

INTEGRATION OF APPLICANTS FOR INTERNATIONAL PROTECTION IN THE LABOUR MARKET

ESTONIAN NATIONAL REPORT
NOVEMBER 2022



Funded by
the European Union



SISEKAITSEAKADEEMIA
ESTONIAN ACADEMY OF SECURITY SCIENCES



Common Template of EMN Study 2022

The integration of applicants for international protection in the labour market

NATIONAL CONTRIBUTION FROM ESTONIA

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Top-line factsheet [max. 1 page]

First section of the study provides an overview of the main trends in international protection applicants, available data on the labour market situation and main public and policy debates. In Estonia the number of asylum applicants and beneficiaries of international protection has remained low with the exception of war in Ukraine and the EU's decision to launch the temporary protection directive to provide Ukrainian refugees with residence permits in a streamlined process that does not overly burden national asylum systems. Since January 2017, in total 963 foreigners have applied for international protection. Protection has been granted to 585 applicants including 129 persons who received protection and came to Estonia as part of the EU migration agenda. Refugee status has been granted to 191 foreigners and subsidiary protection to 394 foreigners. In 47 cases family member residence permit have been granted for family members of individuals who have been granted international protection.

Labour market situation regarding applicants for international protection is not officially monitored. However, data may be extracted on request from Police and Border Guard Board and Estonian Unemployment Insurance Fund. In terms of the ongoing war in Ukraine, data is also not gathered relating applicants for temporary protection entering the labour market as the process for applying is simplified and short. Period between booking an appointment at the PBGB to submitting an application for temporary protection takes about a month and after submitting the application, residence permit card is issued within hours. Thus, the applicant does not stay in the status of applicant for temporary protection for long.

Since Russian aggression in Ukraine and the EU's decision to launch the temporary protection directive, public and policy debates have focused on the support the state should provide for Ukrainians in order to make the adaption procedure as quick and smooth as possible. Public debates have focussed on the access to education and labour market as well as on housing and wages with a special attention to the fact that most people fleeing from Ukraine are women and children. Debates regarding applicants for international protection have been brought forth mainly by NGO-s with suggestions on

either shortening the time-limit for entering the labour market or allowing the applicants to access certain economic sectors

Second part of the study focuses on integration policies and strategies related to the labour market and provides an organigram of the institutional framework. Matters regarding applying for international protection are regulated by Act on Granting International Protection to Aliens. According to the Act, an applicant is prohibited from taking employment in Estonia or engaging in enterprise during the proceedings for international protection unless the decision on his/her application for international protection has not entered into force within six months as of the submission of the application for international protection due to reasons beyond the applicant's control or if he/she had a legal basis to stay and work in Estonia prior to submitting an application for international protection. As the number of applicants for international protection who have access to labour market has been relatively low, there is a general approach focusing on integration, including labour market integration. In regard to migration and labour market policies, Estonia is mainly focused on attracting highly-qualified workers to alleviate shortages of skilled labour. Thus, different strategies and action plans also address the aspects of integration of third-country nationals commencing employment in Estonia in general.

Third and fourth part of the study focus on accessing the labour market, if the process of accessing is automatic and what kind of documents are necessary to submit, and which are the support measures to enhance labour market integration as well as self-employment. Main support measures are indicated in a table divided by overview of the measure, stakeholders and target group. Main services to applicants for international protection regarding entering the labour market are provided by the Police and Border Guard Board and Estonian Unemployment Insurance Fund: applicants receive personal counselling, language training and different services related to officially registering as unemployed (such as individual job coaching, training and traineeships). Adaptation programmes organized by the state are targeted at third-country nationals residing in Estonia and beneficiaries of either international or temporary protection, not for applicants *per se*. Applicants and beneficiaries of international protection may also apply for evaluation of qualifications or previous studies even if the person in question is unable to either partially or fully submit the qualification documents.

Last section provides an overview of good practices and challenges.

Section 1: Integration of applicants for international protection - data and debates

This section aims to provide an overview of the main trends with regard to international protection applicants, as well as present information on public debates (if any).

Q1. Please provide an overview of the main trends (number of applications for international protection, age, sex, citizenship) in international protection applicants in your country in the period January 2017-June 2022 as extracted from Eurostat and included in the statistical Annex.

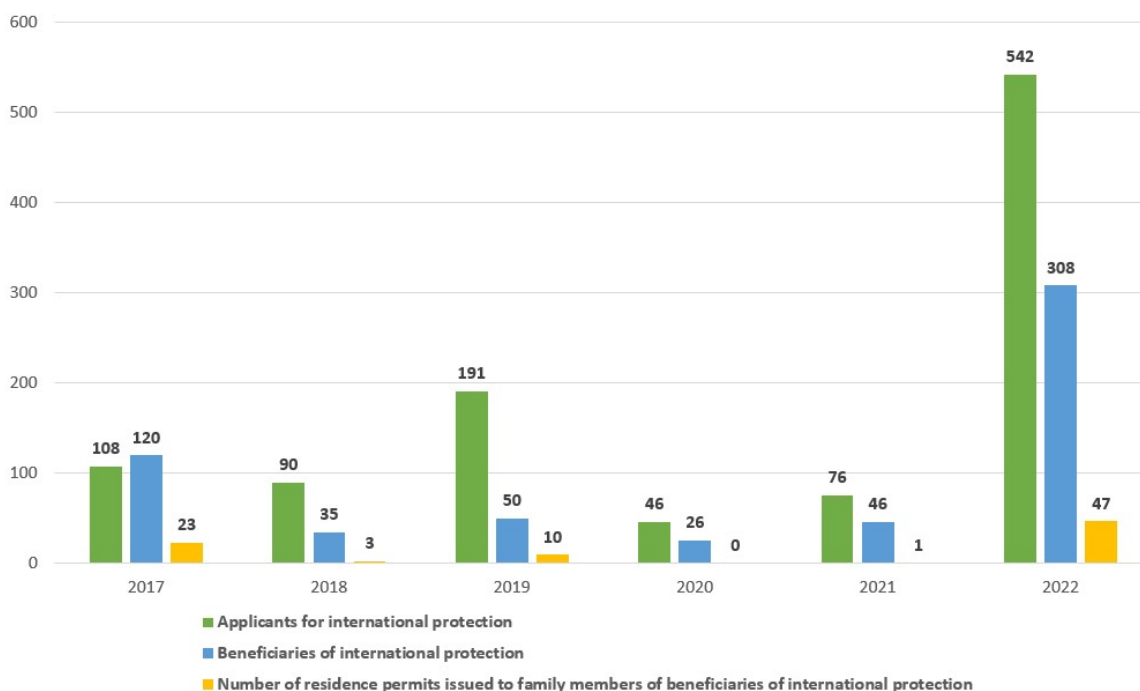
In Estonia the number of asylum applicants and beneficiaries of international protection has remained low with the exception of war in Ukraine and the EU's decision to launch the temporary protection directive to provide Ukrainian refugees with residence permits in a streamlined process that does not overly burden national asylum systems.

Since January 2017¹, in total 963 foreigners have applied for international protection in Estonia. Protection has been granted to 585 applicants including 129 persons who

¹ All statistics provided by PBGB on 25.10.2022.

received protection and came to Estonia as part of the EU migration agenda. Refugee status has been granted to 191 foreigners and subsidiary protection to 394 foreigners. In 47 cases family member residence permit have been granted for family members of individuals who have been granted international protection. In 2019 Estonia decided not to continue with resettlement and relocation activities. Therefore, there have been no persons resettled or relocated to Estonia within the framework of European Agenda on Migration since 2020.

Figure 1. Number of applicants and beneficiaries of international protection and number of their family members 2017 – 2022 (June) (Source: PBGB)



In 2017, Estonia received 108 first-time applications for asylum. Men constituted 45,4% (49) of the applicants, women 25% (27) and minors 29,6% (32). Top three countries by nationality of asylum seekers were Ukraine (15,5%), Russian Federation (14,6%) and Georgia (11,2%). Largest group of asylum applicants were men between ages of 18-34. In response to European Commission’s recommendations made in September 2017, to resettle within EU 50 000 persons (by 31st of October 2019), the Government of the Republic of Estonia decided in 2017 that Estonia will resettle 80 persons from Turkey in the upcoming years of 2018 and 2019 (40 persons in 2018 and 40 persons in 2019). In 2017, 19 persons were resettled from Turkey.

In 2018, Estonia received 90 first-time applications for asylum. Men constituted 68,9% (62), women 10% (9) and minors 21,1% (19) of the applicants. The top three countries by nationality of asylum applicants were Ukraine (19%), Russian Federation (12,6%) and Egypt (10,5%). Largest group of asylum applicants were men between ages of 18-34. In March and November 2018, the Estonian Police and Border Guard Board (hereinafter PBGB, *Politsei- ja Piirivalveamet*) organised two resettlement missions to Turkey. In 2018, 7 persons were accepted under the resettlement framework.

In 2019, Estonia received 101 first-time applications for asylum. Men constituted 44,6% (45), women 19,8% (20) and minors 35,6% (36) of the applicants. Top three countries by nationality of asylum applicants were Russian Federation (30,8%), Turkey (21,2%) and Ukraine (6,7%, followed closely by Syrians with 4,8%). Largest group of asylum applicants were men between ages of 18-34. In 2019, Estonia resettled 7 Syrian citizens from Turkey under the resettlement framework.

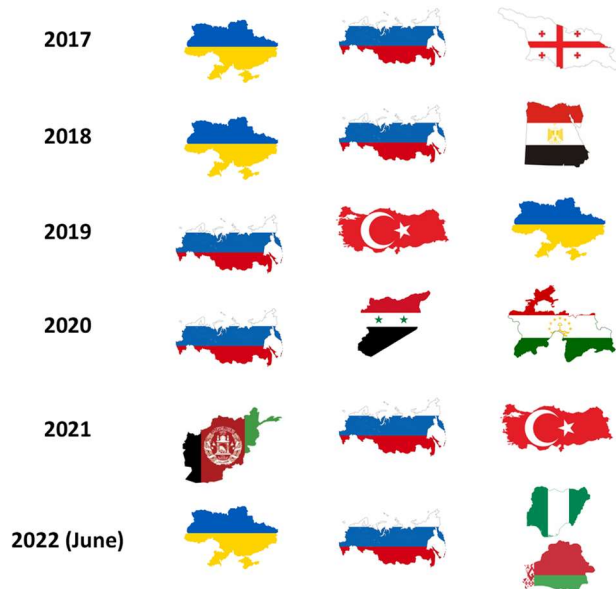
In 2020, Estonia received 46 first-time applications for asylum, marking a 54% drop in the number of applications compared to 2019. Men constituted 47,8% (22), women 32,6% (15) and minors 19,6% (9). Top three countries by nationality of asylum applicants were Russian Federation (28,6%), Syria (12,2%) and Tajikistan (8,2%), followed closely by asylum applicants from Turkey, Nigeria, and Eritrea with 6,1%). Largest group of asylum applicants were men between ages of 18-34. In 2019 Estonia decided not to continue with resettlement and relocation activities. Therefore, there were no persons resettled or relocated to Estonia within the framework of European Agenda on Migration in 2020.

