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## Labour market integration of third-country nationals in France

*French Contact Point of the European Migration Network*

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- French NCP website (in French):

<https://www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3>

# LABOUR MARKET INTEGRATION OF THIRD-COUNTRY NATIONALS IN FRANCE

*Study carried out by the French National Contact Point  
for the European Migration Network (EMN)*

**August 2018**

**Disclaimer:**

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## LIST OF ACRONYMS

AFPA: National Agency for Adult Vocational Training (*Agence nationale pour la formation professionnelle des adultes*)

CAI: Reception and Orientation Centre (*Centre d'accueil et d'orientation*)

CEFRL: Common European Framework of Reference for Languages

CESEDA: Code on Entry and Residence of Foreigners and the Right of Asylum (*Code de l'entrée et du séjour des étrangers et du droit d'asile*)

CIR: Republican Integration Contract (*Contrat d'intégration républicaine*)

CREPI: Regional clubs of business partners for integration (*Clubs régionaux d'entreprises partenaires de l'insertion*)

DAAEN: Directorate for Reception, Foreigner Assistance and Citizenship (*Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité*)

DGEF: General Directorate for Foreigners in France (*Direction générale des étrangers en France*)

DGEFP: General Delegation for Employment and Vocational Training (*Délégation générale à l'emploi et à la formation professionnelle*)

DSED: Department for Statistics, Studies and Documentation (*Département des Statistiques, Études et de la Documentation*)

OFII: French Office for Immigration and Integration (*Office français de l'immigration et de l'intégration*)

## SUMMARY

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## Executive Summary

Integration of foreigners represents a challenge for social cohesion. Over the past few years, the policy on the reception and integration of foreigners has been reinforced by implementing new mechanisms and proposing areas for discussion in order to address the challenges in terms of integration.

As announced in the plan presented on 12 July 2017 by the Government on **"guaranteeing the right of asylum and improving the management of migration flows"**<sup>1</sup>, the member of parliament for Val d'Oise, Aurélien Taché, was tasked by the Prime Minister on 20 September 2017, with carrying out a **consultation on the necessary overhaul of the reception policy and support for foreigners in France**. Following this consultation with a wide range of actors, a report containing "72 proposals for an ambitious policy regarding the integration of foreigners"<sup>2</sup> was submitted to the Prime Minister on 19 February 2018.

Starting from the observation that the current Republican Integration Contract (*Contrat d'intégration républicaine*, CIR) is insufficient in linguistic, economic and social terms, member of parliament Aurélien Taché proposed **setting out the stages of an integration pathway, using a pragmatic approach, focussing on a comprehensive approach to all levers of integration, increasing the resources made available, and an interministerial integration policy, combining different national and local partners**.

On 5 June 2018, the Interministerial Integration Committee met to present a plan reflecting this desire for an **"ambitious overhaul of integration policy"**. Among the measures announced, the plan anticipated an integration policy based on more French language teaching, active participation of the individuals in question in French life, careers guidance and access to employment, and dedicated support for the most vulnerable groups, including refugees.

The measures recently announced thus focus on a comprehensive integration policy, stressing the key role of **employment and training in the integration pathway of third-country nationals**.

The European Migration Network study aims to **provide an overview of all the general integration policies and labour market integration policies for third-country nationals in France**, paying particular attention to changes that have occurred since 2014. It also aims to **present the integration measures adopted by the State and to identify examples of good practice developed by actors in the private sector**.

Measures aimed specifically at students and graduates, as well as beneficiaries of international protection and asylum seekers are not addressed in this study, as they are already covered by other EMN studies.

Regarding methodology, the terms **"third-country nationals"** and **"foreigners"** are used in this study to refer to people who do not hold French nationality in the sense of Article L.111-1 of the Code on Entry and Residence of Foreigners and the Right of Asylum (*Code de l'entrée et du séjour des étrangers et du droit d'asile*, CESEDA) and who originate from a third-country. The term "foreigner" is used when describing policies and integration mechanisms, in line with official terminology.

