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The integration of applicants for international protection in the labour market

Common Template for EMN Study 2022

Final Version, 9 August 2022

Subject: The integration of applicants for international protection in the labour market

Action: EMN NCPs are invited to submit their completed contributions by 25 November 2022.

If needed, further clarifications can be provided by directly contacting the EMN Service Provider (ICF) at emn@icf.com.

1. BACKGROUND AND RATIONALE FOR THE STUDY

The study focuses on the integration of applicants for international protection in the labour market.

As stated in the EU Action plan on Integration and Inclusion 2021-2027 "The EU's work on integration and inclusion is underpinned by a shared set of principles and values, which should also guide the work of EU Member States when they design, implement or review their strategies for integration."¹ Research has shown that labour market integration is one of the key elements of migrant integration and successful participation in society. For many migrants, building a new life entails the important aspect of finding appropriate work in the host country, because it is related to their economic independence, health and overall wellbeing.²

¹ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Action plan on Integration and Inclusion 2021-2027, COM(2020) 758 final, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0758&from=EN>, last accessed on 28 July 2022.

² Dustmann, C., Fasani, F., Frattini, T., Minale, L., Schönberg, U., Sunde, U., and Trigari, A. 'On the economics and politics of refugee migration' (2017), *Economic Policy*, 32, p. 497. de Vroome, T., and van Tubergen, F. 'The employment experience of refugees in the Netherlands' (2010), 44, p. 376. Ager, A., and Strang, A. 'Understanding integration: A conceptual framework' (2008), *Journal of Refugee Studies*, 21, p.166.

In the EU, access to the labour market is a shared competence, regulated for different groups under various legislative acts. For applicants of international protection access to the labour market is regulated under Reception Conditions Directive Recast (2013/33/EU).³ The idea of allowing access to the labour market for the applicants of international protection is connected with the aim of promoting the self-sufficiency of applicants even whilst their applications are being processed. This contributes also to having better prospects for eventual integration of those who will ultimately be granted protection.⁴

Hence, access to the labour market with an aim to increase applicants' self-reliance and possible integration prospects is regulated in EU Member States by the Reception Conditions Directive Recast (2013/33/EU) currently in force. However, in terms of practical implementation, EU Member States have considerable flexibility in deciding whether to allow this access once the nine months deadline set as a maximum in the Reception Conditions Directive Recast (2013/33/EU) is reached, directly after the application is lodged, or sometime in between. Although almost all EU Member States give applicants access to the labour market during the asylum procedure, the period after which access to employment is granted, varies considerably from one Member State to another.⁵

EU Member States experienced an unprecedented influx of incoming applicants for international protection in the period of 2014-2016,⁶ which, in addition to immense pressure on the asylum systems, also led to changes in the integration programmes and activities offered to applicants for international protection. According to the results of a study carried out by the European Migration Network (EMN) in 2018,⁷ one of the main areas where the changes were detected was access to the labour market, with the study reporting on different measures taken after 2015 to improve such access for applicants of international protection. For example, Belgium reduced the waiting period between the lodging of the application for international protection and access to the labour market from six to four months, while Latvia reduced this period from nine to six months. In Germany, the Integration Act of 6 August 2016 foresaw the creation of 100 000 work opportunities for applicants for international protection

³ Directive 2013/33/EU of the European Parliament and of the Council of 26 June 2013 laying down standards for the reception of applicants for international protection (recast) OJ L 180, 29.6.2013, p. 96–116.

⁴ Recital 23 in the Directive 2013/33/EU.

⁵ Please see the results of relevant past ad hoc queries on that topic:

European Migration Network, 'Ad-Hoc Query on Residence permit and labour market needs'. Requested by COM on 11 December 2020. Link: https://ec.europa.eu/home-affairs/system/files/2021-02/202075_residence_permit_and_labour_market_needs_en.pdf

European Migration Network, 'Ad-Hoc Query on access of international protection applicants to the labour market', Requested by LU EMN NCP on 19th July 2016. Link: https://ec.europa.eu/home-affairs/system/files/2020-09/2016.1091b_lu_access_of_international_protection_applicants_to_the_labour_market.pdf

European Migration Network, 'Ad-Hoc Query on access to the labour market for asylum seekers', Requested by AT EMN NCP on 23rd January 2015. Compilation produced on 3rd June 2015. Link: https://ec.europa.eu/home-affairs/system/files/2020-09/654_emn_aHQ_access_to_the_labour_market_for_asylum_seekers_wider_dissemination.pdf

European Migration Network, 'Ad-Hoc Query on the rules of access to labour market for asylum seekers'. Requested by FR EMN NCP on 25th October 2010. Compilation produced on 10th December 2010. Link: https://ec.europa.eu/home-affairs/system/files/2020-09/269_emn_ad-hoc_query_rules_of_access_to_labour_market_for_asylum_seekers_25oct2010_wider_disseminat_en.pdf

⁶ Overall figures of Eurostat show a total of 431 095 first time asylum applicants in 2013 and 626 960 in 2014 in the European Union. In 2015 and 2016 more than 1.2 million first time applicants for international protection were registered.

⁷ European Migration Network, 'Changing Influx of Asylum Seekers 2014-2016', 2018, https://ec.europa.eu/home-affairs/system/files/2020-09/00_eu_changing_influx_study_synthesis_final_en.pdf, last accessed on 28 July 2022.

to bridge the long waiting period of several months between the lodging of a claim and the decision on the status. Austria and Sweden focussed on better matching of qualifications with employment and, alongside Belgium, introduced measures for a swifter recognition of applicants' qualifications. Belgium offered an alternative to the recognition of a diploma to the applicants for international protection. Namely, they introduced a trajectory which could include, depending on the profession / field of study, participation in a limited number of courses on a related master discipline, attending one or more seminars, practical training sessions, or authoring a paper. With the aim of better matching applicants' qualifications with available jobs, Sweden introduced a fast-track scheme. Finally, Finland piloted a prepaid debit card, to which the employer could transfer the salary, to overcome the obstacle posed by the fact that applicants for international protection were not allowed to open a bank account. Although, the above-mentioned study brought out several changes EU Member States carried out in the period of 2014-2016, an in-depth study for the more recent years is needed to examine further the laws, policies and practices (measures) of the EMN Member States and Observer Countries and developments when it comes to the integration in the labour market of applicants for international protection.

As noted above, the first point of divergence between the EU Member States is *when* labour market access is granted. Further issues relate to variations in the laws, policies and measures which guarantee that this access, when granted, is *effective*.

Under the expression 'effective access', there are several questions that need to be looked at. As the practical implementation of access to the labour market is under national laws, questions arise about whether EMN Member States and Observer countries,⁸ for example, use labour market tests, and what kind of impact they have in practice. Another basis for divergence comes from the rights that applicants in different EU Member States are entitled to when accessing the labour market and whether they are guaranteed equal treatment with nationals of the Member State or similar to as other third-country nationals who are working in the European Union (EU) (for example under the Single Permit Directive⁹ or the Seasonal Workers Directive).¹⁰ Another issue which allows divergences between the EMN Member States and would need to be explored further, is whether applicants for international protection are excluded from some specific labour market sectors and, if so, if this is limited in time (for example in some cases for certain seasonal sectors). Another question would be on the rights of the applicants in different EU Member States as regards the length of employment permits and hence, contract duration, equal treatment for freedom of association and affiliation, education and vocational training, the recognition of professional qualifications (including formal qualifications that cannot be documented) and diplomas and social security.

Access to the labour market for the applicants of international protection would need to be in full compliance with labour market standards (such as a minimum wage,

⁸ The EMN National Contact Points (EMN NCPs) coordinate the EMN activities at national level in all EU Member States (except Denmark) and the EMN observers, namely Norway, Georgia and the Republic of Moldova. For more information, please see: https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-members_en , last accessed 14 July 2022.

⁹ Directive 2011/98/EU of the European Parliament and of the Council of 13 December 2011 on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State OJ L 343, 23.12.2011, p. 1–9.

¹⁰ Directive 2014/36/EU of the European Parliament and of the Council of 26 February 2014 on the conditions of entry and stay of third-country nationals for the purpose of employment as seasonal workers OJ L 94, 28.3.2014, p. 375–390.

working conditions), which should also help to avoid distortions in the labour market. Research suggests that differences between EU Member States' rules on access to the labour market may also create incentives for secondary movements of asylum seekers.¹¹

While several EU Member States do not apply any specific restrictions¹² with regard to the applicants' access to the labour market but as integration measures vary, it is important to have an up-to-date and clearer overview of the ways the integration to the labour market is currently provided and facilitated by the EMN Member States and Observer Countries.

In a study carried out by the EMN and published in 2019, which explored the labour market integration of third-country nationals in the EU Member States, the following most common obstacles were identified:¹³

- The accreditation of job qualifications/assessment of skills of those arriving from outside the EU;
- Tackling discrimination within recruitment processes and;
- Managing varying levels of language skills in integration measures.

These difficulties were found to be more pronounced when dealing with migrant women or vulnerable groups.¹⁴ It is likely that similar difficulties can come into play when it comes to ensuring effective access to the labour market for applicants of international protection.

