migrationpolicy.org/>

Other

Careers England: <http://www.careersengland.org.uk>

Migrant Help <http://www.migranthehelpuk.org/>

CXK <https://www.cxk.org/>

UK Institute of Migrant Research <http://www.uk-imr.ac.uk/>

Validation

Qualifications are accredited by a wide range of awarding bodies. However, the accreditation of work related competences is commonly done through the following organisation.

OCR <http://www.ocr.org.uk/>

UK NARIC: <https://www.naric.org.uk/naric/>

3 Good practice measures and policies for recording and evaluating refugees' competences

3.1 General information on skills assessments

Since the *Syrian Vulnerable Persons Resettlement Scheme (VPRS)* process involves a voluntary acceptance of resettled refugees by a local authority, the Home Office has adopted a referral mechanism to this effect with information about the individuals to be resettled. Such referrals include information about the medical and other special individual needs. In this respect, a degree of skills and needs assessment is performed by the Home Office in cooperation with UNHCR.

In future, for “Phase II” of the scaled-up VPRS, according to Bertelsmann Stiftung there is discussion of an assessment that would refer beneficiaries to a particular local authority based on their skills and the labour-market needs of the area (Bertelsmann Stiftung 2016b, 139f.).

3.2 APIR assessment framework (APIR = assessment, planning, implementation and review)

The APIR assessment framework is used widely to assess the competences of young NEETs, including NEET refugees. This was a holistic tool developed when the Connexions service was in place in England. This is no longer the case; provision is now localised but the tool is still used widely. APIR is no special measure for young refugees, it is used for quite some time, generally for young people.

APIR Framework provides guidance and a structure to underpin the work of personal advisers. It provides a methodology and supporting materials through which a young person supported by their personal adviser can develop and implement a personal action plan for realising their goals based on a holistic assessment of their needs. By setting out a common approach it aims to bring together a degree of consistency to service delivery and facilitate information sharing between agencies working to support young people.¹⁰⁹

The Framework has identified 18 factors which have the potential to impact on a young person’s participation and progression in learning in both positive and negative ways. Basic skills and key skills as well as life skills are listed under education and employment, see following table:

Table 3
APIR Framework – 18 factors

<p>EDUCATION AND EMPLOYMENT: Participation Achievements Basic skills Key skills Life skills Aspirations</p>	<p>SOCIAL AND BEHAVIOURAL DEVELOPMENT: Identity and self-image Attitudes and motivation Relationships within family and society Risk of (re-)offending</p>
<p>FAMILY AND ENVIRONMENTAL FACTORS: Capacity of parents/carers Family history and functioning Social and community factors Housing Income</p>	<p>PERSONAL HEALTH FACTORS: Physical health Emotional well-being Substance use issues</p>

Source: e2e, Learning+Skills Council: A Guide for E2E Providers and Local Learning and Skills Councils on the APIR Framework

3.3 Bridges Programmes

The **Bridges Programmes**¹¹⁰ uses an initial “skills audit” and places a strong emphasis on not only assessing the skills and needs of refugees but assisting individuals to recognise by themselves which skills and experiences are of value in the UK labour market. A significant part of this effort is directed towards assisting refugees to articulate their skills, experiences and qualifications in their countries of origin in terms which are comprehensible and

¹⁰⁹ e2e, Learning+Skills Council: A Guide for E2E Providers and Local Learning and Skills Councils on the APIR Framework: <http://dera.ioe.ac.uk/4102/1/nat-E2EguideforE2EprovidersandlocallearningandskillscouncilsontheAPIRframework-gu-2004.pdf> (2016-10-06)

¹¹⁰ See: <http://www.bridgesprogrammes.org.uk> (2016-10-06)

attractive to employers in the UK. In particular, identifying which professions in the UK are the closest equivalents to those existing in the refugee's country of origin. The Life Skills courses¹¹¹ offered by the Bridges Programmes in this regard also contribute to the effort to assist refugees to communicate and build confidence in discussing their skills and professional strengths. The offer seems to be limited to Scotland.

3.4 Recognising skills and qualifications

With regard to recognising skills and qualifications it is important to state that the UK exercised its right under Protocol 21 not to opt in to the recast Qualification Directive (Directive 2011/95/EU). This means that the UK does not apply and is not bound by Article 28 of the recast Directive with respect to access to procedures for recognition of qualifications, in particular ensuring equal treatment between refugees and nationals, and access to schemes for the assessment and validation of prior learning (Bertelsmann Stiftung 2016b, 141).