This study is based on a **series of interviews and questionnaires conducted with various actors** working in relation to the integration of third-country nationals into the French labour market. It is also based on **several recent studies and reports**.

It is important to recall that third-country nationals, when they are authorised to work, have access to all the mechanisms relating to access to employment. However, they are faced with a whole range of

<sup>1</sup> Press pack, "Guaranteeing the right to asylum, better managing migration flows", 12 July 2017 (in French). <https://www.interieur.gouv.fr/content/download/103986/821778/file/Dossier%20de%20presse%20-%20Garantir%20le%20droit%20d'asile,%20mieux%20maîtriser%20les%20flux%20migratoires%20-%20Juillet%202017.pdf>

<sup>2</sup> Taché Aurélien, Report to the Prime Minister, 72 proposals for an ambitious policy regarding the integration of foreigners arriving in France, February 2018 (in French). <http://aurelientache.fr/wp-content/uploads/2018/02/72-propositions-pour-lint%C3%A9gration.pdf>

social, linguistic and vocational barriers to access to employment, requiring appropriate measures taking into account their specific needs.

The study begins by providing an **overview of integration policies for third-country nationals in France, first looking at general integration policies, and then paying particular attention to labour market integration policies**. This section will analyse changes in migration flows and their impact on legislative and regulatory changes in recent years, the various actors involved in integration, and the challenges of integration. The Law of 7 March 2016 on the rights of foreigners in France<sup>3</sup> reformed the reception and integration of foreigners arriving in France for the first time and wanting to settle in the country on a long-term basis. It created a **personalised republican integration pathway** lasting five years, based on the **Republican Integration Contract** (*Contrat d'intégration républicaine*, CIR).<sup>4</sup> Policy regarding the reception and integration of new migrants is **a government priority**. The issue of **access to employment for third-country nationals** has increased in recent years to become a priority for integration, alongside language training and adoption of French values. The measures announced as part of the Interministerial Integration Committee on 5 June 2018 reflect this desire to improve the labour market integration of foreigners in France.

The second section presents **measures regarding the integration of third-country nationals in the labour market**. After describing the **main areas of the integration policy**, it presents **examples of good practice implemented and/or funded by the State**. These measures address either all third-country nationals, particularly newly arrived migrants, or specific groups, according to their professional activity (e.g. those wanting to create a company) or situation (e.g. jobseekers). Finally, the study looks at **several initiatives launched by the private sector** aimed at third-country nationals to make it easier for third-country nationals to access the labour market and stay in employment. Although the initiatives launched in recent years by actors in the private sector mainly target refugees, several actions have been established on different levels to facilitate labour market access for third-country nationals.

The **Synthesis Report**, prepared on the European level on the basis of studies from the EMN national contact points, presents an overview of all measures introduced in EU Member States in relation to labour market integration, while identifying the main challenges and providing examples of good practice.

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<sup>3</sup> Law No. 2016-274 of 7 March 2016 on the rights of foreigners in France (in French).  
<https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000032164264&categorieLien=id>

<sup>4</sup> The Republican Integration Contract (*Contrat d'intégration républicaine*, CIR) entered into force on 1 July 2016, replacing the Reception and Orientation Contract (*Contrat d'accueil et d'intégration*, CAI). The CIR is signed by all newly-arrived foreigners admitted for residence for the first time and wishing to settle in France in the long-term, with the exception of certain categories which are exempt.

## Part 1: General and labour market integration policies

*This section aims to provide an overview of general and labour market integration policies targeting third-country nationals in France, focussing first on "general" integration policies before paying closer attention to labour market integration policies. The focus is on existing policies that have either been implemented recently (as of 2014) or that have been changed since 2014. Measures aimed specifically at students and graduates, as well as beneficiaries of international protection and asylum seekers are not addressed in this study, as they are already covered by other EMN studies.*

### 1.1. OVERVIEW OF INTEGRATION POLICIES IN FRANCE

#### Q1. Third-country nationals in France: changes in migration flows, employment sectors and main challenges in terms of integration

- a) What are the main categories of third-country nationals coming to France? Were there any changes in the composition from 2014 onwards?