The integration of applicants for international protection in the labour market is a topic that has also emerged in the context of discussions on the 2016 Reception Conditions Directive Recast proposal¹⁵ as one where laws and practices differ from one EU Member State to another. In a briefing¹⁶ by the European Parliamentary Research Service (labour market integration of asylum-seekers and refugees) it was brought out that although national asylum rules have become more harmonised when it comes

¹¹ European Migration Network, 'EMN Policy brief on migrant's movements through the Mediterranean, 2016, <https://emnbelgium.be/publication/migrants-movements-through-mediterranean-emn-policy-brief-update> . See also: Advisory Committee on Migration Affairs, 'Advisory report: Increasing onward migration of asylum seekers in the EU', 2019, <https://www.adviescommissievoorvreemdelingenzaken.nl/publicaties/publicaties/2019/11/05/increasing-onward-migration-of-asylum-seekers-in-the-eu> , European Parliament, 'Secondary movements of asylum-seekers in the EU asylum system' , 2017, [https://www.europarl.europa.eu/RegData/etudes/BRIE/2017/608728/EPRS_BRI\(2017\)608728_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/BRIE/2017/608728/EPRS_BRI(2017)608728_EN.pdf) , Brekke J.P., Brochmann G., 'Stuck in Transit: Secondary Migration of Asylum Seekers in Europe, National Differences, and the Dublin Regulation', (2015), *Journal of Refugee Studies*, 28 (2), p. 145.

¹² Proposal for a Directive of the European Parliament and of the Council laying down standards for the reception of applicants for international protection (recast) COM(2016) 465 final 2016/0222 (COD) <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52016PC0465&from=EN>

¹³ European Migration Network, 'EMN Study on Labour Market Integration of Third-Country Nationals in EU Member States', 2019, https://home-affairs.ec.europa.eu/news/emn-study-labour-market-integration-third-country-nationals-eu-member-states-2019-02-14_en, last accessed on 04 August 2022.

¹⁴ This is also confirmed by other studies for example European Commission and Joint Research Centre, 'Gaps in the EU Labour Market Participation Rates: an intersectional assessment of the role of gender and migrant status', 2020, [https://publications.jrc.ec.europa.eu/repository/handle/JRC121425;EMN_Study_on_Integration_of_Migrant_Women_in_the_EU:_Policies_and_Measures_\(to_be_published_in_June_2022\)](https://publications.jrc.ec.europa.eu/repository/handle/JRC121425;EMN_Study_on_Integration_of_Migrant_Women_in_the_EU:_Policies_and_Measures_(to_be_published_in_June_2022))

¹⁵ Proposal for a Directive of the European Parliament and of the Council laying down standards for the reception of applicants for international protection (recast) COM(2016) 465 final 2016/0222 (COD) <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52016PC0465&from=EN> (Reception Conditions Directive Recast).

¹⁶ European Parliament, 'Briefing on the labour market integration of asylum-seekers and refugees', 2022, https://www.europarl.europa.eu/RegData/etudes/BRIE/2021/690651/EPRS_BRI%282021%29690651_EN.pdf , last accessed on 04 August 2022.

to access to the labour market to the applicants of international protection since 2013, differences in the approach to granting access persist across the EU¹⁷.

Against this backdrop, the study aims to research and compare EMN Member States and Observer countries' laws, policies and practices (measures) regarding the labour market integration of applicants for international protection in the period January 2017-June 2022.

2. STUDY AIMS AND OBJECTIVES

The overall aim of the study is to inform the target audience (e.g. practitioners, policy officers, decision makers at both EU and national level, including the European Commission and the European Union Agency for Asylum (EUAA), academic researchers, civil society organisations and the general public) on the labour market access of applicants for international protection, identifying existing laws, policies and measures regarding the labour market integration of applicants, good practices and challenges in the period of January 2017- June 2022.

The study's main objectives are:

- To map current national legal and policy frameworks in the EMN Member States and Observer Countries as regards providing access to the labour market for international protection applicants.¹⁸
- To map current national measures¹⁹ in the EMN Member States and Observer Countries as regards supporting effective access to the labour market for international protection applicants, and potential obstacles that hinder access.
- To identify the key actors, including where relevant on the local and regional level in the EMN Member States and Observer Countries, responsible/involved in the design and implementation of support measures aimed at facilitating the labour market integration of international protection applicants.
- To provide examples of good practices and challenges from EMN Member States and Observer Countries on the measures adopted at national level, but also, where applicable, at the regional or local levels, to facilitate access to the labour market for applicants of international protection.

¹⁷ European Migration Network: 'Ad-Hoc Query on Residence permits, borders and working conditions - Gaps in information', Requested by COM on 11 December 2020, https://www.emn.lt/uploads/Products/product_1833/202076_residence_permits_borders_and_working_conditions_gaps_in_information.pdf ; 'Ad-Hoc Query on residence permits and labour market needs' from 11 December 2020 (not published); Ad-Hoc Query on Labour market integration policies aimed at third-country nationals – update', Requested by Adolfo Sommarribas on 10 May 2020, https://www.emnetherlands.nl/sites/default/files/2020-10/%5bWIDER%20COMPILATION%5d%20labour_market_integration_policies_aimed_at_third-country_nationals_-_update.pdf ; 'Ad-Hoc Query 2019.5 on Right to work for asylum seekers', Requested by Simon Woollaccott on 16 January 2019, <https://www.emnetherlands.nl/sites/default/files/2019-09/2019%205%20Right%20to%20work%20for%20asylum%20seekers.pdf> .

¹⁸ Taking into account what is foreseen in the Article 15 of the Reception Conditions Directive Recast (2013/33/EU).

¹⁹ EMN definition of 'measures' includes systematic initiatives (multi-year / long term), projects (ad-hoc) and legislative (structural) measures that are used to implement the integration policies (including those funded by governments but implemented by NGOs on behalf of the governments).

3. SCOPE OF THE STUDY

This study addresses third country nationals that have applied for international protection in the EMN Member States and Observer Countries and would benefit from the access to the labour market in the meaning of Article 15 of the Directive Reception Conditions Directive Recast (2013/33/EU) currently in force in the EU or in the meaning of any other equivalent national act that regulates access to the labour market for the international protection applicants.

The reporting period for this study ranges from 2017 to 2022, depending on the area of analysis (i.e. data, policies, laws, measures):

- Data: 2017–June 2022
- Policies/laws: As of August/September/October 2022
- Measures: As of August/September/October 2022

This period covers years after the high migration flows seen in 2015-2016 and after the Reception Conditions Directive Recast proposal by the European Commission. In addition, this period will give an overview of the most recent changes in the EMN Member States and Observer Countries' laws, policies and practices as regards facilitating access to the labour market.

This study will present and compare laws, policies and measures for labour market integration for applicants of international protection in EMN Member and Observer Countries, discuss relevant evidence on the ways integration to the labour market is provided and draw good practices and challenges.

4. METHODOLOGY

This study is based on national reports prepared by the EMN National Contact Points (NCPs).

The identification of a measure as a "good practice" in the context of this study will draw inspiration from the European Website on Integration, where a good practice is defined as a measure that is "effective, efficient, sustainable and/or transferable, and that reliably lead[s] to a desired result". The selection of the measure should be made by an expert working in the field (e.g. policy-maker; service provider; civil society organisation; migrant organisations) or based on studies or evaluations.²⁰

In the context of this study the terms 'laws, policies and measures' are defined as follows:

- 'Laws' regulate the legislative framework providing the access to the labour market of the applicants for international protection.
- 'Policies' refer to targeted integration strategies and action plans but also broader policy instruments relevant to the integration in the labour market.
- 'Measures' refer to systematic initiatives (multi-year / long term), projects (ad-hoc) and legislative (structural) measures that are used to implement the (labour market) integration policies (This includes for example loans that are granted to applicants of international protection for starting a business. This includes also

²⁰ European Commission, 'European Website on Integration – What are 'good practices'?', 2014, https://ec.europa.eu/migrant-integration/page/what-are-good-practices_en , last accessed 04 August 2022.

those measures funded by governments but implemented by NGOs on behalf of the governments).

5. EU LEGAL AND POLICY CONTEXT

According to article 78 the Treaty of the Functioning of the EU (EUTF)²¹ the EU shall develop a common policy on asylum, subsidiary protection and temporary protection with a view to offering appropriate status to any third-country national requiring international protection and ensuring compliance with the principle of *non-refoulement*. This policy must be in accordance with the Geneva Convention of 28 July 1951 and the Protocol of 31 January 1967 relating to the status of refugees, and other relevant treaties. According to the second paragraph of the same article, the European Parliament and the Council, acting in accordance with the ordinary legislative procedure, shall adopt measures for a common European asylum system comprising standards concerning the conditions for the reception of applicants for asylum or subsidiary protection. With this aim in mind and in order to promote the self-sufficiency of applicants and to limit wide discrepancies between EU Member States, the Reception Conditions Directive Recast (2013/33/EU)²² provides for rules on the applicants' access to the labour market. According to article 2 of the Reception Conditions Directive EU Member States shall decide the conditions for granting access to the labour market for the applicant, in accordance with their national law, while ensuring that applicants have effective access to the labour market.

According to article 15 in the current Reception Conditions Directive Recast (2013/33/EU) EU Member States shall ensure that applicants have access to the labour market no later than nine 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.

According to the Reception Conditions Directive Recast (2013/33/EU) article 15(2), EU Member States shall decide the conditions for granting access to the labour market for the applicant, in accordance with their national law, while ensuring that applicants have *effective access* to the labour market. When it comes to ensuring access to the labour market to the applicants of international protection, for reasons of labour market policies, EU Member States may give priority to EU citizens and nationals of State parties to the Agreement on the European Economic Area (EAA), and to legally resident third-country nationals. According to Article 15(3) of the same Directive access to the labour market for applicants of international protection shall not be withdrawn during appeals procedures, where an appeal against a negative decision in a regular procedure has suspensive effect, until such time as a negative decision on the appeal is notified.