In 2021, Estonia received 76 first-time applications for asylum, marking a 65% increase in the number of applications compared to 2020. Men constituted 48,7% (37), women 26,3% (20) and minors 25% (19). The number of persons who received international protection increased by 77%. This was related to the fall of the Afghanistan's government under President Ashraf Ghani. As the Islamic Emirate of Afghanistan under the Taliban was reinstalled in August 2021, most Member States, including Estonia, engaged in evacuation and humanitarian admission of Afghans. Therefore, in August, Estonian government decided to resettle and offer protection to a total of 30 Afghan nationals: 10 people who cooperated with the European Union and NATO, including their families, and to 20 people who cooperated with Estonian organisations, including their families. In August and September, 14 evacuated Afghan nationals reached Estonia, and in November, two additional Afghan nationals arrived in Estonia, all of whom were regarded as applicants for international protection. By 31 December 2021, the 14 Afghan nationals who arrived in Estonia in August had been granted international protection in Estonia. Majority of asylum applicants were thus from Afghanistan 22,4% (17), followed by Russia 15,8% (12), Turkey 10,5% (8), Belarus 9,2% (7) and Iraq 6,6% (5) and others 35,5% (27). Majority of the first-time asylum applicants were men between 18-34 years old, who accounted for 35,5% of the total number of first-time asylum applicants.

In 2022 from January to June, Estonia received 542 first-time applications for asylum, marking a 613% increase in the number of applications compared to 2021. For the first time during the period from 2017 to 2022 (June), women constituted a majority of applicants – 44,3% (240), followed by men with 41,7% (226) and minors 14% (76). Number of applications started to rise in March after Russia invaded Ukraine on 24th of February. Due to the war, Ukrainians constituted the largest group seeking asylum – 366 applicants constituting 67,5% out of all nationalities, followed by Russians with 19,4% (105), Belarussians and Nigerians with both 2,4% (13 and 13 respectively). Between 35-64 years of age, men and women constituted almost equal proportion of the first-time asylum applicants – 23,1% and 22,9% respectively. The proportion of boys under 18 years of age was 8,1% (44) and girls 5,9% (32).

By the order of the Government of the Republic of Estonia, starting from 9th of March, Ukrainian citizens and their family members fleeing from the war in their country were able to apply for temporary protection. The Government order was based on the EU decision to activate the Temporary Protection Directive for the first time. By the end of June, Estonia received 28 891 applications for temporary protection. Majority of applicants were women (50,2%, 14 517) and minors (38,7%, 11 181) while men constituted only 11,1% (3193). The distribution by age shows that majority of both women and men were between the ages of 35-64 (women 41,9%, men 9,1%), followed by the age group of 18-34 (women 32,6%, men 7%). The median age of all applicants of temporary protection was 28,3.

Figure 2. Applicants for international protection by nationality (TOP 3), 2017-2022 (June)



Q2. Is the labour market situation² of international protection applicants monitored with official data (gathered by the authorities and reliable)? If so, please provide an overview in terms of indicators that are used in your country, focus on specific groups, data collection intervals etc.

No. However, data may be extracted on request from PBGB and Estonian Unemployment Insurance Fund (hereinafter EUIF, *Eesti Töötukassa*) (e.g., for analyses conducted on foreigners in the Estonian labour market etc.)³. According to Act on Granting International Protection to Aliens (hereinafter AGIPA) § 10¹ subsection 1 an applicant for international protection may take employment in Estonia if the decision on his or her application for international protection has not entered into force within six months as of the submission of the application for international protection due to reasons beyond the applicant's control; and according to the same paragraphs' subsection 2, an applicant for international protection may take employment in Estonia until the termination of the proceedings of his or her application for international protection.

Since 2017, there have been 26 cases where decision making regarding the submitted asylum application have taken longer than six months (2017 – 7 cases; 2018 – 7 cases; 2019 – 4 cases; 2020 – 7 cases; 2021 – 0; 2022 – 1 case) and 153 cases, where an applicant for international protection who resides in an accommodation centre, has contested the decision regarding his/her application in court and is thus waiting for the final decision (2017 – 23 cases; 2018 – 27 cases; 2019 – 30 cases; 2020 – 39 cases; 2021 – 15 cases; 2022 – 19 cases)⁴. In labour market context this number is indicative meaning that they have had the right to commence employment but not all of them have entered the labour market. Small proportion of applicants for international protection have had legal basis to stay and work in Estonia prior to submitting an application for international protection meaning that they had the right to continue employment throughout the international protection proceedings. However, statistics on this group of applicants is currently not available⁵. Hence, the number of international protection applicants who have the right to access labour market, has been relatively small.

² For example: participation rates/unemployment rates of applicants for international protection.

³ 28.10.2022 response from the PBGB to the EMN Study.

⁴ 28.10.2022 response from the PBGB to the EMN Study.

⁵ Statistics on previous years may contain data quality errors as not all relevant information systems have not interfaced with the database.

Regarding Ukrainians fleeing from war and their legal status, there are two options:

1. In accordance with the Estonian Government's 08.03.2022 decision⁶ (in force from 09.03.2022), Ukrainian citizens and their family members who fled the country after the Russian military aggression started on 24 February are granted temporary protection in Estonia. Temporary protection is a one-year residence permit that can provide security and social guarantees to Ukrainian citizens and their family members. The procedure is conducted in a simplified manner and last for about a month. Once the temporary protection has been granted, the beneficiaries can enjoy rights similar to those enjoyed by Estonian residents, for instance, the right to study, work and therefore receive health insurance. There is no obligation to apply for temporary protection. All Ukrainian citizens have the right to stay in Estonia without applying for temporary protection.
2. People who left Ukraine earlier than 24th of February but cannot return because of the war can stay in Estonia without a visa or residence permit. In addition, they can apply for international protection. While the procedure for international protection usually takes up to six months, it is conducted in a simplified manner for Ukrainian citizens and takes up to few months. Ukrainian citizens seeking international protection are provided with accommodation and subsistence for four months in the same way as war refugees seeking temporary protection. The applicants may live independently elsewhere, for example with acquaintances or relatives. The right to work in Estonia during the one-month procedure depends on whether the person previously had the right to do so. If the person was in Estonia already before the war and was working on the basis of a registration of short-term employment, he or she may continue to work during the procedure for international protection. If the person did not previously have the right to work, he or she may not work in Estonia before being granted international protection. Amendments were made into the Aliens Act and according to the amendments the right for entry and temporary stay in Estonia is valid until the decision of the Council of the EU on temporary protection is implemented.

Data is not gathered relating applicants for temporary protection entering the labour market as the process for applying is simplified and short. Period between booking an appointment at the PBGB to submitting an application for temporary protection takes about a month and after submitting the application, residence permit card is issued within hours. Thus, the applicant does not stay in the status of applicant for temporary protection for long.

EUIF gathers data and provides statistics on number of the beneficiaries of international/temporary protection related to Ukraine who have registered as unemployed since 10th of March 2022. Such data is publicly available and updated once a week and covers: number of unemployment registrations (broken down by counties, age, sex, educational level, language skills, last occupation and last field of occupation), proportion compared to general unemployment rate, number of unemployment registration endings and reasons for ending, financial benefits and services provided by the EUIF. Statistical overview is updated and provided on the EUIF webpage⁷.

In addition, the Ministry of Social Affairs in cooperation with the Statistics Estonia (*Eesti Statistikaamet*) analysed the employment situation of Ukrainian refugees under temporary protection and the Ukrainian citizens staying in the country on other grounds (residence permit, short-term employment, etc.) as of 16th October 2022. Data on individuals, including beneficiaries of international and temporary protection, was taken

⁶ Available here: <https://www.riigiteataja.ee/akt/308032022010> (available only in Estonian language)

⁷ Available here: <https://www.tootukassa.ee/en/statistics-and-research/main-statistical-indicators/beneficiaries-international-protection>

from the population register and information on the existence of an employment relationship obtained from the employment register. Analysis on the situation of Ukrainians in the Estonian labour market is available on the Statistics Estonia webpage⁸.

Q3. Are statistics available on applications/grants/refusals of the applications to access the labour market/self-employment as well as the employment rates of applicants for international protection? Yes/No If yes, then please provide the totals per year in the period 2017-2022.

No. Statistics are only available of the number of applicants for international protection who have registered themselves at the EUIF. Since 2017 to 2022 (June) the EUIF has registered 66 persons whose status has been ‘applicant for international protection’: 63 persons registered as unemployed and 3 registered as unemployed and seeking for a job⁹.

Figure 3. Applicants for international protection registered as unemployed and registered as unemployed seeking for a job, 2017-2022 (June) (Source: EUIF)

Year	2017	2018	2019	2020	2021	2022	Total
Total	13	14	13	20	4	2	66
Registered as unemployed	13	12	12	20	4	2	63
Registered as unemployed and seeking for a job	0	2	1	0	0	0	3

Q4. What are the main public and policy debates regarding applicants for international protection’s labour market integration (e.g. time frame for access, opportunities and challenges)?

As the number of applicants for international protection who have access to labour market has been relatively low, there has not been much public interest on this topic so far. Situation has changed in relation to the ongoing war in Ukraine.

The most recent legislative amendment regarding the labour market access to international protection applicants entered into force in 23.03.2015 and gave thus persons more favourable conditions for entering the labour market - from one year as of the submission of the application for asylum to six months. Amendments to the AGIPA derived from the Reception Conditions Directive¹⁰ (2013/33/EU) to ensure compliance with the EU common policy on asylum.

It has been under discussions that NGO-s, working with applicants for international protection and refugees, have found that limiting the right to enter the labour market is not always justified but rather create a situation of dependency, where applicants are forced to depend on social benefits and on the help of NGO-s and state. Entering the labour market can be beneficial for both the state as well for the applicant: right to work reduces the costs of the host country, generate additional income in the form of labour taxes and increase cases of illegal employment or criminal behaviour while the applicant can maintain work habits, self-esteem and integrate to the society more successfully. Debates and suggestions have thus focused on either shortening the time-limit for entering the labour market or allowing the applicants to access certain economic sectors. But as the number of applicants for international protection has remained

⁸ Available here: <https://www.stat.ee/en/find-statistics/short-term-statistics/ukrainians-estonian-labour-market>

⁹ 28.10.2022 response from the EUIF on the EMN Study.