Since 2015, France has seen an unprecedented increase in migration. Although several mechanisms have been established in recent years to improve the reception and integration of people who have received a residence permit, a certain number of challenges remain to be addressed.

France issued **242,665 first residence permits in 2017**<sup>5</sup>. The number of residence permits issued has increased by an average of 4.8 % per year since 2014 (+3.1 % between 2014 and 2015, +5.9 % between 2015 and 2016 and +5.3 % between 2016 and 2017).<sup>6</sup>

Since 2010, the **five main countries of origin of newly arrived foreigners admitted for residence in France**, for any reason, have been the same: Algeria, Morocco, China, Tunisia and the United States.<sup>7</sup>

The **main reasons for admission** are, in order of size since 2014, family immigration, followed by student immigration, humanitarian immigration and economic immigration.

In 2017, France issued 87,109 permits for family reasons, 78,478 for study purposes, 35,604 for humanitarian reasons, 27,209 for economic reasons and 14,265 for miscellaneous reasons (particularly visitors, foreigners who entered as minors, veterans, retired people or pensioners, etc.).<sup>8</sup>

Although **family immigration** was the biggest reason for migration flows, this phenomenon has reduced since 2013 (-2 % on average), the year in which the number of residence permits issued for this reason was the highest (with 93,714 permits issued).

**Immigration for study purposes** has increased regularly since 2014 (+6,5 % on average), owing to reforms undertaken to attract and facilitate the residence of students.<sup>9</sup>

**Immigration for humanitarian reasons**, which includes, notably, residence permits issued to refugees and the beneficiaries of subsidiary protected, has seen a significant increase since 2014 (+20 % on average).

<sup>5</sup> Provisional data for 2017.

<sup>6</sup> Department of Statistics, Studies and Documentation (*Département des Statistiques, des Études et de la Documentation*, DSED), *L'essentiel de l'immigration - chiffres-clés*, published 12 June 2018 (in French).  
[https://www.immigration.interieur.gouv.fr/fr/content/download/110080/877860/file/EM-2018-16-Les-titres-de-sejour\\_publication-du-12-juin-2018.pdf](https://www.immigration.interieur.gouv.fr/fr/content/download/110080/877860/file/EM-2018-16-Les-titres-de-sejour_publication-du-12-juin-2018.pdf)

<sup>7</sup> Sources: - **for the period 2010-2013**: Report to Parliament on data for 2013, *Les étrangers en France*, Eleventh report prepared under application of Article L.111-10 of the Code on the entry and Residence of Foreigners and the Right of Asylum (*Code de l'entrée et du séjour des étrangers et du droit d'asile*, CESEDA) (in French).  
<https://www.immigration.interieur.gouv.fr/content/download/81531/598989/file/Rapport-Les-etrangers-en-France-2013.pdf>

- **for the period 2013-2016**: Report to Parliament on data for 2016, *Les étrangers en France*, Fourteenth report prepared under application of Article L.111-10 of the Code on the entry and Residence of Foreigners and the Right of Asylum (*Code de l'entrée et du séjour des étrangers et du droit d'asile*, CESEDA) (in French).  
<https://www.immigration.interieur.gouv.fr/content/download/110133/878313/file/Rapport-DGEF-2017-web.pdf>

<sup>8</sup> Department of Statistics, Studies and Documentation, *op. cit.* (provisional data for 2017).

<sup>9</sup> Report to Parliament on data for 2016, *op. cit.* (in French).

<https://www.immigration.interieur.gouv.fr/content/download/110133/878313/file/Rapport-DGEF-2017-web.pdf>