In the Reception Condition Directive Recast proposal COM(2016) 465 final, the European Commission has proposed to further reduce the time-limit for access to the labour market from no later than nine months to no later than six months from the lodging of the application. In the same proposal, EU Member States were also encouraged to grant access to the labour market no later than three months from the lodging of the application where the application is likely to be well-founded.

Other relevant policy instruments include:

²¹ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:12012E/TXT&from=EN>

²² Directive 2013/33/EU of the European Parliament and of the Council of 26 June 2013 laying down standards for the reception of applicants for international protection (recast) OJ L 180, 29.6.2013

- The Pact on Migration and Asylum,²³ that was proposed by the European Commission on 23 September 2020, but which also includes proposals by the Commission from 2016. With the Pact, the Commission is proposing a fresh start on migration, bringing together policy in the areas of migration, asylum, integration and border management. From 2016, among others a proposal for the Reception Conditions Directive Recast (2013/33/EU) was kept, which regulates the access to the labour market.
- EU Action plan on Integration and Inclusion 2021-2027²⁴ promotes an integrated approach to migrants' inclusion and aims to create close synergies with existing and upcoming EU strategies to foster equality and social cohesion to ensure everyone is fully included and participates in European societies.
- EU Anti-racism Action Plan 2020-2025,²⁵ which was published on 18 September 2020 by the European Commission to step up action against racism in the EU.

6. PRIMARY QUESTIONS TO BE ADDRESSED BY THE STUDY

The study seeks to address four primary questions:

- What does the available data /research tell about the situation of international protection applicants in the labour markets of EMN Member States and Observer Countries?
- To what extent are international protection applicants specifically addressed in national integration policies with regard to labour market integration in EMN Member States and Observer Countries (e.g. strategies, action plans and government programmes)?
- How is access to employment and self-employment for applicants of international protection regulated in the EMN Member States and Observer Countries?
- To what extent /and what kind of targeted labour market integration measures are available in the EMN Member States and Observer Countries, specifically addressing applicants of international protection, and what has been identified as good practices/challenges in this area?

7. RELEVANT SOURCES AND LITERATURE

EMN STUDIES AND INFORMS

- European Migration Network and OECD, 'Skills mobility partnerships: exploring innovative approaches to labour migration', Inform, 2022, https://ec.europa.eu/home-affairs/system/files/2022-03/2022_March_Joint_EMN-OECD_Inform_Skills_Mobility_Partnerships.EN_.pdf

²³ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on a New Pact on Migration and Asylum, COM/2020/609 final, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0609>.

²⁴ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions Action plan on Integration and Inclusion 2021-2027, COM/2020/758 final, [EUR-Lex - 52020DC0758 - EN - EUR-Lex \(europa.eu\)](https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0758).

²⁵ European Commission, EU Anti-racism Action Plan 2020-2025, [EU Anti-racism Action Plan 2020-2025 | European Commission \(europa.eu\)](https://ec.europa.eu/anti-racism/), last accessed on 04 August 2022.

- European Migration Network, 'Labour market integration of third-country nationals in EU Member States' Synthesis report, 2019, https://ec.europa.eu/home-affairs/system/files/2019-02/00_eu_labour_market_integration_final_en.pdf
- European Migration Network, 'Social benefits and rights for beneficiaries of international protection', Inform, 2018, https://ec.europa.eu/home-affairs/system/files/2020-09/00_eu_social_benefits_inform_en.pdf
- European Migration Network, 'Changing Influx of Asylum Seekers 2014-2016', Synthesis Report, 2018, https://ec.europa.eu/home-affairs/system/files/2020-09/00_eu_changing_influx_study_synthesis_final_en.pdf
- European Migration Network, 'Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices', Synthesis Report, 2015, https://ec.europa.eu/migrant-integration/sites/default/files/2016-09/emn-studies-00_integration_of_beneficiaries_of_international_protection_eu_2015_en_final.pdf

AHQs:

- Ad-Hoc Query on Residence permit and labour market needs. Requested by COM on 11 December 2020. Link: https://ec.europa.eu/home-affairs/system/files/2021-02/202075_residence_permit_and_labour_market_needs_en.pdf
- Ad-Hoc Query on access of international protection applicants to the labour market Requested by LU EMN NCP on 19th July 2016. Link: https://ec.europa.eu/home-affairs/system/files/2020-09/2016.1091b_lu_access_of_international_protection_applicants_to_the_labour_market.pdf
- Ad-Hoc Query on access to the labour market for asylum seekers Requested by AT EMN NCP on 23rd January 2015. Compilation produced on 3rd June 2015. Link: https://ec.europa.eu/home-affairs/system/files/2020-09/654_emn_ahq_access_to_the_labour_market_for_asylum_seekers_wider_dissemination.pdf
- Ad-Hoc Query on The rules of access to labour market for asylum seekers Requested by FR EMN NCP on 25th October 2010. Compilation produced on 10th December 2010. Link: https://ec.europa.eu/home-affairs/system/files/2020-09/269_emn_ad-hoc_query_rules_of_access_to_labour_market_for_asylum_seekers_25oct2010_wider_disseminat_en.pdf

8. AVAILABLE STATISTICS

- Eurostat - Asylum applicants by type of applicant, citizenship, age and sex - annual aggregated data (rounded) (migr_asyappctza)
- National statistics, applications/grants/refusals of the applications to access the labour market/self-employment as well as the employment rates of applicants for international protection, if available (see Q3)

9. DEFINITIONS

The following key terms are used in the common template. The definitions are taken from the EMN Asylum and Migration Glossary,²⁶ unless specified otherwise in footnotes.

- **Access to procedures for recognition of qualifications:** In the EU migration context, conditions and requirements governing the admission to procedures for recognition of professional diplomas, certificates and other evidence of formal qualifications for third-country nationals (legally resident third-country nationals, beneficiaries of international protection) in EU Member States in accordance with the relevant national procedures.
- **Access to employment (also referred to in the study as labour market):** In the EU migration context, authorization of third-country nationals (legally resident migrants, beneficiaries and applicants for international protection to engage in employed or self-employed activities in EU Member States subject to the rules generally applicable to the profession and public service, as well as employment and working conditions.
- **Applicant for international protection:** A third-country national or a stateless person who has made an application for international protection in respect of which a final decision has not yet been taken.
- **Integration:** In the EU context, a dynamic, two-way process of mutual accommodation by all immigrants and residents of EU Member States.
- **Integration indicators:** Benchmarks used to measure the integration of migrants in specific policy areas, such as employment, education, social inclusion and active citizenship.

10. ADVISORY GROUP

A core AG, consisting of four NCPs, COM and the Service Provider has been established to follow the development of the common template very closely and provide dedicated input and support.

- COM
- ICF/ EMN Service Provider
- AT NCP
- IE NCP
- IT NCP
- CY NCP
- ME NCP (Observer Country)

The following third parties will be invited to contribute to this study:

- European Union Agency for Asylum (EUAA)
- European Union Agency for Fundamental Rights (FRA)

²⁶ EMN Asylum and Migration Glossary, https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary_en, last accessed on 04 August 2022.

- European Commission’s Joint Research Centre (JRC)
 - European Integration Network (EIN)
 - Organisation for Economic Co-operation and Development (OECD)
- European Network of Public Employment Services (PES Network)

11. TIMETABLE

The following tentative timetable has been proposed for the Study going forward:

Date	Action
Study specifications	
12 May 2022	Circulation of the first draft to the AG for written feedback (one-week deadline for review)
30 May 2022	First AG meeting and discussions on the written feedback
01 June 2022	Circulation of the second draft to the AG (one-week deadline for review)
20 June 2022	Second AG meeting and discussions on the written feedback
27 June 2022	Circulation of the third draft to the AG and study lead (three days for review)
11 July 2022	Circulation of the final draft to NCPs (two weeks deadline for review)
08 Aug 2022	Launch of the study
National reports TBC	
25 Nov 2022	Submission of national reports by EMN NCPs
Drafting of study	
09 Dec 2022	Draft of the study to COM and AG members (one-week deadline for review)
16 Dec 2022	Deadline for comments
7 Jan 2023	Circulation of the first draft to all NCPs (two-weeks deadline for review)
23 Jan 2023	Deadline for comments
3 Feb 2023	Circulation of the second draft to COM and all NCPs (two-weeks deadline for review)
17 Feb 2023	Deadline for comments
3 March 2023	Circulation of the third (final) draft SR to COM and all NCPs (two-weeks deadline for review)
17 March 2023	Deadline for comments
31 April 2023	Publication

12. TEMPLATE FOR NATIONAL CONTRIBUTIONS

Common Template of EMN Study 2022

The integration of applicants for international protection in the labour market

NATIONAL CONTRIBUTION FROM MEMBER STATE*²⁷

Disclaimer: The following information has been provided primarily for the purpose of contributing to this EMN Study. The EMN NCP has provided information that is, to the best of its knowledge, up-to-date, objective and reliable within the context and confines of this study. The information may thus not provide a complete description and may not represent the entirety of the official policy of the EMN NCPs' Member State.

Top-line factsheet [max. 1 page]

*The top-line factsheet will serve as an overview of the **national contribution** introducing the study and drawing out key facts and figures from across all sections, with a particular emphasis on elements that will be of relevance to (national) policy-makers. Please add any innovative or visual presentation that can carry through into the study as possible infographics and visual elements.*

Please provide a concise summary of the main findings of Sections 1-5:

The timely and effective access of applicants for international protection to the labour market is crucial in ensuring that they are adequately supported during the examination of their application, fostering their self-sufficiency and, in perspective, increasing the chances of a successful integration of those who may be granted protection at the end of the procedure.