¹⁰ Directive 2013/33/EU of the European Parliament and of the Council laying down standards for the reception of applicants for international protection.

relatively low, there have been no substantial debates. More debates have been held on general change and need for bringing workforce as well as highly-skilled ICT specialists from abroad.¹¹

However, since Russian aggression in Ukraine and the EU's decision to launch the temporary protection directive, public and policy debates have focused on the support the state should provide for Ukrainians in order to make the adaptation procedure as quick and smooth as possible. Public debates have focussed on the access to education and labour market as well as on housing and wages with a special attention to the fact that most people fleeing from Ukraine are women and children. The Ministry of Social Affairs, the Estonian Trade Union Confederation and the Estonian Employers' Confederation emphasized in a joint statement¹² that Ukrainians fleeing from war must be treated equally with local residents on the labour market i.e. the wage should correspond to their skills and abilities and that vulnerable refugees should not be treated as low-cost labour.

In order to avoid possible exploitation and make it easier for the employers to hire Ukrainians, several amendments to the Aliens Act¹³ were made (came into force 14th of May 2022) including setting a wage requirement for the employers: according to the Aliens Act § 309¹⁵ an employer is required to pay remuneration at least equal to the average annual gross monthly salary of Estonia of the area of activity in which employment is commenced, last published by Statistics Estonia, and the coefficient of 0.8 multiplied. The calculation of the average gross monthly salary of an area of activity is based on the letter code of the Estonian Classification of Economic Activities EMTAK. It is important to note that under general conditions wage requirements apply to short-term employment and applying for a temporary residence permit for employment (at least equal to the average annual gross monthly salary last published by the Statistics Estonia) and working as a top specialist (at least equal to the average annual gross monthly salary multiplied with the coefficient of 1,5).

In order to mediate vacancies, the EUJIF has listed employers and job posts for arriving Ukrainians¹⁴. One of the biggest employment portals www.cv.ee also made a special category on their webpage called "Вітаємо українців" for employers willing to hire Ukrainians living in Estonia.

Section 2: Integration policies in the EMN Member States and Observer Countries

This part of the study describes the Member State's organisational approach towards labour-market integration policy and analyses how applicants of international protection are addressed in national labour market integration policies for third-country nationals.

Q5. Does your state have a specific policy/ strategy to support the labour market integration of third-country nationals? Yes/No^{15 16}

No. There is a general approach focusing on integration, including labour market integration. In regard to migration and labour market policies, Estonia is mainly focused on attracting highly-qualified workers to alleviate shortages of skilled labour. Thus, different strategies and action plans also address the aspects of integration of third-country nationals commencing employment in Estonia in general.

¹¹ 18.11.2022 response from the Ministry of Interior to the EMN Study

¹² Available here: <https://www.sm.ee/ua-uhisavalduks> (only in Estonian language)

¹³ Available here: <https://www.riigiteataja.ee/en/eli/505092022004/consolide>

¹⁴ Available here: <https://www.onlineexpo.com/en/work-for-ukrainians-in-estonia/>

¹⁵ Please note that measures aimed at supporting labour market integration of applicants are discussed in section 4.

¹⁶ Please note that regional/local level strategies/policies should be reported only if national is not available.

Ministry of Culture's development plan "Integration Estonia 2020"¹⁷ served as a basis for the implementation and budgeting of the integration policy for 2014-2020. Main objectives (for third-country nationals as well) included:

- Activities supporting active social participation and strengthening a common communication space;
- Activities which help to make society more tolerant and open, stressing the importance of cooperation between different ethnic groups and creating open attitudes encouraging integration in society;
- Activities supporting active participation in the labour market and ensuring equal opportunities;
- Language learning activities, in addition to formal language training, targeted at improving language skills through practical language use;
- Activities introducing possibilities of practical participation in Estonian culture;
- Flexible activities promoting adaptation targeted at newly arrived foreigners.

In 2017, Estonia made significant changes to the immigration system in order to address the needs of economy and attract skilled migrants. Legislative amendments were supported by the adoption of a revised Work in Estonia Action Plan. Work in Estonia¹⁸ is an initiative operated by Enterprise Estonia that aims to simplify the process of employing overseas experts in local companies and promote Estonia as a good destination for foreign employees. The main activities of this Action and Communications included advertising groups via social media and providing both employers and employees with relevant information. In 2018, one-stop-shop service centre International House of Estonia¹⁹ was opened with the aim to provide consultation and public authority services mainly for international newcomers in Estonia and local employers.

As of January 2018, EUIF began to provide employment-related mentoring to beneficiaries of international protection in the framework of "My First Job in Estonia"²⁰ program which targets beneficiaries of international protection and those who have received a certificate authorizing them to work in Estonia as an applicant for international protection. The goal of the program is to increase the participation in employment and to contribute to target group's self-sufficiency, adaptation and integration into Estonian society.²¹

In 2020, Estonian Integration Monitoring was conducted²², concentrating also on employment and subsistence. The results of the survey and other similar surveys indicated that in comparison with the residents of other nationalities, Estonians are in a better position on the labour market and they also cope better economically. The differences in the economic and social situation in Estonia are decreasing, but people of other nationalities are more vulnerable in the case of a recession.

In November 2021, the government approved new "Cohesive Estonia Development Plan 2021-2030"²³ that sets goals for integration, including adaptation of newly-arrived migrants, for the next ten years. Main objectives also include increasing the number of foreigners participating in the labour market, cultural life, and sports.

In 2021, two central development plans within the migration and asylum area were approved by the government. In June 2021, the government approved the "Internal

¹⁷ Available here: https://integratsioon.ee/sites/default/files/loimuv_eesti_2020.pdf (only in Estonian language)

¹⁸ Available here: <https://www.workinestonia.com/>

¹⁹ Available here: <https://workinestonia.com/internationalhouse/>

²⁰ Available here: <https://www.tootukassa.ee/en/services/employers/supporting-employment-beneficiary-international-protection>

²¹ 28.10.2022 response from the EUIF to the EMN Study.

²² Available here: <https://www.kul.ee/en/estonian-integration-monitoring-2020>

²³ Ministry of Culture, Thematic page „Social Agreement of the New Era – Cohesive Estonia 2030, available here: <https://www.kul.ee/en/news/social-agreement-new-era-cohesive-estonia-2030>

security development plan 2020-2030"²⁴. Among other topics, the development plan sets goals for Estonian migration, citizenship and identity management policy. Later, in November, the government approved the "Cohesive Estonia Development Plan 2021–2030"²⁵ that sets goals for integration, including adaptation of newly-arrived migrants, for the next ten years.

Enterprise Estonia developed a new action plan for Work in Estonia for the period of 2021- 2025²⁶. The main priorities set in the action plan are to attract highly-skilled workers to alleviate the shortage of skilled labour in the ICT sector and natural sciences, and support employers when hiring foreign specialists. The action plan sets out a goal to attract 3000 new highly-skilled workers by 2025 (i.e. 600 per year). The action plan was approved by the government in February 2022.

Estonian Qualifications Authority (OSKA)²⁷ carries out regular analysis on the situation of the Estonian labour market, including the need for foreign workforce. Most recent studies include "Estonian Labour Market Today and Tomorrow 2018" and "Estonian Labour Market Today and Tomorrow 2019-2027"²⁸.

a. if yes, does it encompass applicants of international protection? Yes/No

No, not specifically. While excluding the year 2022, over the past five years from 2017 to 2021, Estonia has received 511 applications for international protection which is a relatively low number. There have been 277 beneficiaries of international protection which makes the approval rate 54,2%. As applicants for international protection are not allowed to commence employment unless the decision on their application for international protection has not entered into force within six months and the number of those applicants, who have had a legal basis to stay and work in Estonia prior to applying for international protection (in which case they may continue employment throughout the international protection proceedings), proportion of applicants who have the right to commence employment is small compared to other third-country nationals in the labour market (180 cases in total during the past 5 years). As stated above, from the total of 180 persons whose status has been 'an applicant for international protection' and who have had the right to access labour market, EUIF has registered 66 persons as unemployed or unemployed and seeking for a job (36,6% of all asylum applicants who have had the right to access labour market). In labour market context this number is indicative as small proportion of applicants for international protection have had legal basis to stay and work in Estonia prior to submitting an application for international protection meaning that they had the right to continue employment throughout the international protection proceedings. However, statistics on this group of applicants is currently not available.

i. if yes, please provide a brief outline of the strategy / policy in place in your country to integrate applicants of international protection into the labour market.

N/A

ii. if no, please answer question 5b below

²⁴ Ministry of the Interior, Thematic page "Internal security development plan 2020-2030" (in Estonian), available here: www.siseministeerium.ee/stak2030

²⁵ Ministry of Culture, Thematic page „Social Agreement of the New Era – Cohesive Estonia 2030, available here: <https://www.kul.ee/en/news/social-agreement-new-era-cohesive-estonia-2030>

²⁶ Work in Estonia, „Action plan for Work in Estonia for 2021-2025", available here: <https://www.koda.ee/sites/default/files/content-type/content/2021-10/V%C3%A4listalentedide%20kaasamise%20tegevuskava%202021%20-%202025.pdf> (only in Estonian language)

²⁷ The Estonian Qualifications Authority (*Kutsekoda*) is a private legal entity aimed to increase the competitiveness of Estonian employees and promote the development, assessment, recognition and comparison of their occupational competences.

²⁸ Available here: <https://oska.kutsekoda.ee/en/estonian-labour-market/estonian-labour-market-today-tomorrow/>

- b. if no, how is the labour market integration of applicants for international protection addressed? Is there a mainstreaming labour market integration approach applicable? Yes/No

No. Please see answer 5a above and 5i below.

- i. if no, please provide a reason, if available, and describe briefly how international protection applicants are treated in practice with regard to labour market integration.

In Estonia applicants for international protection are not allowed to commence employment unless the decision on their application for international protection has not entered into force within six months or they had a legal basis to stay and work in Estonia prior to submitting an application for international protection. Thus, the proportion of potential applicants who are allowed to work, is small compared to other third-country nationals in the labour market.