**Economic immigration**, has seen an average increase of 12.5 % since 2014 (+18 % between 2016 and 2017).

**Table 1: Main categories of third-country nationals in France**

	2014		2015		2016		2017*	
<b>Total admissions</b>	210,940		217,533		230,353		242,665 (p)	
<b>Main nationalities and percentage of total admissions</b>	1) Morocco	12.2 %	1) Algeria	12.6 %	1) Algeria	12.5 %	1) Algeria	12.7 %
	2) Algeria	12 %	2) Morocco	12.2 %	2) Morocco	11.9 %	2) Morocco	12 %
	3) China	3 %	3) China	6.9 %	3) China	7 %	3) Tunisia	6.6 %
	4) Tunisia	6.7 %	4) Tunisia	6.5 %	4) Tunisia	6.6 %	4) China	6.1 %
	5) United States	3.4 %	5) United States	3.2 %	5) United States	3 %	5) Senegal	3.1 %
<b>Main reasons for admission and percentage of total admissions</b>	1) Family	43.8 %	1) Family	41.4 %	1) Family	38.7 %	1) Family	35.9 %
	2) Study	30.8 %	2) Study	32.2 %	2) Study	32 %	2) Study	32.3 %
	3) Humanitarian	9.9 %	3) Humanitarian	10.5 %	3) Humanitarian	13 %	3) Humanitarian	14.7 %
	4) Economic	9 %	4) Economic	9.5 %	4) Economic	10 %	4) Economic	11.2 %
	5) Miscellaneous	6.5 %	5) Miscellaneous	6.4 %	5) Miscellaneous	6.4 %	5) Miscellaneous	5.9 %

\* The 2017 data are provisional.

Source: DSED, DGEF, Ministry of the Interior<sup>10</sup>

<sup>10</sup>Sources: - **For the period 2014-2016**: Report to Parliament on data for 2016, *op. cit.* (in French).

<https://www.immigration.interieur.gouv.fr/content/download/110133/878313/file/Rapport-DGEF-2017-web.pdf>

- **For 2017**: Department of Statistics, Studies and Documentation, *Les principales données de l'immigration en France*, published 12 June 2018 (in French).

<https://www.immigration.interieur.gouv.fr/fr/content/download/107336/852199/file/principales-donnees-de-l-immigration-%2016-janvier-2018.pdf>

b) Employment rates and main sectors of employment

Third-country nationals work in the following sectors of activity:

**Table 2: Workers according to economic activity and nationality in 2016<sup>11</sup>**

	Combined		French		Foreigners from the European Union of 28		Foreigners from outside the European Union of 28	
	Workers (in thousands)	Distribution (in %)	Workers (in thousands)	Distribution (in %)	Workers (in thousands)	Distribution (in %)	Workers (in thousands)	Distribution (in %)
<b>Agriculture</b>	753.6	100.0	718.9	95.4	19.8	2.6	14.9	2.0
<b>Industry</b>	3,625.7	100.0	3,493.1	96.3	55.9	1.5	76.6	2.1
<b>Construction</b>	1,699.4	100.0	1,479.1	87.0	105.5	6.2	114.8	6.8
<b>Services</b>	20,161.3	100.0	19,114.5	94.8	420.5	2.1	626.3	3.1
<b>No information</b>	343.8	100.0	289.3	84.2	13.9	4.0	40.6	11.8
<b>Combined</b>	<b>26,583.8</b>	<b>100.0</b>	<b>25,095.0</b>	<b>94.4</b>	<b>615.6</b>	<b>2.3</b>	<b>873.2</b>	<b>3.3</b>

Scope: active employed population aged 15 and over. Whole of France.

Source: INSEE, Enquête emploi en continu<sup>12</sup>

Third-country nationals work in the following socio-professional categories:

**Table 3: Proportion of foreigners<sup>13</sup> and immigrants<sup>14</sup> within the active population by socio-professional category in 2016**

Socio-professional category	Active population (in thousands)	Proportion of foreigners (in %)	Proportion of immigrants (in %)
<b>Craftspersons, sales persons and company bosses (10 employees and over)</b>	1,830	8.8 %	13.6 %
<b>Managers and higher intellectual professions</b>	4,897	4.5 %	8.2 %
<b>Intermediate professions</b>	7,242	3.2 %	5.7 %
<b>Employees</b>	8,135	6.3 %	10.5 %
<b>Labourers</b>	6,348	10.1 %	14.3 %
<b>Unemployed who have never worked</b>	490	12.9 %	15.5 %
<b>Combined*</b>	<b>29,556</b>	<b>6.3 %</b>	<b>10.0 %</b>
<b>Of which are employees</b>	<b>23,442</b>	<b>5.5 %</b>	<b>9.0 %</b>

\* Excluding non-declared socio-professional category.