In this sense, the Italian legislator intended to adopt a particularly favourable regulation, establishing the possibility of access to the labour market for applicants for international protection rather quickly, at the end of 60 days from the submission of the application and for the entire duration of their legal stay on the national territory, without the need for additional burdens and formalities. Moreover, the legislator did not make use of the discretionary clauses allowed by the directive and aimed at ensuring preference for categories of individuals.

In the Italian system, integration policies are the result of a multi-level governance that includes numerous institutional actors involved in migrants' integration processes (according to art. 42 of the Consolidated Immigration Act, these are: The State, the regions, the provinces and the municipalities, within the scope of their competences, also in cooperation with associations of foreigners and with organisations permanently

²⁷ Replace highlighted text with your **Member State** name here.

working in their support, as well as in cooperation with authorities or public and private bodies in the countries of origin)

Such system explicitly allows for the implementation of the principles of subsidiarity, by enhancing the social capital present in the territory, which is historically characterised by a wealth of local practices, autonomies and identities, intermediate bodies, and civil society players that meet common needs. This reflects the widely acknowledged fact that socio-economic and social inclusion pathways must be rooted in the territory to yield effective results.

Although in the period considered by the study the total amount of applications submitted is still far from the peaks reached in 2017, the latest surveys show a renewed increase in applications for protection.

Given the dynamic nature of migration and the changes that may affect the context in which reception and integration measures are implemented, several adjustments to policies and to the legal framework of reference had to be made. The period under review (2017 - June 2022) has been particularly affected by these dynamics, which are reflected in the evolutions that have characterised the multi-annual planning as well as in the sudden changes that have characterised the existing legal framework in recent years and, more generally, in the public-political debate on the matter.

Awareness of the importance of ensuring timely and effective integration of applicants for protection and, more generally, of third-country nationals has also gradually emerged in the public and political debate.

Although this issue cannot yet be deemed to have been tackled in a fully organic manner, as it is usually addressed through the lens of vulnerability, the recent crises that the national asylum system has had to face (the pandemic emergency, the Afghan crisis and the first months since the aggression against Ukraine) have highlighted both the greater fragility of this segment of the population, particularly sensitive to fluctuations in the labour market and often destined for precarious jobs, as well as the crucial role now played by the foreign population in certain sectors of the economy and its potential in an increasingly heterogeneous and multi-ethnic labour market.

Hence the need to foster the development of skills and promote education, as well as to collect more accurate and precise data and ensure a greater proactive engagement of migrant communities and of the most representative associations in order to contribute to communication campaigns and to consult them, where deemed necessary, in order to acquire useful knowledge for policies in this area.

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.

During the reporting period, the number of applications for international protection decreased, although the latest surveys show that it is increasing again.

In 2017, 123,200 applications were recorded, progressively decreasing to 23,880 in 2020. In 2021, this number more than doubled, as 48,760 applications were recorded. The first six months of 2022 also show an upward trend, with a total of 34,155 applications recorded between January and June.

Among applicants for international protection, there is a marked predominance of males, ranging between 75% and 85% of the total until 2021. The first months of 2022, with 19% of applications lodged by women and 81% by men, confirm this trend. Similarly, the 17-34 age group prevails among asylum seekers. Among the countries of origin, a gradual decrease in applications submitted by applicants from Central African

countries (Nigeria, Mali, Senegal) can be observed, while there is an increase in applicants from Tunisia. In general, the countries most represented in the years under review are Bangladesh and Pakistan.

Q2. Is the labour market situation²⁸ 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, the labour situation of applicants for international protection is not specifically surveyed by national authorities. Instead, the surveys conducted concern, in general, the broader category of third-country nationals.

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? If yes, then please provide the totals per year in the period 2017-2022.

Q3.

No.

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)?

At the national level, the issue of "integration of applicants for international protection" is not addressed organically with all its complexities. Rather, it is usually found within broader categories, such as that of third-country nationals or in relation to vulnerable third-country nationals²⁹, for a number of reasons. Indeed, the higher vulnerability of these persons may derive from the fact of having arrived in Italy relatively recently, from the absence of family and/or reference community relations in the country of origin, from the minor age or gender, as well as from little or no proficiency in the Italian language at the time of arrival.

It should be borne in mind that the application for asylum, which constitutes the fulfilment of a fundamental human right, has precisely the purpose of ensuring the protection of the fundamental rights of a foreigner who cannot otherwise see them protected at home, and therefore it may well be that the special difficulties that led to the person's departure from the country of origin have at times had a negative impact on the psychological and physical well-being of the subject.

Furthermore, the migratory journey undertaken, if it occurred irregularly, may also prove particularly dangerous, sometimes traumatising and require dedicated support and care measures.

In more general terms, the profile of applicants for international protection is neither static nor unchanging, but rather dynamic and multifaceted, and sometimes vulnerability can be characterised by a combination of circumstances in which vulnerability deriving from the status of asylum seeker is combined with other vulnerabilities (e.g., related to gender, sexual orientation, minor age, disability, seniority).

These conditions, if present in whole or in part, are likely to contribute, especially if not correctly addressed, to a negative outcome or to a slowdown in the person's integration process, with significant repercussions on his or her employability).

²⁸ For example: participation rates/unemployment rates of applicants for international protection.

²⁹ In this regard, the Guidelines for the identification of policy priorities for 2022 of the Ministry of Labour and Social Policy are relevant. The para. 4.3 of the Guidelines, dedicated to the integration of migrants, identifies applicants for international protection as one of the vulnerable subjects to be given special attention in the implementation of the policy on the matter. The Multiannual Integrated Planning 2021 - 2027 is related to it and is also relevant.

If the person is poorly or not at all literate, he/she may encounter special difficulties in learning the Italian language, whose limited knowledge, especially when added to the lack of a reference network, may negatively affect the person's level of integration, his/her ability to find his/her way around the territory, his/her awareness of his/her rights and the possibility of protecting him/herself, as well as the possibility of finding employment.

More specifically, limitations in the knowledge of the Italian language can also have a negative impact on finding a job in line with one's inclinations and skills.

Such factors may also expose applicants for international protection more to abuse and crime, exacerbating their marginalisation.

Conversely, in a scenario where the presence of foreign nationals has become structural, a greater awareness of the role played by foreign communities in society and thus of the importance of their integration has emerged over time. In this sense, and in line with the recommendations of the European Commission, which in its Action Plan on Integration and Inclusion 2021 -2027 highlights how integration and inclusion are crucial for building a more cohesive and prosperous society ³⁰, Italian public sector statements have recently highlighted the social and economic opportunities generated by integration and inclusion ³¹.

Indeed, the pandemic has made the above-mentioned elements more evident.

On the one hand, the impact that this has had on the national asylum system has contributed to making more evident the greater difficulties to which this segment of the population has been exposed and required the adaptation of national policies to the changed context.

In more general terms, the greater sensitivity of the foreign population with respect to the evolutions of the Italian labour market, the need to support the recovery of this segment of the population, harder hit than others by the health emergency, have made even more evident the need to structure the actions aimed at supporting the integration of third-country nationals in a systemic manner, seeking the involvement and coordination of all the actors involved at the national, regional and local level according to their respective competences and in a flexible manner, addressing the issue of integration in its multidimensional nature.

Therefore, in the public discourse, the need to combat labour exploitation and caporalato (illegal employment) has emerged, by encouraging controls, fostering complaints, raising awareness among migrants and trade associations, and affecting the factors that can increase the risk of falling victim to these

³⁰ See the following quotation drawn from the Action Plan on Integration and Inclusion, presented by the European Commission on 24 November 2020: "If we want to help our societies and economies thrive, we need to support everyone who is part of society, with integration being both a right and a duty for all." [https://home-affairs.ec.europa.eu/system/files_en?file=2020-11/action_plan_on_integration_and_inclusion_2021-2027.pdf](https://home-affairs.ec.europa.eu/system/files/en?file=2020-11/action_plan_on_integration_and_inclusion_2021-2027.pdf)

³¹ See, for example, the statements made by the Minister of Labour and Social Policies, Andrea Orlando, on 27 May 2022, on the occasion of the seminar "Protagonists! The New Italian Generations speak about themselves 2022" organised by the Coordinamento Nazionale Nuove Generazioni Italiane CoNNGI -, a network of associations of young people with a migration background. "We increasingly need a well-functioning integration process," the Minister said, 'not only to avoid negative social repercussions, but also for the effect it can have on the labour market. We are beginning to see gaps in some sectors that can only be filled with processes of migration and integration, as an essential condition'. <https://www.lavoro.gov.it/notizie/Pagine/Orlando-processi-integrazione-migranti-sono-importanti-per-avere-mercato-del-lavoro-efficiente.aspx> . Also the Minister of the Interior, Luciana Lamorgese, on the occasion of the signing of the three-year memorandum of understanding concluded by the government with the social partners for the purpose of integration in the construction sector, stated: 'Faced with migratory movements, which have a structural nature, our society must rapidly increase its resilience, proving to be capable not only of welcoming people in need, but also of drawing strength from their full integration into the social and economic fabric'. <https://www.lavoro.gov.it/priorita/Pagine/Accordo-tra-governo-e-parti-sociali-per-inserire-migranti-vulnerabili-nel-settore-edile.aspx>

phenomena (e.g., informal settlements, lack of awareness of one's rights, language barrier). The need to set up targeted integration paths and more generally to combat inequalities has emerged too ³².