In practice, an applicant for international protection is entitled to receive counselling service throughout the procedure. Counselling is organised in accommodation centres (accommodation centre for asylum seekers in Vao and Vägeva²⁹), detention centre and if the applicant lives outside the accommodation centre, in a place agreed with the counsellor. If the applicant has the right to be employed, he/she can contact the counsellor and/or the EUIF and receive all necessary assistance in order to be registered as unemployed and to start seeking for employment. Voluntary work is not regulated – applicant for international protection may engage in volunteer work throughout the proceedings. In accommodation centres, different activities are organized in order to maintain the residents' working skills and working habits (e.g., different projects such as community restaurant, community work etc.).

In case an applicant for international protection has had a legal basis to stay and work in Estonia prior to applying for international protection. In this case, the prohibition from taking employment or engaging in enterprise during the proceedings for international protection set in § 11 subsection 7 of AGIPA does not apply and the applicant may continue employment or engage in business throughout the international protection proceedings.³⁰

Q6. Have there been any major changes in the strategy/policy to support the labour market integration of third-country nationals within the temporal scope of the study (January 2017 – June 2022)? Yes/No

- a. If yes, please explain briefly the content, including what was the driver and objective for these changes?

Yes. Major changes are related to Russian military aggression in Ukraine starting on 24th of February 2022. In accordance with the Estonian Government's 08.03.2022 decision (regulation entered into force on 09.03.2022)³¹, Ukrainian citizens and their family members who fled the country after the 24th of February are granted temporary protection in Estonia. Temporary protection is a one-year residence permit that can provide security and social guarantees to Ukrainian citizens and their family members. The procedure is conducted in a simplified manner. Once the temporary protection has been granted, the beneficiaries can enjoy rights similar to those enjoyed by Estonian residents, for instance, the right to study, work and therefore receive health insurance. There is no obligation to apply for temporary protection.

²⁹ Operated by AS Hoolekandeteenused, available here: <https://www.hoolekandeteenused.ee/majutuskeskus/en/>

³⁰ 18.11.2022 response from the Ministry of Interior to the EMN Study.

³¹ Available here: <https://www.riigiteataja.ee/akt/308032022010> (only in Estonian language)

People who left Ukraine earlier than 24th of February but cannot return because of the war can stay in Estonia without a visa. In addition, they can apply for international protection. The right to work in Estonia during the one-month procedure depends on whether the person previously had a legal basis to do so. If the person was in Estonia already before the war and was working on the basis of a registration of short-term employment, he or she may continue to work during the procedure for international protection. If the person did not previously have the right to work, he or she may not work in Estonia before being granted international protection.

On March 19th 2022, Estonian Government's regulation³² entered into force allowing Ukrainian citizens whose short-term employment was registered with the PBGB as of 24th of February 2022 and whose permitted period of employment in Estonia had already ended or ended before 31st of May 2022, to continue working until 31st of May 2022.

In addition to these regulations, several amendments were made to the Aliens' Act which specified the provision of legal basis for arrival and temporary stay in Estonia as well as employment. Amendments came into force on 24.05.2022:

- Legal basis for arrival and temporary stay:
Amendment § 309¹⁴ 'Specification of provision of legal basis for arrival in Estonia and temporary stay in Estonia'. Due to the military conflict in Ukraine, legal basis for entry and temporary stay in Estonia were provided to those to whom temporary protection may be applied and those who stayed in Estonia before 24th of February 2022.
- Employment:
Amendment § 309¹⁵ 'Specification of employment' such as not applying conditions on registering short-term employment and setting a minimum gross monthly salary in order to avoid possible exploitation for those unable to return or those fleeing from the war. Remuneration equal to the average annual gross monthly salary of Estonia of the area of activity in which employment is commenced, last published by Statistics Estonia, and the coefficient of 0,8 multiplied was set.

Several webpages were made offering all necessary information regarding entering and staying in Estonia, services offered and employment related information.³³

Q7. Are specific governance structures in place to support the labour market integration of international protection applicants? If yes, please provide an organigram or overview of the institutional framework for developing and implementing relevant strategy/policies/measures on the labour market integration of applicants for international protection.

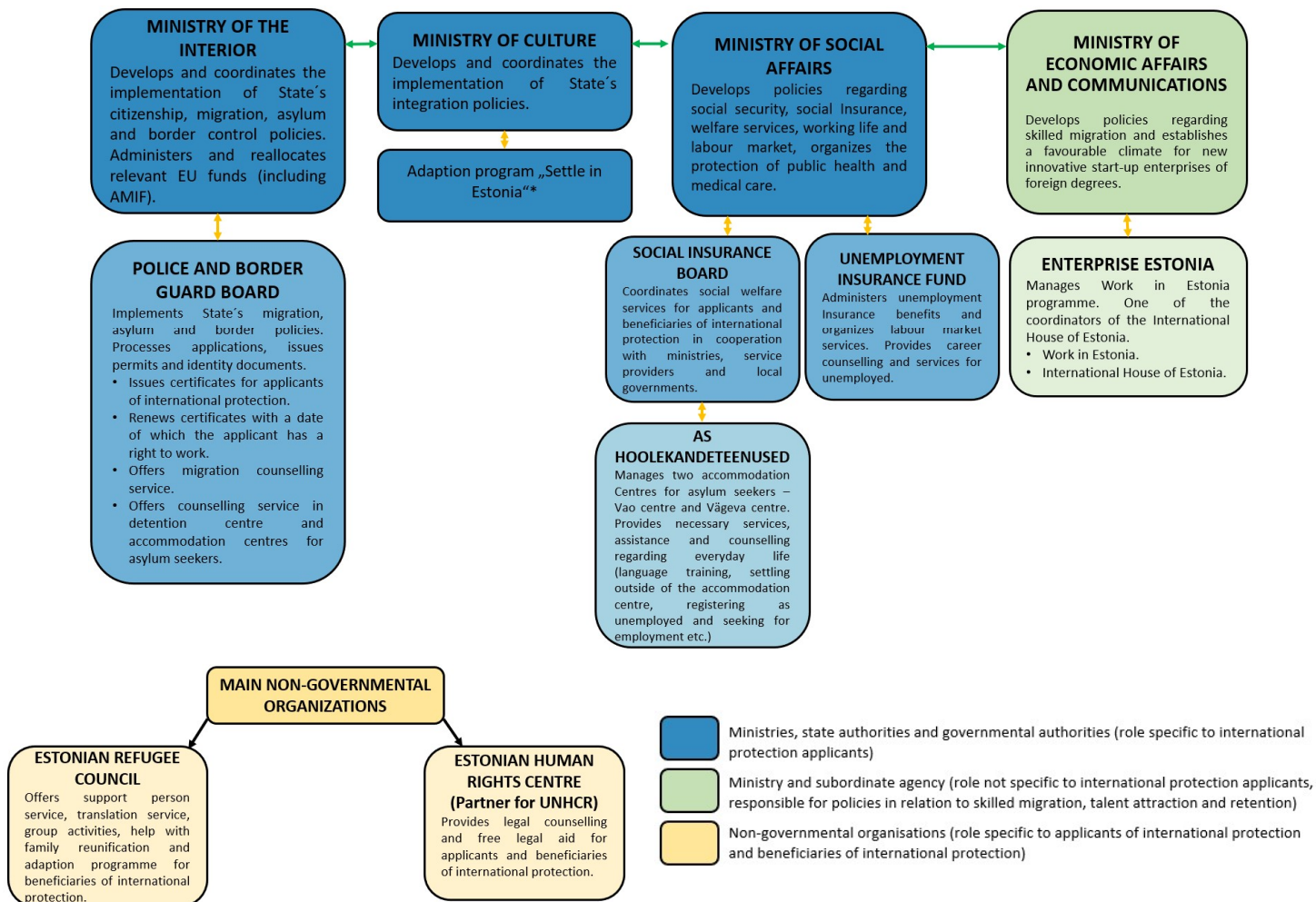
- a. describe the key stakeholders and their role (government departments, public authorities, trade unions, employers' associations, NGOs, others?)
- b. indicate the responsibilities of the different key actors, noting whether their role is specific to international protection applicants or more general.

Include national / regional /local structures where relevant.

³² Available here: <https://www.riigiteataja.ee/akt/116032022024> (only in Estonian language)

³³ Such as:

1. <https://www.tooelu.ee/en/392/ukrainian-war-refugees-and-employment-relations>
2. <https://kriis.ee/en/security-situation-europe/ukrainian-war-refugees>
3. <https://www.tootukassa.ee/en/news/unemployment-insurance-fund-opened-job-offer-environment-ukrainian-war-refugees>
4. <https://www.politsei.ee/en/instructions/information-on-the-war-in-ukraine>



* Implemented by the Ministry of Interior. As of May 2021, the Ministry of Culture has been responsible for this field of activity.

Section 3: Accessing the labour market (employment and self-employment)

This part of the study describes how applicants of international protection can access the Member States' and Observer Countries' labour markets as well as enter self-employment.

Section 3.1. Procedures for accessing the labour market

Q8. Please describe the procedure required to enter the labour market/self-employment for an applicant for international protection in your state.

a. Does your state regulate differently access to employment or self-employment?

No, access to employment or self-employment is not regulated differently.

b. Please provide in your response an overview of the applicable legal framework and make a clear distinction between what is prescribed in laws, policy documents and practice.

According to AGIPA § 11 subsection 7, an applicant is prohibited from taking employment in Estonia or engaging in enterprise during the proceedings for international protection or application for residence permit based on temporary protection except in the case provided in § 10¹.

AGIPA § 10¹ subsection 1 states that an applicant for international protection may take employment in Estonia if the decision on his or her application for international

protection has not entered into force within six months as of the submission of the application for international protection due to reasons beyond the applicant's control. According to the same paragraphs' subsection 2, an applicant for international protection may take employment in Estonia until the termination of the proceedings of his or her application for international protection.

Prohibition from taking employment or engaging in enterprise during the proceedings for international protection set in § 11 subsection 7 of AGIPA does not apply if the applicant for international protection had a legal basis to stay and work in Estonia prior to submitting an application for international protection. In that case, the applicant may continue employment and engage in business throughout the international protection proceedings.

According to AGIPA § 51 subsection 1, the PBGB provides the applicant with a certificate card of an applicant for international protection within three working days of the submission of the application. The format of the certificate of an applicant for international protection and a list of information entered therein is set with the regulation no 7 of the Minister of Interior³⁴ (in force from 29.02.2016). This certificate includes personal information of the applicant (name, date of birth, identification code, citizenship, place of residence), photo, signature, validity of the certificate, serial number and applicant's right to work (with the starting date).