Scope: France excluding Mayotte, people in households, active persons aged 15 and over.

Source: INSEE, Enquête Emploi<sup>15</sup>

<sup>11</sup> Total population (immigrants and non-immigrants)

<sup>12</sup> INSEE, Enquête emploi en continu 2016 (in French).

[https://www.immigration.interieur.gouv.fr/content/download/108394/861752/file/2\\_Population%20active%20occupee\\_EEC2016.xlsx](https://www.immigration.interieur.gouv.fr/content/download/108394/861752/file/2_Population%20active%20occupee_EEC2016.xlsx)

<sup>13</sup> According to INSEE, a foreigner is someone who resides in France and who does not hold French nationality, either because they hold another nationality (exclusively), or because they hold no nationality (the case of stateless persons).

<sup>14</sup> According to INSEE, the immigrant population consists of foreign-born people residing in France. It therefore includes those who, since their arrival, have acquired French nationality. Conversely, it excludes French people born abroad and living in France and foreigners born in France.

<sup>15</sup> Source: INSEE, Tableaux de l'économie française, 2018 edition (in French).

<https://www.insee.fr/fr/statistiques/fichier/3353488/TEF2018.pdf>

The data from the continuous employment survey carried out by INSEE<sup>16</sup> make it possible to regularly measure employment and unemployment rates. In particular, the survey enables comparisons to be made between the employment and unemployment rates of foreigners and national citizens, or by sex.

According to this survey, in 2016, the **employment rate** of the entire working age population (aged 15 and over in metropolitan France) was 50.3% (46.5% for women, 54.4% for men). The employment rate for non-immigrants was 50.9 % (47.4 % for women, 54.7 % for men) and that of foreigners from outside the EU was 38.8 % (29.2 % for women, 49.4 % for men)<sup>17</sup>.

The **unemployment rate** for the entire active population (aged 15 and over) was 10.1 % (9.9 % for women, 10.2 % for men). The unemployment rate for non-immigrants was 9.2 % (9 % for women, 9.4 % for men) and that of foreigners from outside the EU was 25.1 % (27.3 % for women, 23.5 % for men)<sup>18</sup>.

**Table 4: Employment and unemployment rates in France in 2016**

Category	Employment rate (in %)			Unemployment rate (in %)		
	Women	Men	Combined	Women	Men	Combined
<b>Entire population</b>	46.5	54.4	50.3	9.9	10.2	10.1
<b>Non immigrants</b>	47.4	54.7	50.9	9.0	9.4	9.2
<b>Foreigners from outside the EU</b>	29.2	49.4	38.8	27.3	23.5	25.1

Source: INSEE, *Enquête Emploi 2016*<sup>19</sup>

#### Changes in the activity status of immigrants from 1968 to 2013: analysis of factors promoting labour market integration

The study published in 2018 by the Department of Statistics, Studies and Documentation aims to **analyse changes in the activity status of immigrants between 1968 and 2013, according to sex, educational level and nationality**.<sup>20</sup> It is based on the *Système d'Analyse de la Population par l'Historique des Recensements (Saphir)*<sup>21</sup>.

This study shows that the **activity status of the immigrant population in France** is dependent on **several factors: sex, education, country of birth, access to French nationality, and area of residence**.

Over the 1968–2013 period, the proportion of active, occupied immigrant **men** reduced. This is explained particularly by the rise in unemployment over this period. The proportion of active **women** immigrants increased over this period, although they are more often unemployed than their non-immigrant counterparts. In 2013, the proportion of active women rose to 64 % for immigrants, compared to 71 % for non-immigrant women. The study highlighted that women's increasing access to work effectively

<sup>16</sup> The employment survey is an INSEE survey which is carried out continuously throughout the year, of a sample of approximately 108,000 people aged 15 and over who answer every quarter, spread over 58,000 households. It aims to provide a structural and short-term snapshot of the situation of people in the labour market. It forms part of the European "Labour Force Surveys". This is a single statistical source providing a measure of concepts of activity (employment, unemployment and inactivity) in the sense of the ILO, which are comparable between all countries.