On the other hand, the crucial role now played by the foreign population in certain sectors of the economy was highlighted precisely during the Covid-19 emergency, questioning not only the need to provide adequate protection where working conditions have proved particularly disadvantageous, but also the opportunities that the foreign population can represent in an increasingly heterogeneous and multi-ethnic labour market, both in terms of enhancing backgrounds and skills, and in terms of broadening companies' recruitment pools and their propensity to internationalise.

Hence, in relation to the issue of labour market accessibility, the need emerged to foster the development of skills and to promote education, as well as to collect more accurate and precise data, and to ensure a greater proactive engagement of migrant communities and the most representative associations in order to contribute to communication campaigns and to consult them, where deemed necessary, in order to acquire useful knowledge for the development of policies in this field.

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^{33 34}

- a. if yes, does it encompass applicants of international protection? Yes/No
 - 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.
 - ii. if no, please answer question 5b below

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

In the field of migrant integration, Italy has established a system that can be defined as a 'polycentric network of services'. Indeed, the integration policies are the result of a multi-level governance that includes numerous institutional actors involved in migrants' integration processes. Art. 42 of the Consolidated Immigration Act attributes integration competences to "the State, the regions, the provinces and the municipalities, within the scope of their competences, also in cooperation with associations of foreigners and with organisations

³² On this point, the Minister of Labour and Social Policies Andrea Orlando commented, on the occasion of the publication of the 12th Annual Report on Foreigners in the Labour Market in Italy, "The work of migrants is connected to the fate of Italy, with a heightened sensitivity: it is hit hardest by crises, but immediately reacts when recovery occurs. We must, therefore, approach it systemically, as we have done in recent months by simplifying migrants' entries for work purposes or by favouring, together with the social partners, integration in the construction sector. Moreover, the fight against undeclared work and 'caporalato' is now as a priority, in line with the Pnrr (Recovery and resilience plan) goals". "At the same time, the fight against inequalities and the commitment to protect the most vulnerable must focus on migrants. The future of the entire country is linked the fates of the too many families living below the poverty line". <https://www.lavoro.gov.it/priorita/pagine/in-ripresa-il-lavoro-dei-migranti-ma-cresce-la-poverta.aspx/>

³³ Please note that measures aimed at supporting labour market integration of applicants are discussed in section 4.

³⁴ Please note that regional/local level strategies/policies should be reported only if national is not available.

permanently working in their support, as well as in cooperation with authorities or public and private bodies in the countries of origin”.

Such system explicitly allows for the implementation of the principles of subsidiarity, by enhancing the social capital present in the territory, which is historically characterised by a wealth of local practices, autonomies and identities, intermediate bodies, and civil society players that meet common needs. This reflects the widely acknowledged fact that socio-economic and social inclusion pathways must be rooted in the territory in order to yield effective results.

Within this model, the category of applicants for international protection features mainly in guidelines on the integration of third-country nationals within broader categories, such as that of the so-called 'vulnerable' migrants.

It is worth mentioning, in relation to the matter under review, the 2022 Guidelines and the 2021-2027 Multiannual Agenda on Labour Integration and Social Inclusion³⁵ of the Ministry of Labour and Social Inclusion.

The first document states that special attention shall be paid to vulnerable categories of migrants, among which applicants for international protection are expressly included, in order to promote their social and labour inclusion.

The second document, instead, identifies, based on past experience, in particular in relation to the 2014-2020 multiannual programming, a series of objectives that are broken down into seven specific actions that should guide government efforts and resources, in order to achieve "an effective governance of labour and integration policies, which takes into account the peculiarities of the migration phenomenon with reference to the territories, the different communities and the local labour market".

Among such actions, the third one concerns the socio-occupational integration of vulnerable migrants, to be implemented through the customised care model and is addressed, among others, to applicants for international protection.

More specifically, the actions to be implemented under this line of action are: the development and implementation of integrated pathways for social and labour integration, based on specific vulnerabilities and needs; the implementation of measures to promote the organisation and attendance of Italian courses for foreigners (A1, A2, B1 and B2 levels with final certification) as well as measures to promote access to employment centres and inclusion in active labour policies; the promotion of self-employment pathways and support leading to housing autonomy; support for the creation and development of sponsorship programmes by the private community; the development of awareness-raising actions addressed to companies on the value of the inclusion of vulnerable migrants and support for actions aimed at including vulnerable migrants, promoted in the framework of partnerships between economic and social partners and institutions, as well as activities to promote the collection of data, studies, and knowledge tools on the skills, qualifications and training and employment paths of the different categories of vulnerable migrants.

Moreover, applicants for international protection, as beneficiaries of the reception measures introduced by the Legislative Decree 142/2015, implementing Directive 2013/33/EU, may benefit, if they lack the means to guarantee them and their family members a decent life, from specific support measures while their application for international protection is pending. These measures include legal and territorial orientation, psychological assistance and language training, which may have an impact on the employability of third-country nationals. In addition, third-country nationals can participate, on a voluntary basis, in socially useful activities for the benefit of local communities. However, such measures do not include vocational training.

The guidelines relating to the above-mentioned reception measures and the planning of related actions are defined by the National Coordination Table set up at the Ministry of the Interior - Department for Civil Liberties and Immigration.

³⁵ <https://www.lavoro.gov.it/documenti-e-norme/normative/Documents/2021/DM-232-01122021-atto-di-indirizzo-individuazione-delle-priorita-politiche-2022.pdf>

- iii. 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.

- 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?

As mentioned above, the migration phenomenon is mutable and multidimensional and because of this it is often necessary to adapt policies and the reference legal framework to the changes that may affect, from time to time, the so to say intrinsic characteristics of the migration phenomenon or of the implementation context.

The period under review, 2017 - June 2022, has been particularly affected by these dynamics, which are reflected in the evolutions that have characterised the multiannual planning as well as in the sudden changes that have characterised the existing legal framework in recent years.

Regarding the first issue, it should be noted that the reference period spans from the end of the programming on employment, integration and inclusion of the Directorate General for Immigration and Integration Policies of the Ministry of Labour and Social Security for the period 2014 - 2020 to the beginning of the current programming phase, relating to the period 2021 - 2027.

The transition from the first to the second phase saw the confirmation, in substance, of the shift from a Project logic to a Programme logic, made possible also through the establishment of the Directorate General for Immigration and Integration Policies as Delegated Authority of the Asylum, Migration and Integration fund (AMIF) and as Intermediate Body of the PON Inclusion and PON Legality, which allowed it to coordinate the European and national financial instruments, enhancing the contribution of all the actors involved at national and regional level.

The implementation of the 2014-2020 programming has brought to light some strengths, but also some critical points, related, in particular, to the number and heterogeneity of the actors involved in the implementation of the actions; to the lack of a true national steering committee; to the multitude of different procedures for the synergic use of the various European sources of funding, which has proved particularly complex; to regulatory amendments and to the significant changes in the migration framework, which have frequently required the reshaping of the interventions already planned and therefore stimulated a shift towards programming by objectives, which result in projects that are rapidly implemented, but also flexible, capable of being adapted to the altered contexts, even to emergencies that have arisen in Italy and in the EU, such as the Covid emergency.

The current programming phase, while confirming the integrated approach that characterised the previous period, also seeks to address the above-mentioned critical issues and is therefore articulated in the following principles: the promotion of inter-institutional co-operation with Regions and Local Authorities and the strengthening of partnerships with public and private operators in the labour market and the private social sector; the adoption of a multi-sectoral approach; the adoption of a twin-track approach to gender equality in which gender integration and specific policies and measures for the promotion of gender equality, including positive actions, are complementary; the promotion of an intersectional perspective, which favours the adoption of policies capable of meeting the specific needs of migrants presenting different profiles of vulnerability; the strengthening of bilateral relations and cooperation with the countries of origin of the migratory flows towards Italy; the use of knowledge tools necessary to effectively orient the design of policies (see the information system for foreign minors, the register of associations referred to in Article 42 of the Consolidated Immigration Act and the drafting of specific reports such as the annual report on foreigners and the labour market, annual reports on the main communities, annual reports on metropolitan areas and the migrant integration portal).

With regard to the second issue, and with specific reference to third-country nationals seeking international protection, it is worth noting that the reference period follows the so-called migratory crisis, which saw a significant increase in the number of asylum applications submitted in Italy, the management of which led to the adoption of several measures to modify the asylum system, aimed, in particular, at making the assessment of applications for international protection more efficient and homogeneous and at strengthening the reception system. (See, in particular, Decree-Law No. 13 of 17 February 2017 (Official Gazette No. 40 of 17/02/2017) conv. with amendments into Law 46/2017 (Official Gazette No. 90 of 18/04/2017)).

In 2017, Law 46/2017 had also established the power for the Prefects of the regions and autonomous provinces to promote any initiative useful for the employment, among others, of applicants for international protection on a voluntary basis, in socially useful activities in favour of local communities.

The following Decree-Law No. 113 of 4 October 2018 (in the Official Gazette 04/10/2018, No. 231) then converted, with amendments, by Law No. 132 of 1 December 2018 (in the Official Gazette 03/12/2018, No. 281) changed the reception system, in order to pursue a streamlining of the expenses dedicated to it, to be achieved also through a differentiation of investments in favour of the integration of those holders of a definitive title to stay from those whose status was being defined.