If six months have passed since the applicant submitted his/her application for international protection and (final) decision on this application has not yet been made, PBGB issues the applicant for international protection a new certificate where a note regarding their right to work and date when they can start working will be added in addition to other details. This data is also entered into relevant databases and thus visible to other authorities/institutions. The applicant of international protection does not have to cover any costs as the certificate is provided by the state free of charge. The right to work for applicant for international protection ends once the applicant receives a negative response to their application for international protection and they are obliged to leave the country. The right to work for applicant for international protection also ends when the applicant receives a positive reply to their application for international protection (the decision may be made earlier than six months) and receive a status of beneficiary of international protection as from that point on they have a right to work as a beneficiary of international protection.

According to AGIPA § 3¹ a final decision is:

- a decision made by the PBGB with regard to the dismissal of an application or revocation of international protection, which has not been contested in an administrative court during the time-limit for an appeal;
- a decision of the PBGB with regard to the dismissal of an application or revocation of international protection, the appeal against which has been dismissed by the administrative court;
- a decision of the PBGB, including the decision arising from the respective guidelines of the administrative court, to recognise an applicant as a refugee or a person eligible for subsidiary protection and grant international protection to him or her.

Right to commence employment applies to those applicants for international protection who are placed in an accommodation centre for asylum seekers and who have settled outside of an accommodation centre. PBGB offers free counselling service throughout

³⁴ The format of the certificate of an applicant for international protection and the list of information entered therein, available here: <https://www.riigiteataja.ee/akt/126022016004> (only in Estonian language)

the international protection proceedings to all applicants in detention centre, in accommodation centres (Vao and Vägeva) as well as outside in a place agreed with the counsellor in case the applicant has settled outside of an accommodation centre.

If the applicant has the right to be employed, he/she can contact the counsellor and/or the EUIF and receive all necessary assistance in order to be registered as unemployed and to start seeking for employment.

The process to be registered as unemployed is the same for all³⁵. To be registered as unemployed, there are two ways to submit an application:

1. via e-Töötukassa (online)
2. in person at an EUIF branch

To register as unemployed, the EUIF counsellor will ask the client for relevant information and enter it into the EUIF's information system. During the first counselling session, the counsellor will draw up an action plan to help the applicant in his/her job search. An action plan and a summary of the counselling will be sent to the applicant after each counselling session. Each client is appointed with a personal counsellor.

If registered as unemployed, EUIF will help to:

- find job offers and a suitable job,
- receive information about the labour market situation and job search opportunities,
- prepare the documents required for applying,
- improve skills to make job-related choices,
- gain the practical work experience needed to find a job and improve the professional knowledge and skills needed to get a job,
- start a business,
- resolve obstacles to finding or starting work,
- prepare CV in e-Töötukassa based on the information in EUIF's database.

Section 3.1.1. Employment (If the access is regulated differently for employment and self-employment)

Q9. What is the minimum period from lodging an application for international protection after which an applicant has access to the labour market?³⁶

According to AGIPA § 10¹ subsection 1, an applicant for international protection may take employment in Estonia if the decision on his or her application for international protection has not entered into force within six months as of the submission of the application for international protection due to reasons beyond the applicant's control. According to the same paragraphs' subsection 2, an applicant for international protection may take employment in Estonia until the termination of the proceedings of his or her application for international protection.

Q10. Please describe the reasoning related to the minimum period of accessing the labour market and conditions of access to the labour market/self-employment.

The most recent legislative amendment regarding the labour market access to international protection applicants entered into force in 23.03.2015 and gave them more favourable conditions for entering the labour market with reducing the time limit for accessing the labour market from one year to six months. Bases for amending the regulation derived from the Reception Conditions Directive Recast (2013/33/EU).

³⁵ Available here: <https://www.tootukassa.ee/en/services/job-search/unemployment-registration>

³⁶ According to the Reception Conditions Directive Recast (2013/33/EU) article 15(1) Member States shall ensure that applicants have access to the labour market no later than 9 months from the date when the application for international protection was lodged if a first instance decision by the competent authority has not been taken and the delay cannot be attributed to the applicant.

Reason for setting a six-month deadline is, among other things, the wish to avoid exploitation of the system by applicants who may come to Estonia in search for economic well-being and use the application procedure/processing period for the purpose of starting employment. On the other hand, current AGIPA takes into account the interests of the applicants for international protection, making the commencement of employment and independent maintenance possible after a reasonable time when the applicant has had the opportunity to integrate³⁷.

Q11. Is the right to access the labour market automatic after a specified period? Yes/No

Yes. The right to access labour market is related to the proceedings regarding the submitted application for international protection and the status of the foreigner. There are two options how a person with a status of an applicant for international protection can commence work:

1. if the decision on his/her application for international protection has not entered into force within six months as of the submission of the application due to reasons beyond his/her control;
2. if the alien in question had a legal basis to stay and work in Estonia prior to submitting an application for international protection, he/she may continue employment throughout the international protection proceedings.

The process is automatic: applicant does not need to submit anything. If six months have passed since the applicant submitted his/her application for international protection and (final) decision on this application has not yet been made, PBGB issues the applicant for international protection a new certificate where a note regarding their right to work and date when they can start working will be added in addition to other details. Data regarding the right to commence employment is also entered into relevant national databases and thus visible to other authorities/institutions. The applicant of international protection does not have to cover any costs as the certificate is provided by the state free of charge.

If the final decision is positive, applicants' status changes to beneficiary of international protection, he/she will receive a residence permit and may either continue or commence employment. If the final decision is negative, the right to work will terminate if the applicant no longer has a legal basis to stay in Estonia (i.e., a final decision regarding his/her application for international application has entered into force).³⁸

Q12. What kind of documents are necessary in order to access the labour market?³⁹

After submitting an application for international protection, within three days PBGB will issue a certificate of an applicant for international protection. This certificate includes personal information of the applicant (name, date of birth, identification code, citizenship, place of residence), photo, signature, validity of the certificate, serial number and applicant's right to work (with the starting date).

If six months have passed since the issuance of the certificate, PBGB will issue a renewed certificate which will include the date starting from which the applicant has the right to work. No additional documents are necessary.⁴⁰

³⁷ 18.11.2022 response from the Ministry of Interior to the EMN Study.

³⁸ 28.10.2022 response from the PBGB to the EMN Study.

³⁹ According to Reception Conditions Directive Recast (2013/33/EU) article 6, Member States shall ensure applicants have a document that proves they are applicant.

⁴⁰ 28.10.2022 response from the PBGB to the EMN Study.

Q13. Is a work permit or another type of administrative application/decision necessary for accessing the labour market? Yes/No

No.

- a. if yes, please specify:
 - i. who is required to submit the application, the applicant/employer/jointly by both?
 - ii. which authority is responsible for granting access to the labour market?
 - iii. what are the criteria for obtaining the work permit?
 - iv. what is the average duration of the procedure to grant access to the labour market? If applicable, please also add any official time limits according to law/policy.

N/A

Section 3.1.2. Self-employment (if the access is regulated differently for employment and self-employment)

Q14. Is self-employment of international protection applicants permitted in your state? Yes/No

- a. if yes:
 - i. what is the minimum period from lodging an international protection application after which an applicant has access to self-employment?
 - ii. which authority is responsible for granting access to self-employment?

Yes. Same conditions apply to self-employment as to accessing labour market - an applicant for international protection may take employment in Estonia if the decision on his or her application for international protection has not entered into force within six months as of the submission of the application for international protection due to reasons beyond the applicant's control and until the termination of the proceedings of his/her application for international protection. The right to work for applicant for international protection ends once the applicant receives a negative response to their application for international protection and they are obliged to leave the country. The right to work for applicant for international protection also ends when the applicant receives a positive reply to their application for international protection (decision may be made earlier than six months) and receive a status of beneficiary of international protection as from that point on they have a right to work as a beneficiary of international protection.

Prohibition from taking employment or engaging in enterprise during the proceedings for international protection set in § 11 subsection 7 of AGIPA does not apply if the applicant for international protection had a legal basis to stay and work in Estonia prior to submitting an application for international protection. In that case, the applicant may continue employment and engage in business throughout the international protection proceedings.

EUIF does not specifically support or have any special measures in place to support self-employment for international protection applicants. However, if a person wishes to start a business, the EUIF counsellor will provide necessary information about the forms of self-employment in Estonia and will refer the interested party to www.eesti.ee portal for further information.

EUIF provides a business start-up subsidy in a maximum amount to 6000 euros but this is not targeted to international protection beneficiaries nor applicants *per se*.⁴¹

Business consultations are provided by:

- Country development centers;
- Tallinn Business Incubators;
- Tartu Center for Creative Industries;
- Enterprise Services of the Tallinn Strategic Management Office.

Section 3.2. Conditions and limitations in accessing the labour market

Please provide a reference to the legal base (where relevant, linking it to what is described in Q8, if applicable, and make a clear distinction between what is prescribed in laws, policy guidance and practice).

Q15. If applicable, please describe the period of validity and conditions of the authorisation to access the labour market/self-employment.

The period of validity is directly related to the proceedings regarding the submitted application for international protection and thus the status of the foreigner in question.

If the decision on application for international protection has not entered in force within six months as of the submission of the application due to reasons beyond applicants' control, the applicant is allowed to work until the termination of the proceedings i.e., until the final decision has been made including the contestation in court proceedings. Hence, the right to work will terminate if the applicant no longer has a legal basis to stay in Estonia.

If the applicant had a legal basis to stay and work in Estonia prior to submitting an application for international protection, he/she can continue to work throughout the proceedings until a final decision has been made as addressed above.

Q16. Is the authorisation limited to certain employment sectors or occupations? In other words, are applicants for international protection excluded from some labour market sectors or from certain occupations? Yes/No.

If yes, from which ones?

Yes. Limitations regarding third country nationals in general apply in civil service (or public-law service) i.e., employment as officials in state and local government authorities such as the police, prison and rescue officers, foreign service and prosecutor's service officials, active servicemen etc. for which the requirement includes Estonian citizenship and at least a secondary education. Only Estonian citizens can be appointed to a post related to the directing of the authorities, the exercise of state supervision, the national defence and judicial power, the processing of state secrets or classified information of foreign states, the representing of public prosecution or diplomatic representation of the state, and the posts in which an official has the right, in order to guarantee public order and security, to restrict the fundamental rights and freedom of a person⁴².

Other limitations are tied to language and qualification requirements in general. For example, some positions require Estonian and/or another language proficiency on different levels (e.g., up to C1 level for working as a lawyer, teacher etc.) and certain qualifications.

Q17. Is employment restricted to a single employer?

⁴¹ 28.10.2022 response from the EUIF to the EMN Study.