4 Good practice measures and policies targeting young refugees/NEETs

At the beginning of 2016, the UK agreed to take in under-age refugees from the so-called “Jungle” in Calais – a place in France where refugees and migrants are waiting and hoping to find a way to move on over the Channel to the UK. In mid-October the first under-age refugees travelled to the UK for resettlement. Approx. 1,200 children are expected to live at the camp, which demolition began on 24 October 2016. According to the British Red Cross, 178 unaccompanied children have been identified as being entitled to claim asylum in Britain due to family links. According to an article in *The Telegraph* on 16 October 2016 “*Anne Longfield, the Children’s Commissioner for England, estimates that about 300 children at the Jungle are eligible to be settled in Britain. (...) Vulnerable children without relatives in Britain but who could be admitted on humanitarian grounds are also being registered and their cases considered separately.*

Amber Rudd, the Home Secretary, has said Britain is keen to bring as many eligible children as possible to Britain before the “Jungle” camp is razed.”¹¹²

So far no information could be found if any special programmes will be established to help these underage refugees to be able to get an education.

4.1 Phoenix Mentoring Project

The Phoenix Mentoring Project was established by the North of England Refugee Service. It aims to provide a general mentoring service to all those aged 16 to 25 years living in Newcastle upon Tyne and the surrounding area. Despite the general scope of the Phoenix Mentoring Project, it prioritises asylum seekers and refugees. Mentors are volunteers who assist the learning of beneficiaries with a broad range of obstacles, including those relating to integration and employment.¹¹³

¹¹¹ See: <http://www.bridgesprogrammes.org.uk/clients/life-skills-advanced-life-skills> (2016-10-06)

¹¹² See: <http://www.telegraph.co.uk/news/2016/10/16/first-group-of-child-refugees-from-calais-arrive-in-britain/> (2016-10-24)

¹¹³ See: <http://www.refugee.org.uk/phoenix> (2016-10-06)

4.2 Local Good Practice

According to the UK partner to date no specific programmes for young refugees have been developed nationally. All young NEETs have an academic profile from their last school or college. If engaged with local authority, support may include skills assessments such as the APIR framework (see 3.1).

However locally in Kent, where a large proportion of refugees and asylum seekers are first engaged with, some schools are developing a multidisciplinary approach to supporting young migrants including refugees and asylum seekers.

Following a quote from a careers advisor in a school in Kent about the approach that they take: *'We have a number of students from other countries who are classified as having EAL (English as an additional language), some of these are unaccompanied minors and under the care of the local authority, others are with family. These students are not treated as a separate entity but educated in the mainstream with their peers where possible (to aid integration). Due to language difficulties, some are taught with years younger than themselves.*

Additional language support is provided via one to one specialist support, as well as support with additional needs from the SENCO, family liaison officer and care officer in school, as well as independent careers adviser - in the same way all vulnerable students are supported via a coordinated multidisciplinary approach.

At the start of the year, a review meeting with all of the above professionals alongside pastoral support staff is held. During this case review of all vulnerable students which, includes our students with EAL (lasting half a day), all students are reviewed and a plan agreed to support. With input from all professionals. Included in this is an agreement on who will do what, including advocating with various external parties such as the local authority and training providers.

Professionals continue to liaise informally throughout year but, an additional mid-year review meeting is booked for January as well (with all professionals) to ensure details aren't missed.

Our aim is that no student is lost in the system or to circumstance.'

Referring to another Kent school a practitioner was quoted as noting a school who recently achieved a quality award for careers work; *'A good example in East Kent is Astor College in Dover. The school has specialist support in place to support this client group. Our adviser sees all Year 11s in groups for careers guidance, whilst I work primarily with the EAL students on a 1:1 basis. A translator is provided as needed'.*

4.3 HEI research

The UK partner is engaged in a range of research projects to explore the needs of young migrants both at school and during their transition into further education, work or training. One such project is at the **Hartsdown Academy** in Margate, Kent. This began with a review of the literature and some helpful recommendations, and a full analysis of the data collected will be available in 2017.

In addition, the **UK Institution for Migrant Research** was established at Canterbury Christ Church University in 2015. This body is co-funded by Canterbury Christ Church University

and Migrant Help (see section 2) and has produced excellent resources to be used in secondary school. Migrant Help Education supports schools and other education institutions to build humane and healthy communities that welcome and fully include migrants, refugees and asylum seekers.

Their website <http://www.migranthelpuk.org/education/> explains that their remit is to enable schools to create a curriculum that positively responds to diversity and promotes an understanding of the issues surrounding human trafficking, migration, migrants, asylum seekers and refugees. This is in part in response to the contentious response to migration in recent years in Britain, when traditional values of generosity, compassion and charity are being challenged. They propose that schools are probably the only places where all children and young people can gain knowledge and understanding about the complex causes and implications of migration together. They are also institutions where positive attitudes and hopeful solutions to integration can be considered, rehearsed and implemented by a whole community. The parent body “Migrant Help” offers training and guidance for school leaders, resources for schools accredited by the Association for Citizenship Training, initial teacher education and staff development.

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