Indeed, the law reformed the reception system in a binary sense, differentiating the reception modalities according to the categories of beneficiaries, excluding applicants for international protection from placement in the reception system structures (which from 'Reception System for Asylum Seekers and Refugees - SPRAR' was renamed SIPROIMI - Protection System for Persons with International Protection and for Unaccompanied Foreign Minors) and from the benefits connected to it, and allocating them to governmental and extraordinary reception structures, with a restriction on the possibility of access to integration measures.³⁶³⁷

Law Decree no. 130/2020, converted, with amendments, by Law no. 173 of 18 December 2020 (in the Official Gazette no. 314 of 19/12/2020) reformed the system, which was renamed "Reception and Integration System" - SAI, once again widening the categories of beneficiaries who can be received, including, in particular, applicants for international protection and extending the services offered (the so-called first-level services) also to orientation in the territory and psychological assistance, and restoring the possibility for applicants for international protection to participate, on a voluntary basis, in socially useful activities for the benefit of local communities. However, applicants for international protection continue to be excluded from the so-called "second-level" reception measures, which include, among others, professional guidance measures, aimed at facilitating access to the labour market.

³⁶ Article 12 of Decree-Law 113/2018 amended, in particular, Articles 8 and 9 of Legislative Decree No. 142/2015, the so-called Reception Decree, transposing European Directives 2013/32/EU and 2013/33/EU.

³⁷ Indeed, applicants for international protection were denied access to vocational training activities envisaged by the SPRAR system (now, par. 2 of art. 12, decree no. 113/2018, which abrogated par. 3 of art. 22 of the Reception Decree) and the possibility to participate in socially useful activities benefiting the local community (letter m) modifies art. 22-bis of the Reception Decree). In addition, letter h par. 1 of Article 12 denied vulnerable applicants for international protection access to dedicated projects, excluding them from the integration system and without providing for adequate needs assessment mechanisms within the governmental reception centres.

- 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.

Within the Italian system of multi-level governance, a distinction is made between a central level, which is entrusted with policy-making tasks, and peripheral levels, which are entrusted with the tasks of operational planning and effective delivery of measures and actions concerning the inclusion of immigrant citizens. At the central level, competences on integration are assigned to:

- 1) The Ministry of the Interior, which, in addition to being directly responsible for migration issues, manages the National Coordination Table, composed of central and local administrations competent in the field of integration and migration policies, established to foster a more effective and concerted planning and coordination of activities. The National Coordination Table is in charge of the governance of migrants' reception and integration services and is a forum for discussion among the different institutional levels involved in various ways in the management of integration policies.
- 2) The Ministry of Labour and Social Policies, in collaboration with the Regional Administrations and Local Authorities, has competences on social and labour integration policies for migrants. In particular, the General Directorate for Immigration and Integration Policies of the Ministry of Labour plans the flows, manages and monitors the entry quotas of foreign workers and takes care of bilateral cooperation with the countries of origin; it promotes and takes care of the initiatives related to active policies and the involvement of the competent services in the activities of integration and reintegration of foreign workers into the labour market; it monitors the labour market with reference to the entry flows for work and vocational training of foreign workers; coordinates policies for the social and labour integration of foreign immigrants and initiatives aimed at preventing and combating discrimination, xenophobia and the phenomenon of racism; maintains the Register of Associations and Bodies that carry out activities in favour of immigrants; coordinates activities relating to policies for the protection of foreign minors; supervises the residence arrangements of Unaccompanied Foreign Minors present on the territory of the Italian State and of foreign minors temporarily received and provides, with reference to unaccompanied minors, for their census and monitoring through the use of the National Information System for Unaccompanied Minors, pursuant to article 9 of Law no. 47; coordinates, with secretarial functions, the activities of the Operational Table for the definition of a new strategy to combat caporalato and labour exploitation in agriculture, and the activities of the related Working Groups, also taking care of the management and monitoring of the actions financed in accordance with the Three-Year Plan to combat labour exploitation in agriculture and caporalato.
- 3) The Ministry of Education, Universities and Research promotes school policies favouring the integration of pupils with a migratory background, also through the National Observatory for the Integration of Foreign Pupils and for Inter-culture.
- 4) The Ministry of Health promotes access to care for foreigners and encourages their social and health inclusion.
- 5) The Ministry of Agriculture, Food and Forestry Policies deals with the integration of immigrants in the agricultural sector, also through training courses, career guidance and job placement, and the fight against 'caporalato' (illegal labour).
- 6) The National Office Against Racial Discrimination (UNAR), established at the Department for Equal Opportunities of the Presidency of the Council of Ministers, is dedicated to preventing and combating discriminatory phenomena and promotes initiatives to prevent and combat discrimination, xenophobia and racism.

7) The Equal Opportunities Office at the Department for Equal Opportunities

The Regions and Local Authorities also play an important role, not only in the management but also in the planning of interventions. The Regions are responsible for planning, guiding, coordinating and evaluating policies and allocating financial resources in order to fully implement them, and they play a central role in defining welfare policies and access to social rights to promote the integration of country nationals, with particular attention to vulnerable categories. They also provide services related to active labour policies through the Employment Centres (CPI) and the Regional Employment Agencies, or through governance models based on a network of accredited subjects, ensuring compliance with the essential levels of services, defined and supported at the national level.

In this multilevel system, the municipalities become central because they are no longer conceived exclusively as terminals for regional policies, but as protagonists in their development and implementation, particularly with regard to welfare actions (with significant differences, however, due to the different orientations of regional legislations). The tasks of the regions and local authorities therefore range from health, labour, education/training, and social welfare.

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

In Italy, access to the labour market for third-country nationals, holders of a residence permit entitling them to work, takes place on equal terms with other resident Italian and EU citizens and is not regulated differently depending on whether they are employed or self-employed. With regard to applicants for international protection, Legislative Decree 142 of 2015 provides for automatic access to the labour market if 60 days have elapsed since the submission of the application for international protection, if the procedure for its examination has not been concluded and the delay cannot be attributed to the applicant.

The time limit, which is shorter than the maximum time limit provided for in the Reception Directive, shows that there is a clear recognition of the crucial role played by work for the integration and support of the foreigner while the application for protection is being examined.³⁸

Indeed, the applicant for protection only needs to possess the so-called 'C3 form', duly filled in, issued by the Police Headquarters upon presentation of the application for international protection, in order to access the labour market. This document certifies that the application for protection has been formally submitted, with

³⁸ Article 15 of Directive 2013/33/EU allows states to ensure that applicants have access to the labour market within nine months from the date of lodging an application for international protection.

an indication of the date of the application, and states that possession of the form will allow the applicant to work in Italy 60 days after the date of submission of the application.

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?³⁹
- 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.
- Q11. Is the right to access the labour market automatic after a specified period?
Yes/No
- Q12. What kind of documents are necessary in order to access the labour market?⁴⁰
- Q13. Is a work permit or another type of administrative application/decision necessary for accessing the labour market? Yes/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.

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?

Section 3.2. Conditions and limitations in accessing the labour market

³⁹ 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.

⁴⁰ According to Reception Conditions Directive Recast (2013/33/EU) article 6, Member States shall ensure applicants have a document that proves they are applicant.

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.

Not applicable (the asylum seeker does not need authorisation for access, so the issue of its validity and conditions regarding its continued validity is not relevant).

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?

Asylum seekers are usually third-country nationals, and may be excluded from access to jobs involving the exercise of public office (51 Const.) for which Italian citizenship is required. A nationality reservation is also provided for in specific legislative acts such as, among others, legislative decree 165/2001 (Official Gazette no. 106 of 09/05/2001 - Ordinary Suppl. no. 112), containing general rules on the regulation of employment in public administrations (Art. 38) and Prime Minister' Decree 174/1994 (Official Gazette no. 61 of 15/03/1994).

Q17. Is employment restricted to a single employer?

No

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?

Since there is no specific authorisation, there is likewise no specific procedure for its renewal. The asylum seeker retains access to the labour market even during the process of renewing his residence permit, although, in practice, there is some difficulty in gaining access to the labour market when the time taken to issue the new residence document extends beyond the expiry date of the first permit.

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?

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.)?

Not applicable.

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,⁴¹ and their rationale and aims, that make up your policy / strategy (according 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	Asylum seekers hosted in the Centres pursuant to art. 9 and art. 11 of Legislative Decree 142/2015 and included in the projects of the SAI (Reception and Integration System) network, shall receive an	Adult education is promoted by the CPIAs (Provincial Centres for Adult Education) established by Presidential Decree 263 of 29 October 2012. Italian language courses can also be provided by local authorities in cooperation with other public and	Applicants for international protection, unaccompanied foreign minors.

⁴¹ Please make sure legislative and policy actions are distinguished from each other.