⁴² Civil Service Act, § 42 subsection 2, available here: <https://www.riigiteataja.ee/en/eli/530082022003/consolide>

No. As the applicant for international protection who has a right to commence employment does not have a residence permit and thus does not fall under the scope of the Aliens' Act which regulates the bases for entry, stay and employment in Estonia, employment is not restricted to a single employer.

Q18. If applicable, please describe the conditions and procedures of the renewal of the authorisation to access the labour market. Are they the same for all employment sectors and occupations?

N/A

Q19. Does your Member State give priority to EU and EEA citizens (Art. 15/2 clause 2 of the Reception Conditions Directive Recast (2013/33/EU)) and to other legally resident third-country nationals in accessing the labour market? Yes/No

- a. if yes, please specify how priority is given in law/policy and in practice (labour market test, minimum share of employment by EU/EEA nationals, occupations lists etc.)?

In general, Aliens' Act has labour market related regulations specifically in terms of residence permits for employment. Firstly, employment and business migration from third countries to Estonia is regulated by annual immigration quota which shall not exceed 0.1 per cent of the permanent population of Estonia annually⁴³. Secondly, if an alien who is not a citizen of the European Union, a member state of the European Economic Area or the Swiss Confederation wishes to stay in Estonia for the purpose of employment and applies for a temporary residence permit for employment, the employer must generally have EUIF's permission to hire that alien before the residence permit application is submitted.⁴⁴

As an applicant for international protection does not have a residence permit and may work under set conditions whilst having a certificate of an applicant for international protection, he/she does not fall under the scope of the Aliens' Act meaning that it is difficult to answer the question as simply 'yes' or 'no'.

The immigration quota⁴⁵ includes temporary residence permits granted for employment and enterprise and on the basis of an international agreement. High added-value employment migration to Estonia has been simplified with amendments to the Aliens' Act. The immigration quota does not include information and communication technology employees as well as foreigners employed at a start-up company or engaged in start-up business. Neither does the quota include family and education migration, employment as teaching staff, acting as a large investor and employment as a top specialist to whom the employer pays 1,5 times gross monthly Estonian salary. The quota also does not include European Union citizens and their family members, the citizens of the United States of America, Japan and United Kingdom, and applicants for international protection.

The employer requires the EUIF's permission to fill the job position with an alien in the following cases:

- an alien applies for a temporary residence permit for employment;
- an alien applies for a temporary residence permit for employment as a temporary agency worker;
- an alien applies for a temporary residence permit for a transfer within a company;
- an alien changes their employer;
- an alien applies for the EU Blue Card;

⁴³ § 113 of the Aliens' Act, available here: <https://www.riigiteataja.ee/en/eli/505092022004/consolide>

⁴⁴ § 177 of the Aliens' Act, available here: <https://www.riigiteataja.ee/en/eli/505092022004/consolide>

⁴⁵ For example, immigration quota for the year 2021 was 1315.

- an alien lives in Estonia on the basis of the EU Blue Card and wants to stop working at their current employer within the first two years of the EU Blue Card validation period, for which they were issued the EU Blue Card, and start working for another employer.

Thus, the permission from the EUIF can be provided if the vacant position cannot be filled by employing an Estonian citizen or a citizen of the European Union or an alien residing in Estonia on the basis of a residence permit who meets the requirements for qualifications and professional skills for such position, and filling of the vacant position by employing an alien is justified considering the situation in the labour market and based on the data provided by the EUIF. Alien in question must have the qualifications, education, health, work experience, special skills and knowledge required for the job.

Specifications when it is not necessary to apply for a permission from the EUIF are listed in § 181 of the Aliens' Act:

- applicant is a clergyman, nun or monk invited by religious associations (PBGB will coordinate the employer's invitation with the Ministry of Interior);
- applicant is holding a long-term residence permit of the EU Member State;
- applicant is a journalist accredited by the Ministry of Foreign Affairs;
- applicant has the right, proceeding from international agreement, for employment in Estonia without a special work permit;
- applicant has the right, proceeding from international agreement, to work in Estonia without a work permit;
- applicant applies for a residence permit for employment as a teacher or member of academic staff in an educational institution of Estonia;
- applicant applies for a residence permit for work in a performing arts institution as a person engaged in creative activities;
- applicant applies for a residence permit for carrying out professional activities as a sportsman, coach, referee or sports official;
- applicant is a posted worker in the meaning of the Working conditions of Employees posted to Estonia Act⁴⁶;
- applicant applies for a residence permit for employment for the purpose to perform managerial or supervisory functions of a legal person registered in Estonia, which is governed by public law;
- applicant has acquired higher education in Estonia in Bachelor's, Master's or Doctor's degree studies;
- applicant applies for a residence permit for employment with a start-up.

Q20. Are there any other limitations in place, either in law or in specific measures relating to applicants of international protection for accessing labour market / self-employment?

No.

Section 4: Support measures to enhance labour market integration and self-employment

This part of the study looks at examples of labour market integration measures targeting applicants of international protection.

Please indicate (where applicable) in the table below the main policy or legislative measures,⁴⁷ and their rationale and aims, that make up your policy / strategy (according

⁴⁶ Available here: <https://www.riigiteataja.ee/en/eli/517102022003/consolide>

⁴⁷ Please make sure legislative and policy actions are distinguished from each other.

to answer to Q5 above) to support the labour market integration/self-employment of applicants for international protection, by integration area. Please focus on measures that specifically aim at facilitating labour market access for the international protection applicants.

Area/component	Overview of the main measures Please describe the rationale, scope and aim under each area.	Stakeholders Please describe the stakeholders involved, where applicable at state, regional and local level (public authorities, trade unions, employers' associations, NGOs, others?)	Target group Please indicate whether the measures address applicants for international protection in general or particular categories of applicants for international protection (e.g. women or minors of working age)?
1. Language acquisition	<p>Estonian language courses</p> <p>Estonian language training is offered in the PBGB's detention centre and in accommodation centres for asylum seekers in Vao and Vägeva. Aim of language training</p>	Ministry of Interior, PBGB, contractual partners	Target group includes: (1) applicants for international protection either in a detention centre, accommodation centre for asylum seekers or applicants living outside the accommodation centres, and (2) irregular migrants in detention centre.
	<p>Program "Settle in Estonia" language training module</p> <p>A1 and A2-level Estonian language trainings. A1-level lasts approximately 3 months (100 academic hours) and A2-level approximately 5 months (150 academic hours).</p>	Ministry of Interior, as of May 2021 the Ministry of Culture is responsible for the program, contractual partners such as the Estonian Refugee Council.	Target group includes: (1) newly arrived migrants and (2) beneficiaries of international protection.
	<p>Program "Settle in Estonia" A1-level Estonian language course for temporary protection holders</p> <p>A1-level lasts approximately 3 months (100 academic hours).</p>	Ministry of Interior, as of May 2021 the Ministry of Culture is responsible for the program, contractual partners such as the Estonian Refugee Council.	Target group includes beneficiaries of temporary protection.
2. Vocational education and training			

Area/component	Overview of the main measures	Stakeholders	Target group
(including reskilling schemes)			
3. Civic integration courses	<p>Program “Settle in Estonia”</p> <p>The program called “Settle in Estonia”⁴⁸ is comprised of various training programmes, provides an overview of how the Estonian state and society function and how daily life is organised. The program provides information on topics related to work and entrepreneurship in Estonia, as well as studying, doing research and family life, and also includes the study of basic Estonian (A1 and A2). Participants can also take part in discussions, share experiences and find answers to the most important questions related to adaptation in Estonia. All the training modules include real life examples that help to better understand what has been learned and how to apply the acquired knowledge in everyday life. A1 and A2 language training courses also take place in Tallinn, Tartu and Narva, and as of the beginning of 2021, language training have been conducted without an intermediate language. “Settle in Estonia” has a special module for beneficiaries of international protection⁴⁹ which aims at</p>	<p>Please describe the stakeholders involved, where applicable at state, regional and local level (public authorities, trade unions, employers’ associations, NGOs, others?)</p> <p>Ministry of Interior, as of May 2021 the Ministry of Culture is responsible for the program, contractual partners such as the Estonian Refugee Council.</p>	<p>Please indicate whether the measures address applicants for international protection in general or particular categories of applicants for international protection (e.g. women or minors of working age)?</p> <p>Target group includes: (1) newly arrived migrants, (2) beneficiaries of international protection.</p>

⁴⁸ Available here: <https://www.settleinestonia.ee/>

⁴⁹ Available here: https://www.pagulasabi.ee/sites/default/files/settleinestonia_voldikveebi_eng.pdf

Area/component	Overview of the main measures Please describe the rationale, scope and aim under each area.	Stakeholders Please describe the stakeholders involved, where applicable at state, regional and local level (public authorities, trade unions, employers' associations, NGOs, others?)	Target group Please indicate whether the measures address applicants for international protection in general or particular categories of applicants for international protection (e.g. women or minors of working age)?
	<p>increasing awareness on Estonian societal values, rights and duties, welfare and health care system, educational system, possibilities on entering the labour market and receiving services and support if necessary. For beneficiaries of international protection, the program is mandatory. It is carried out by the Estonian Refugee Council and the International Organization for Migration (IOM). As a rule, training is provided in participants' native language. For less common languages, interpreters are used. Training course consists of 4 days in the classroom and one day for different interactive activities.</p> <p>Modules are the following: basic module, studying module, family life module, research module, work module, language training module, international protection module, entrepreneurship module, adaption program module for temporary protection holders and A1 level Estonian language course for temporary protection holders (please see Figure 4 for clarification below).</p>		
	<p>Adaption Program Module for Temporary Protection Holder</p> <p>Serves as part of the "Settle in Estonia" program. Starting from 17.06.2022, recipients</p>	<p>Ministry of Culture, contractual partners</p>	<p>Target group includes beneficiaries of temporary protection.</p>

Area/component	Overview of the main measures Please describe the rationale, scope and aim under each area.	Stakeholders Please describe the stakeholders involved, where applicable at state, regional and local level (public authorities, trade unions, employers' associations, NGOs, others?)	Target group Please indicate whether the measures address applicants for international protection in general or particular categories of applicants for international protection (e.g. women or minors of working age)?
	<p>of temporary protection are obliged to participate in the "Adaption Program Module for Temporary Protection Holder"⁵⁰ under the framework of "Settle in Estonia" program mentioned above. Program includes A1-level Estonian language training and 1-day adaption training. The program, which is comprised of various training courses, gives an overview of how the state of Estonia and its society function and how daily life is organised. Within the program, the participants can learn Estonian and receive information about working and studying here as well as family-related matters. In addition, they can take part in discussions, share their experiences and ask questions. The Settle in Estonia program consists of modules – courses of different subjects.</p>		
<p>4. Support for recognition of diplomas, certificates and other evidence of formal qualifications including those formal qualifications that cannot be documented</p>	<p>Evaluation of previous studies and qualifications</p> <p>In 2018, amendments regarding applicants and beneficiaries of international protection were made to the Act on Conditions and procedure for the evaluation and academic recognition of documents certifying foreign education and the use of the title of the qualification given in the foreign education</p>	<p>Estonian ENIC/NARIC Centre, Education and Youth Board</p>	<p>Target group includes: (1) applicants for international protection, (2) beneficiaries of international protection, (3) foreigners in a similar situation, (4) any other foreigner in need of assessment.</p>