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>Italian language course service, aimed at facilitating their learning, both in written and spoken form. The 2021 Specification Outline, which defines the supply of goods and the provision of reception services, provides for a minimum of 4 hours per week for centres with a maximum capacity of 50 places, 12 hours per week for centres with a maximum capacity of 150 places and 24 hours per week for centres with a maximum capacity of 300 places.</p> <p>The SAI network</p>	<p>private entities at local level. Language courses are normally provided in collaboration with territorial CPIAs, or by private entities or by teachers accredited to teach Italian to foreigners.</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>requires each accepted asylum seeker to attend at least 15 hours of Italian language courses per week.</p> <p>As part of the orientation service in the territory, the participation of beneficiaries in Italian language courses for adults provided by the Provincial Centres for Adult Education (CPIA) is favoured. These courses allow to obtain a qualification certifying the achievement of a level of knowledge of the Italian language not lower than level A2 of the Common</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>European Framework of Reference for Languages, drawn up by the Council of Europe.</p> <p>At II level SAI reception centres, pursuant to Article 4 of Legislative Decree 130/2020, applicants for international protection access material reception services, including linguistic-cultural mediation and Italian language courses.</p>		
<p>2. Vocational education and training (including reskilling schemes)</p>	<p>Access to work integration internships takes place on equal terms with resident Italian and EU citizens. They</p>	<p>Ministry of Labour and Social Policy, regions, employment agencies/departments for labour and training, job centres, employment services and agencies</p>	<p>Applicants for international protection in general, unaccompanied foreign minors.</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>are normally promoted by the regions, as they are the main competent administrations by law. There are more favourable derogations on the duration of internships, if they are aimed at vulnerable categories and particular applicants and holders of international protection. At the national level, the Ministry of Labour may promote specific internship or work orientation programmes for vulnerable groups of foreigners.</p>	<p>accredited for labour and training intermediation services, training agencies, local authorities, associations/NGOs, economic players and employers</p>	
<p>3. Civic integration courses</p>	<p>At CPIAs (Provincial Centres for Adult Education) and II level SAI reception centres it is</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)?
	possible to attend civic education courses, and civic education is often		
4. Support for recognition of diplomas, certificates and other evidence of formal qualifications including those formal qualifications that cannot be documented (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.			
5. Skill assessments to validate prior (non-accredited) learning and experience	Within the Centres pursuant to art. 9 and art. 11 of Legislative Decree 142/2015 and in the SAI centres, the access of beneficiaries to the various services provided by the	Public and private services for employment	Applicants for international protection in general

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>Employment Centres, to which applicants have the right to access on equal terms with citizens after signing a Service Agreement, or to private services provided by Employment Agencies, is ensured as part of the orientation service in the territory. No specific services are provided in the SAI reception centres.</p>		
<p>6. Information and counselling (labour market orientation, tailored advice, other)</p>	<p>In the Centres pursuant to Art. 9 and Art. 11 of Legislative Decree 142/2015 and in the SAI centres, information on Italian labour regulations is provided, as well as an orientation service in the territory, which facilitates the access of beneficiaries to</p>	<p>The bodies managing the centres; the local Employment Centres; the local and provincial Training Agencies</p>	<p>The same as point 5</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)?
	the services provided in the territory (including the services of the Employment Centres and private services offered by Employment Agencies).		
7. Incentive measures for employers (e.g. tax reductions, labour matching services, recruitment support)	No specific incentives are provided		
8. Support for self-employment (for example preferential taxation and social security contributions, administrative support with establishing a company etc, business plan development, other). 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	Applicants for international protection can have access on equal terms with other citizens to local services supporting self-employment, organised by Chambers of Commerce or private agencies.		

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)?
third-country nationals.			
9. Indirect support (e.g. childcare, transport)	In the first and second reception centres, support for school integration is provided (school enrolment, coverage of expenses related to material needs, school transport, teaching materials).	Material support measures are issued by local bodies in collaboration with other public and private actors at a local level (eg, schools, inside SAI reception centres).	Applicants for international protection in general, unaccompanied foreign minors.

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	PUOI Project – Protezione Unita a Obiettivo Integrazione (Protection with the Integration Objective)
Type	<i>Projects (ad-hoc)</i>
Area	Vocational education and training
Access	All applicants for international protections, especially the Vulnerable subjects
Target group	<input checked="" type="checkbox"/> Tailor-made labour market integration measure (only applicants for international protection) <input type="checkbox"/> Mainstream labour market integration measure (for all) If the measures is for all, please describe how applicants for international protection benefit If the measures is for all, please describe how applicants for international protection benefit
Coverage	<i>National</i> If “other”, please add further information here
Link	https://integrazionemigranti.gov.it/it-it/Ricerca-news/Dettaglio-news/id/2692/Progetto-PUOI-entro-il-20-luglio-le-domande-di-partecipazione
Source and justification	Please indicate the source/who proposed the practice as good and explain why the measure is considered a “good practice” (see Section Methodology). PUOI project is one of the Italian Government's commitments within the framework of the Global Forum on Refugees (GFR).
Description	
<p>M1.Q1. Please describe how third-country nationals can access the measure, notably:</p> <p>a) <i>Elaborate in brief on the conditions and process of accessing the measure for applicants for international protection</i></p> <p>The project is addressed to applicants and holders of international and humanitarian protection, holders of residence permits issued in cases of vulnerability and former unaccompanied foreign minors</p>	

b) *Is the measure voluntary or compulsory? Is it provided free of charge?*

Optional and free measure

c) *If applicable, indicate if the measure is different from the regular support available to national population, EU citizens or third country nationals?*

It is a specific kind of support aimed at facilitating and promoting access to the labour market for vulnerable migrants.

d) *Are there any reasons for to be excluded/to lose access to the measure? If so, which ones?*

Applicants for international protection who are employed or about to sign an employment contract are excluded. Failure to achieve at least 70% of the planned activities results in the exclusion of eligible participants.

M1.Q2. Please describe briefly the context in which the measure has started:

a) *When was the measure introduced and what was/is its duration?*

The project was launched for the first time in 2018 and it is still ongoing

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)?*

A need for social and labour integration, reducing marginalisation and exclusion of vulnerable migrants

c) *When is the measure provided (e.g. upon arrival, upon arrival until (please add till when), no determined time limitation)?*

It is envisaged for vulnerable migrants, which are authorised to work.

d) *Key activities*

The project - managed by the Ministry of Labour and Social Policy and implemented by the National Agency for Active Labour Policies - involves employment services, the reception system and employers in the provision of tailor-made integration programmes that include job orientation and other complementary active and supportive labour market measures, as well as participation in a six-month internship. Each integration programme is financed through an individual grant.

M1.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?*

a) Ministry of Labour and Social Policies, through its in-house Agency – ANPAL Servizi spa

b) A monthly reimbursement of 500 EUR for interns (6 months)

- c) The project is implemented locally by private employment or vocational education/training agencies

M1.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*

- a) Since 2019, when it was presented as a pledge at the Global Forum on Refugees, PUOI has launched over two thousand internships. Despite the hard impact of the pandemic on the labour market in Italy, the first results are encouraging: 3 out of 4 participants have signed at least one contract after the end of the internship.
- b) Outcomes: as of 2019, 2,141 completed internships; 1,525 host companies; 219 employment services involved. For more information, see factsheet (English version): <https://www.integrazionemigranti.gov.it/AnteprimaPDF.aspx?id=3293>
- c) Monitoring/assessment: national and regional focus groups with stakeholders and participants have been promoted, as well as video-interviews.

Measure 2	
Overview	
Name	PROGRAMMES for young migrants' training, employment and integration
Type	<i>Projects (ad-hoc)</i>
Area	Vocational education and training
Access	Please describe who has access to the measure, i.e. all applicants for international protection or particular categories Unaccompanied foreign minors (UFN) or young adults, former UFNs, including those seeking international protection
Target group	<input checked="" type="checkbox"/> Tailor-made labour market integration measure (only applicants for international protection) <input type="checkbox"/> Mainstream labour market integration measure (for all) If the measures is for all, please describe how applicants for international protection benefit If the measures is for all, please describe how applicants for international protection benefit
Coverage	<i>National</i> <i>If "other", please add further information here</i>

Link	https://www.integrazionemigranti.gov.it/it-it/Ricerca-news/Dettaglio-news/id/36/Progetto-Percorsi-un-bilancio-e-uno-sguardo-al-futuro
Source and justification	<p>Please indicate the source/who proposed the practice as good and explain why the measure is considered a "good practice" (see Method section).</p> <p>In 2020, PERCORSI was reported by the European Commission as a promising practice for labour integration</p>
Description	
<p>M2.Q1. Please describe how third-country nationals can access the measure, notably:</p> <ul style="list-style-type: none"> a) <i>Elaborate in brief on the conditions and process of accessing the measure for applicants for international protection</i> b) <i>Is the measure voluntary or compulsory? Is it provided free of charge?</i> c) <i>If applicable, indicate if the measure is different from the regular support available to national population, EU citizens or third country nationals?</i> d) <i>Are there any reasons for to be excluded/to lose access to the measure? If so, which ones?</i> <div style="border: 1px solid black; padding: 10px; margin: 10px 0;"> <p>Unaccompanied foreign minors (UFN) or young adults, former UFNs, including those seeking international protection.</p> <ul style="list-style-type: none"> a) Participants can choose to access the measure, for free c) PERCORSI aims at strengthening measures favouring the integration of unaccompanied minors in Italy d) Failure to achieve at least 70% of the planned activities results in the exclusion of eligible participants. m </div> <p>M2.Q2. Please describe briefly the context in which the measure has started:</p> <ul style="list-style-type: none"> a) <i>When was the measure introduced and what was/is its duration?</i> b) <i>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)?</i> c) <i>When is the measure provided (e.g. upon arrival, upon arrival until (please add till when), no determined time limitation)?</i> d) <i>Key activities</i> <div style="border: 1px solid black; padding: 10px; margin: 10px 0;"> <ul style="list-style-type: none"> a) Introduced in 2016, PERCORSI has reached its 4th edition in 2022 b) A need for integration, with a view to facilitating the transition to adulthood c) The measure is envisaged for minors or young adults, holders of the aforementioned residence permits, favouring their access to the labour market or to services provided by education/vocational training agencies d) The project is based on the definition of an individual integration plan that includes a series of integration services aimed at facilitating the recipients' access to the labour market (tutoring, coaching, work orientation, etc.) and the possibility of participating in an internship in the workplace. To this end, beneficiaries were offered an individual grant to enable them to participate in the integration process. </div> <p>M2.Q3. Please briefly describe the implementation modalities, notably:</p> <ul style="list-style-type: none"> a) <i>By whom is it implemented (agency, government institution, NGOs, private sector etc.), and what are the coordination structures?</i> b) <i>If applicable, are there any reimbursement (totally or partially)/cost sharing possibilities?</i> c) <i>How and by whom is it promoted?</i> 	