⁵⁰ Available here: <https://www.settleinestonia.ee/programme/temporary-protection-module>

Area/component	Overview of the main measures	Stakeholders	Target group
<p>(lost or destroyed in the context of existing procedures for recognition of foreign qualifications) Please note in the overview column if the procedure is a general one or specific to international protection applicants.</p>	<p>system⁵¹. applicants of international protection, beneficiaries of international protection and foreigners in a similar situation may apply for evaluation of qualifications or previous studies even if the person in question is unable to either partially or fully submit the qualification documents. In order to assess the qualification, Estonian ENIC/NARIC Centre⁵² (Academic Information Recognition Centre) prepares an assessment of foreign educational qualifications free of charge. Assessment is aimed at providing the higher educational institution or the employer sufficient information about the qualification, knowledge and skills obtained by the foreigner. Assessment is issued to the applicant within 60 days.</p> <p>The evaluation concerning a foreign educational qualification issued by the Estonian ENIC/NARIC is informative. Final recognition decision about the foreign educational qualification rests with the higher education institution, employer or any other body giving access to an activity or rights to the</p>	<p>Please describe the stakeholders involved, where applicable at state, regional and local level (public authorities, trade unions, employers' associations, NGOs, others?)</p>	<p>Please indicate whether the measures address applicants for international protection in general or particular categories of applicants for international protection (e.g. women or minors of working age)?</p>

⁵¹ Available here: [Välisriigi haridust tõendavate dokumentide hindamise ja akadeemilise tunnustamise ning välisriigi haridussüsteemis antud kvalifikatsiooni nimetuse kasutamise tingimused ja kord-Riigi Teataja](#) (only in Estonian language)

⁵² Available here: <https://harno.ee/en/enicnaric>

Area/component	Overview of the main measures	Stakeholders	Target group
	holder of the qualification. Service is free of charge.		
5. Skill assessments to validate prior (non-accredited) learning and experience	<p>EUIF counselling service</p> <p>In order to register as unemployed, EUIF counsellor (personal counsellor appointed) asks the client for relevant information, including prior working experience and skills, to enter it into the EUIF information system and draw up action plan to help with the job search.</p>	EUIF	Target group includes those registered as unemployed, including applicants for international protection who have the right to commence employment.
6. Information and counselling (<i>labour</i> market orientation, tailored advice, other)	<p>Migration counselling service</p> <p>The main function of the consultants is to support foreigners in settling in Estonia and to serve as a partner to employers, the business community and education institutions and other parties who invite foreign nationals to Estonia. If necessary, consultants can be invited to trainings and information days. Advisers provide service in Estonian, English and Russian. The service is free of charge and has proved to be purposeful – additional consultants have been employed. Migration consultants are available via phone, e-mail, Skype and face-to-face. Since 2017, migration consultants have carried out more than 200 trainings, offered approximately 2000 consultations via Skype, provided information via e-mail approximately 30 000</p>	PBGB, Ministry of Interior	Target group includes: (1) foreigners in general who wish to gain information and assistance; (2) public, private and third-sector representatives, employers/companies, (educational) institutions and organizations who have invited foreigners to Estonia.

Area/component	Overview of the main measures	Stakeholders	Target group
	times and via phone more than 50 000 time.		
	<p>Counselling service for applicants of international protection and irregular migrants</p> <p>Service is provided in PBGB´s detention centre and accommodation centres for asylum seekers in Vao and Vägeva. Counselling includes legal assistance (e.g., applying for state legal aid), overview of entitled rights and obligations, providing information regarding official proceedings, help and assistance when dealing with local governments and state authorities/institutions, return counselling, contacting organizations and NGO-s who deal with applicants for international migration and irregular migrants etc. Aim of the counselling service is to assure that irregular migrants and applicants for international protection are aware of their rights and obligations. Service is free of charge.</p>	PBGB, Ministry of Interior	Target group includes: (1) applicants for international protection detained in a detention centre, (2) applicants for international protection residing in an accommodation centre or outside the accommodation centre, (3) irregular migrants in detention centre.
	<p>Services for persons registered as unemployed</p> <p>Labour market related services provided include: counselling (personal counsellor appointed), training and traineeships (inc. on-the-job training), business start-up and follow-up support, wage subsidies, coaching for working life, individual job coaching and</p>	EUIF	Target group includes those registered as unemployed, including applicants for international protection who have the right to commence employment.

Area/component	Overview of the main measures Please describe the rationale, scope and aim under each area.	Stakeholders Please describe the stakeholders involved, where applicable at state, regional and local level (public authorities, trade unions, employers' associations, NGOs, others?)	Target group Please indicate whether the measures address applicants for international protection in general or particular categories of applicants for international protection (e.g. women or minors of working age)?
	placement, career information and career counselling, psychological, debt and addiction counselling. Aim of the services provided is to reduce unemployment, integrate clients to the labour market, provide relevant and up-to-date information, support learning and skill acquisition etc.		
	Services for persons without being registered as unemployed Labour market related services include job mediation, job-search workshops, information provision about the Estonian labour market situation and provision of career information.	EUIF	Target group includes and those not registered as unemployed but who wish to receive information about the labour market situation and possible career change, including applicants for international protection.
7. Incentive measures for employers (e.g. tax reductions, labour matching services, recruitment support)	N/A	N/A	Incentive measures are provided via EUIF for employers hiring beneficiaries of international protection. Applicants for international protection who have the right to access labour market, are also eligible but they are not the target group <i>per se</i> ⁵³ .
8. Support for self-employment (for example preferential	N/A	N/A	EUIF provides a business start-up subsidy in a maximum amount of 6000 euros, but this is not targeted

⁵³ Available here: <https://www.tootukassa.ee/en/services/employers/supporting-employment-beneficiary-international-protection>

Area/component	Overview of the main measures Please describe the rationale, scope and aim under each area.	Stakeholders Please describe the stakeholders involved, where applicable at state, regional and local level (public authorities, trade unions, employers' associations, NGOs, others?)	Target group Please indicate whether the measures address applicants for international protection in general or particular categories of applicants for international protection (e.g. women or minors of working age)?
<p>taxation and social security contributions, administrative support with establishing a company etc, business plan development, other).</p> <p>Please note in the overview column if the support differs from the regular support to self-employment available to national population, EU citizens or other third-country nationals.</p>			to international protection beneficiaries nor applicants <i>per se</i> . ⁵⁴
9. Indirect support (e.g. childcare, transport)	N/A	N/A	N/A

Figure 4. Overview of the modules provided via “Settle in Estonia” Program (Source: Settle in Estonia)



Basic module

The most essential information for newly arrived migrants about the core values and functioning principles of the Estonian state, rights and obligations of residents, and daily life



Language training module

A1 and A2-level Estonian language trainings. A1-level lasts approximately 3 months (100 academic hours) and A2-level approximately 5 months (150 academic hours).

⁵⁴ 28.10.2022 response from the EUIF to the EMN Study.

and cultural environment in the country.



Studying module

Provides an overview of rights and obligations of residents, culture studies, traineeship and work opportunities, institutions of higher education, student and academic networks and organisations.



International protection module

Provides an overview of the Estonian society, norms, customs and culture, rights and obligations of beneficiaries of international protection, education, work culture and working in Estonia, financial literacy, family life etc.



Family life module

Provides an overview of the system of family benefit in Estonia, children-related information and services, how to register for a school or kindergarten, parental benefit and parental leave, Estonian pension and educational system etc.



Entrepreneurship module

Provides an overview of the issues and questions related to starting or engaging in entrepreneurship in Estonia, entrepreneurship environment, related counselling, starting a business etc.



Research module

Provides an overview of research activities and research institutions in Estonia, rights and obligations of residents, various academic networks and organisations, research funding etc.



Adaption program module for temporary protection holders

Module is carried out in Ukrainian and Russian language and provides the most essential information.



Work module

Provides an overview of the Estonian work culture, career counselling options, contacting employers and companies etc.



A1 level Estonian language course for temporary protection holders

A1-level lasts approximately 3 months (100 academic hours).

Section 5: Good practices and challenges

What integration support programmes, projects, legislative or other practical initiatives are available that specifically facilitate effective access to the labour market for applicants of international protection and have been identified by experts as a "good practice" in accordance with the definition provided in paragraph 3 "Scope of the study"? Please provide up to three examples (see the templates below and please adjust accordingly).

Measure 1	
Overview	
Name	Unemployment services and benefits
Type	<i>Programme and systematic measures (multi-year / long term)</i>
Area	Other

Access	Estonian citizen residing in Estonia, an alien residing in Estonia on the basis of a permanent/temporary residence permit, a citizen of a Member State of the European Union or Switzerland, Iceland, Liechtenstein, and Norway, a beneficiary of international protection staying in Estonia, a beneficiary of temporary/international protection and an applicant for international protection.
Target group	<input type="checkbox"/> Tailor-made labour market integration measure (only applicants for international protection) <input checked="" type="checkbox"/> Mainstream labour market integration measure (for all) Applicants for international protection who have the right to commence employment i.e., whose certificate of applicant for international protection notes the right to work and relevant starting date. Applicant can receive services equally to other residents of Estonia.
Coverage	<i>National</i> If "other", please add further information here
Link	https://www.tootukassa.ee/en/services/job-search/unemployment-registration
Source and justification	Estonian Unemployment Insurance Fund (EUIF, <i>Eesti Töötukassa</i>) operates on a national level to achieve strategic goals such as reducing unemployment and the duration of unemployment and supporting sustainable employment, supporting structural changes in the economy, increasing labour supply, increasing cost-effectiveness. EUIF administers unemployment insurance benefits and as of 2019, organizes labour market services that help unemployed persons to find new employment.

Description

M2.Q1. Please describe how third-country nationals can access the measure, notably:

- a) *Elaborate in brief on the conditions and process of accessing the measure for applicants for international protection*
- b) *Is the measure voluntary or compulsory? Is it provided free of charge?*
- c) *If applicable, indicate if the measure is different from the regular support available to national population, EU citizens or third country nationals?*
- d) *Are there any reasons for to be excluded/to lose access to the measure? If so, which ones?*

The clients of EUIF are jobseekers, employees and employers as well as young people aged 7-26, including Estonian citizen residing in Estonia, an alien residing in Estonia on the basis of a permanent/temporary residence permit, a citizen of a Member State of the European Union or Switzerland, Iceland, Liechtenstein, and Norway, a beneficiary of international protection staying in Estonia, a beneficiary of temporary/international protection and an applicant for international protection.

Labour market services for persons registered as unemployed include counselling (personal counsellor appointed), training and traineeships (inc. on-the-job training), business start-up and follow-up support, wage subsidies, coaching for working life, individual job coaching and placement, career information and career counselling, psychological, debt and addiction counselling. Aim of the services provided is to reduce unemployment, integrate clients to the labour market, provide relevant and up-to-date information, support learning and skill acquisition etc.

EUIF also provides services for those not registered as unemployed: job mediation, job-search workshops, information provision about the Estonian labour market situation and provision of career information.

Termination of registration as unemployed occurs when the client starts work, study, military service, are granted an early retirement pension or if one should no longer be registered as unemployed for any other reason.

M2.Q2. Please describe briefly the context in which the measure has started:

- a) *When was the measure introduced and what was/is its duration?*
- b) *What was the need/purpose to start/implement such measure (e.g. labour market needs in the Member State, need for integration, changes in integration policies)?*
- c) *When is the measure provided (e.g. upon arrival, upon arrival until (please add till when), no determined time limitation)?*
- d) *Key activities*

EUIF was founded in 2001 to administer unemployment insurance benefits. Since May 2019 it also organizes labour market services that help unemployed persons find new employment. EUIF is a quasi-governmental organisation, and a legal person in public law. It performs its activities independently from government, but on the basis of a mission and of operational rules defined by law.

The key responsibilities of EUIF are: provision of Active Labour Market Measures, payment of unemployment and work ability benefits and compensations, work capability assessment.

The strategic goals for the upcoming years are: reducing unemployment and the duration of unemployment and supporting sustainable employment, supporting structural changes in the economy, increasing labour supply and increasing cost-effectiveness.

Measure is provided when the person registers his/herself as unemployed. In terms of applicants for international protection, they may register as unemployed as soon as they receive the right to commence employment i.e., if the decision on their application for international protection takes longer than six months due to reasons beyond the applicants' control.

M2.Q3. Please briefly describe the implementation modalities, notably:

- a) *By whom is it implemented (agency, government institution, NGOs, private sector etc.), and what are the coordination structures?*
- b) *If applicable, are there any reimbursement (totally or partially)/cost sharing possibilities?*
- c) *How and by whom is it promoted?*

Measure is implemented via EUIF which is a quasi-governmental organisation and a legal person in public law. It performs its activities independently from government, but on the basis of a mission and of operational rules defined by law. EUIF is directed by a Supervisory Board in which the government is an equal stakeholder together with representatives of employers and of employees. The clients of EUIF are jobseekers, employees and employers as well as young people aged 7-26. EUIF implements policies that are set at a political level, and places accents that are relevant to an ever-changing labour market. Yearly Work Plans are implemented on the basis of multi-year Strategy Plans. EUIF has a two-level structure with one head office and 15 regional offices (with a total of ~30 client service points).

M2.Q4. Please briefly describe the impact of the measure and notably:

- a) *Did it meet the anticipated objectives? YES/NO/Partly*
- b) *What are the main outcomes*

- c) *Monitoring and evaluation of impact (please describe the evaluation tools and methodology, if possible specify what indicators have been adopted and how those were measured)*
- d) *Challenges during implementation and remedies applied*
- e) *Likelihood of continuation of the measure. If discontinued, please explain why*

EUIF gathers statistics (also specific to temporary protection holders in terms of the ongoing war in Ukraine, please see answer to Q2) and conducts analysis as well as research (<https://www.tootukassa.ee/en/statistics-and-research/research-and-analyzes>). EUIF operates on a national level and unemployment related statistics/outcomes are monitored yearly.

Q20. Are there any specific protocols, synergies between agencies/institutions to support labour market integration of international protection applicants that have been identified as good practices?

The number of applicants for international protection who have access to labour market has been small and the reason for setting a six-months deadline before an applicant can commence employment, is the wish on a state level to avoid exploitation of the system by applicants who may come to Estonia in search for economic well-being and use the application procedure/processing period for the purpose of starting employment. Institutions such as the PBGB, accommodation centres, advisors and the EUIF work closely together if an applicant has the right to commence employment. Mutual communication is easier as the proportion of applicants with a right to commence employment is small.

Q21. What kind of challenges have been identified in your country when it comes to access to the labour market by applicants for international protection? Please provide a distinction⁵⁵ between legislative challenges and challenges in practice and specify how those challenges have been identified.

As noted above, the number of applicants for international protection who have access to labour market has been small compared to other third-country nationals. Thus, there is a general approach focusing on integration, including labour market integration. No particular challenges regarding applicants for international protection have been identified as national strategies and actions plans do not address applicants for international protection and their access to labour market *per se*.

Section 6: Conclusions

This part of the study compiles the main findings from sections 1-5.

Q22. Please synthesise the findings of your national report by drawing conclusions from your responses:

- a) **What are the main trends with regard to the situation of international protection applicants in the context of labour market integration and what are the main debates regarding their labour market integration identified in your country (Section 1)?**

Matters regarding applying for international protection are regulated by Act on Granting International Protection to Aliens. According to the Act, an applicant is prohibited from taking employment in Estonia or engaging in enterprise during the proceedings for international protection unless the decision on his/her application for international protection has not entered into force within six months as of the submission of the

⁵⁵ Where applicable

application for international protection due to reasons beyond the applicant's control or if he/she had a legal basis to stay and work in Estonia prior to submitting an application for international protection.

Since 2017, there have been 26 cases where decision making regarding the submitted asylum application have taken longer than six months and 153 cases, where an applicant for international protection who resides in an accommodation centre, has contested the decision regarding his/her application in court and is thus waiting for the final decision.

In labour market context this number is indicative meaning that they have had the right to commence employment but not all of them have entered the labour market. Small proportion of applicants for international protection have had legal basis to stay and work in Estonia prior to submitting an application for international protection meaning that they had the right to continue employment throughout the international protection proceedings. However, statistics on this group of applicants is currently not available. Since 2017 to 2022 (June) the EUIF has registered 66 persons whose status has been 'applicant for international protection': 63 persons registered as unemployed and 3 registered as unemployed and seeking for a job.

EUIF gathers data and provides statistics on number of the beneficiaries of international and temporary protection related to Ukraine who have registered as unemployed since 10th of March 2022. Such data is publicly available and updated once a week and covers: number of unemployment registrations (broken down by counties, age, sex, educational level, language skills, last occupation and last field of occupation), proportion compared to general unemployment rate, number of unemployment registration endings and reasons for ending, financial benefits and services provided by the EUIF.

As the number of applicants for international protection who have access to labour market has been small, there has not been much public interest on this topic so far. Situation has changed in relation to the ongoing war in Ukraine. public and policy debates have focused on the support the state should provide for Ukrainians in order to make the adaption procedure as quick and smooth as possible.

- b) [If at all and to what extent are international protection applicants specifically addressed in national integration policies with regard labour market integration \(Section 2\)? What are the key characteristics of the national integration policies for promoting labour market participation for the applicants of international protection \(Section 2\) and how is the access to employment and self-employment for applicants of international protection regulated/supported \(Section 3\)](#)

There is a general approach focusing on integration, including labour market integration. In regard to migration and labour market policies, Estonia is mainly focused on attracting highly-qualified workers to alleviate shortages of skilled labour. Thus, different strategies and action plans also address the aspects of integration of third-country nationals commencing employment in Estonia in general. In Estonia applicants for international protection are not allowed to commence employment unless the decision on their application for international protection has not entered into force within six months or they had a legal basis to stay and work in Estonia prior to submitting an application for international protection. Thus, the proportion of potential applicants who are allowed to work, is small compared to other third-country nationals in the labour market.

Access to employment is regulated by the Act on Granting International Protection to Aliens and partly by the Aliens Act. If six months have passed since the applicant submitted his/her application for international protection and (final) decision on this application has not yet been made, PBGB issues the applicant for international protection a new certificate where a note regarding their right to work and date when

they can start working will be added in addition to other details. This data is also entered into relevant databases and thus visible to other authorities/institutions. The applicant of international protection does not have to cover any costs as the certificate is provided by the state free of charge. The right to work for applicant for international protection ends once the applicant receives a negative response to their application for international protection and they are obliged to leave the country. The right to work for applicant for international protection also ends when the applicant receives a positive reply to their application for international protection (the decision may be made earlier than six months) and receive a status of beneficiary of international protection as from that point on they have a right to work as a beneficiary of international protection.

c) To what extent are targeted measures to support labour market participation available in your country, specifically addressing applicants for international protection (Section 4) and what has been identified as challenges as well as good practice in this area (Section 5)?

Applicants for international protection receive free Estonian language training, free counselling at PBGB's detention centre, accommodation centres for asylum seekers as well as whilst residing outside of an accommodation centre (counselling includes legal assistance such as applying for state legal aid, overview of entitled rights and obligations, providing information regarding official proceedings, help and assistance when dealing with local governments and state authorities/institutions, return counselling, contacting organizations and NGO-s who deal with applicants for international migration and irregular migrants etc.); are entitled for free evaluation of previous studies and qualifications by the national ENIC/NARIC Centre; receive variety of services from the EUIF whilst registered as unemployed (personal counselling, training and traineeships (inc. on-the-job training), business start-up and follow-up support, wage subsidies, coaching for working life, individual job coaching and placement, career information and career counselling, psychological, debt and addiction counselling); and receive services from the EUIF while not being registered as unemployed (job mediation, job-search workshops, information provision about the Estonian labour market situation and provision of career information).

As stated throughout the study, the number of applicants for international protection who have access to labour market has been small. Thus, the best practices include services provided by the EUIF in general (target group includes Estonian citizen residing in Estonia, an alien residing in Estonia on the basis of a permanent/temporary residence permit, a citizen of a Member State of the European Union or Switzerland, Iceland, Liechtenstein, and Norway, a beneficiary of international protection staying in Estonia, a beneficiary of temporary/international protection and an applicant for international protection) and support measures for employers for hiring a beneficiary of international protection (tailor-made measure where applicants for international protection who have received a certificate authorizing them to work in Estonia are also eligible and fall under the scope of this measure).