- a) It is managed by the Ministry of Labour and Social Policies, and implemented by its in-house agency Anpal Servizi S.p.a. The project involves employment services, the reception system and employers in the provision of tailor-made integration pathways that include job orientation and other proactive supplementary and support measures, as well as participation in a six-month internship. Each integration pathway is financed through an individual grant
- b) A monthly reimbursement of EUR 500 for interns (6 months)
- c) The project is implemented locally by private employment or vocational education/training agencies

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*

- a) Yes
- b) Almost 3,500 internships have been launched from 2016 to 2022. On average, almost one in two young people has signed a work contract one year after the end of the internship. See the [factsheet](#).
- c) A final report on the 2016-2020 edition has been published: <https://www.integrazionemigranti.gov.it/it-it/Ricerca-news/Dettaglio-news/id/36/Progetto-Percorsi-un-bilancio-e-uno-sguardo-al-futuro>

Measure 3	
Overview	
Name	Please insert name of the measure here.
Type	Choose from drop down menu here
Area	Choose from drop down menu here
Access	Please describe who has access to the measure, i.e. all applicants for international protection or particular categories Please describe who has access to the measure, i.e. all applicants for international protection or particular categories
Target group	<input type="checkbox"/> Tailor-made labour market integration measure (only applicants for international protection) <input type="checkbox"/> Mainstream labour market integration measure (for all) If the measures is for all, please describe how applicants for international protection benefit If the measures is for all, please describe how applicants for international protection benefit

Coverage	<p>Choose an item.</p> <p>If "other", please add further information here</p>
Link	<p>Please provide hyperlink to source/project here, if available</p>
Source and justification	<p>Please indicate the source/who proposed the practice as good and explain why the measure is considered a "good practice" (see Section Methodology).</p>
Description	
<p>M3.Q1. Please describe how third-country nationals can access the measure, notably:</p> <ul style="list-style-type: none"> a) <i>Elaborate in brief on the conditions and process of accessing the measure for applicants for international protection</i> b) <i>Is the measure voluntary or compulsory? Is it provided free of charge?</i> c) <i>If applicable, indicate if the measure is different from the regular support available to national population, EU citizens or third country nationals?</i> d) <i>Are there any reasons for to be excluded/to lose access to the measure? If so, which ones?</i> <div style="border: 1px solid black; height: 20px; width: 100%; margin-top: 10px;"></div> <p>M3.Q2. Please describe briefly the context in which the measure has started:</p> <ul style="list-style-type: none"> a) <i>When was the measure introduced and what was/is its duration?</i> b) <i>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)?</i> c) <i>When is the measure provided (e.g. upon arrival, upon arrival until (please add till when), no determined time limitation)?</i> d) <i>Key activities</i> <div style="border: 1px solid black; height: 20px; width: 100%; margin-top: 10px;"></div> <p>M3.Q3. Please briefly describe the implementation modalities, notably:</p> <ul style="list-style-type: none"> a) <i>By whom is it implemented (agency, government institution, NGOs, private sector etc.), and what are the coordination structures?</i> b) <i>If applicable, are there any reimbursement (totally or partially)/cost sharing possibilities?</i> c) <i>How and by whom is it promoted?</i> <div style="border: 1px solid black; height: 20px; width: 100%; margin-top: 10px;"></div> <p>M3.Q4. Please briefly describe the impact of the measure and notably:</p> <ul style="list-style-type: none"> a) <i>Did it meet the anticipated objectives? YES/NO/Partly</i> b) <i>What are the main outcomes</i> c) <i>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)</i> d) <i>Challenges during implementation and remedies applied</i> e) <i>Likelihood of continuation of the measure. If discontinued, please explain why</i> 	

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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?

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 distinction⁴² between legislative challenges and challenges in practice and specify how those challenges have been identified.

Difficulties in accessing the labour market may result from multiple, often concomitant factors, related to the specific condition of the person and/or the context from which he/she comes, or they may result from circumstances in the host country and in particular from the implementation of integration policies and/or the relevant legal framework and its enforcement.

It has been observed that applicants for international protection are in some respects more vulnerable than third-country nationals as a whole.

As mentioned above (see Q 1), this heightened vulnerability may derive from having arrived in Italy relatively recently, from the absence of family and/or community networks in the country of origin, from a scarce or non-existent knowledge of the Italian language upon arrival, from the coexistence of multiple vulnerability factors (related to gender, sexual orientation, advanced age, disability, living conditions in the country of origin and the characteristics and modalities of the journey undertaken).

These factors may also expose applicants for international protection more to abuse and crime, exacerbating their marginalisation.

As regards the legal framework and its implementation, it has been noted that the current reception and integration system set out pursuant to the amendments made by Law Decree 130/2020, converted into Law No. 173 of 18 October 2020, provides for two levels of reception: the first intended for applicants for international protection and the second specifically for persons entitled to international protection.

The amendments made by such law have allowed the reinstatement of some benefits that had been eliminated by the previous Decree-Law 113/2018, conv. with amendments, into Law 132/2018 such as access to language courses, legal guidance and psychological counselling; as well as access to socially useful activities. However, applicants for protection are still excluded from measures more directly aimed at fostering access to the labour market, such as career guidance courses.

In addition, difficulties in accessing the labour market may result from a misinterpretation of the legal framework or from a lack of knowledge of it on the part of employers or potential employers (e.g., if, as mentioned above, the applicant for international protection has applied for the renewal of his/her residence permit, but the new document is not delivered before the expiry of the first one, he/she may encounter difficulties in signing a work contract or keeping an existing work relationship).

Finally, it is worth mentioning that discrimination linked to the foreign nationality is still widespread among the existing forms of discrimination⁴³ and that it is frequently experienced in the workplace or when accessing it.

⁴² Where applicable

⁴³ European Union Agency for Fundamental Rights, Second European Union Minorities and Discrimination Survey - <https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-main-results>

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)?

The integration into the labour market of applicants for international protection is not specifically surveyed. In the public policy debate, the integration of applicants for protection is not addressed with all its complexities, but often linked to the general category of vulnerable migrants. There has however been a gradual increase in the awareness of the importance of the role played by the foreign population in certain sectors of the economy and the potential it brings to the labour market.

- 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)

The status of applicants for international protection is included in the more general category of vulnerable migrants and, in that context, they are targeted by measures aimed at supporting their socio-occupational integration, promoting processes that are as customised as possible as well as the development or acquisition of skills that favour employability. When granted reception, applicants for international protection have access to language courses, legal and local guidance services and other measures such as psychological support that may affect, albeit indirectly, the person's ability to find employment. At the same time, applicants for international protection may be included, on an equal footing with persons enjoying international protection and on a voluntary basis, in socially useful activities for the benefit of local communities.

- 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)?

According to the main lessons learnt in the previous programming period, the main challenges regarding labour market access for applicants for international protection are the following (a) promoting the standardisation and dissemination at national level of tools for the identification and assessment of formal, non-formal and informal skills in the reception network, among employment services and among companies; (b) guaranteeing an offer of specialised/sectoral Italian courses, possibly in collaboration with the social partners (bilateral bodies); c) broadening and organising, at national level, the offer of social and labour integration pathways that include customised care, specialised guidance and job-accompaniment services and on-the-job experiences (internships and apprenticeships), involving the reception network, public and private labour market operators and companies; d) promoting access to the network of services for employment and for the intermediation between supply and demand starting from the reception network and strengthening their connection with the reception network; e) promoting self-employment and self-

entrepreneurship, by favouring guidance and training pathways, including financial ones, and with measures to facilitate access to credit f) promoting the involvement of civil society in socio-occupational inclusion pathways, supporting the development of “community and private sponsorship programmes”, as provided for in the new European Pact on Migration and Asylum g) paying particular attention to the labour inclusion and reintegration of applicants and beneficiaries of international protection with specific vulnerabilities and needs, also by building pathways consistent with the 2022-2025 National Action Plan against trafficking and serious exploitation and with the guidelines, procedures and tools activated under Actions 9 and 10 of the Three-Year Plan to Combat Labour Exploitation in Agriculture and Caporalato 2020-2022 h) making collaboration with the social partners structural in order to foster the social and labour integration of applicants for and beneficiaries of international protection, also by implementing and re-proposing in Italy the European Partnership for Integration i) raising the awareness of companies and supporting their commitment on the issues of inclusion and diversity, in line with UNHCR recommendations; l) promoting the collection of data, studies and knowledge tools, as well as the exchange of information between Employment Services, on the skills, qualifications and training and employment pathways for applicants for and beneficiaries of international protection in Italy; m) combining empowerment and integration processes with measures aimed at promoting work-life balance.

Annex: Eurostat statistics

Eurostat Data for each EU Member State will be extracted centrally by the Service Provider and an Excel-Sheet prepared for each country and shared with the NCPs.

The Statistical Annex consists of the following:

Annex 1.1: Eurostat data asylum and first time asylum applicants
[\[MIGR_ASYAPPCTZA\]](#)