<sup>17</sup> Department of Statistics, Studies and Documentation (*Département des Statistiques, des Études et de la Documentation, DSED*), *L'essentiel de l'immigration - données de cadrage, Activité, emploi et chômage en 2016* (in French).

[https://www.immigration.interieur.gouv.fr/content/download/104042/822297/file/Marronnier\\_emploi\\_2016.pdf](https://www.immigration.interieur.gouv.fr/content/download/104042/822297/file/Marronnier_emploi_2016.pdf)

<sup>18</sup> *Ibid.*

<sup>19</sup> *Ibid.*

<sup>20</sup> Department of Statistics, Studies and Documentation, *Le statut d'activité des immigrés entre 1968 et 2013*, Infos Migrations, No. 93, February 2018 (in French).

[https://www.immigration.interieur.gouv.fr/content/download/108048/858621/file/IM\\_93\\_statut\\_d\\_activite-des-immigres-entre-1968-et-2013.pdf](https://www.immigration.interieur.gouv.fr/content/download/108048/858621/file/IM_93_statut_d_activite-des-immigres-entre-1968-et-2013.pdf)

<sup>21</sup> The *Système d'Analyse de la Population par l'Historique des Recensements (Saphir)*<sup>21</sup> is a file of individuals containing a selection of harmonised information extracted from seven population censuses carried out between 1968 and 2013.

marginalises the status of “homemaker”, which is included in the “other inactive” category. In 2013, nearly a quarter of immigrant women fell into this category, compared to a tenth of non-immigrants.

The study then stressed that **educational level** has a growing impact on activity status. In 1968, qualifications had no impact on the activity rate of immigrant men. However, since 1990, immigrant men who are unqualified are more likely to be unemployed than those who are qualified. In 2013, around 80% of university qualified immigrants were economically active, compared to 60% of unqualified immigrants. From 1968, and in contrast to what can be seen in the men, the active status of women differs clearly depending on the qualification they hold. Graduate women are much more likely to be employed than non-graduate women. In 2013, nearly two immigrant women in three with a university degree held a job, compared to 40% of unqualified women.

Moreover, during the same period, the activity status of immigrants varied significantly depending on **country of birth**. The probabilities of having a job are higher for immigrants born in European countries than for immigrants from third-countries.

The study also shows that **French nationality** encourages labour market integration. This is explained notably by the fact that acquisition of French nationality is subject to conditions on length of residence in the country and ability to speak French to a certain level.

Finally, in terms of **area of residence**, while in 1968 living outside the capital reduced the risk of being unemployed, this trend has reversed over the years and in 2013, the probability of being unemployed was higher for immigrants living outside the Île-de-France than for those living in the Île-de-France.

### c) Main challenges in terms of integration

Confronted with the migration crisis, France has worked to bring together all the conditions of successful integration of foreigners wishing to remain in the country in the long term, notably through access to employment. This consists of guaranteeing the success of the integration policy in the long term and for future generations.

The Law of 7 March 2016 concerning the rights of foreigners in France<sup>22</sup> already aimed to **secure the integration pathways of foreign nationals** through the adoption of more appropriate legislation and greater clarity around the applicable procedures. It thus established a personalised contract setting out the reception and integration pathway of each new arrival, adapted to their needs.

The **draft law for managed migration and an effective right of asylum and successful integration**,<sup>23</sup> which has been adopted by the Parliament on 1st August 2018 aims to make France’s integration policy more ambitious, by strengthening and developing:

- language training,
- civic training,
- actions to promote access to employment.

The studies and reports which have addressed this issue, as well as those involved in integration, have unanimously identified the following challenges:

- **Poor French language ability** among new arrivals and language training as part of the CIR does not lead to successful linguistic, economic and social integration (*see Q11*)
- **An increasingly young population, with little or no French language skills and low levels of training:**

The statistical analysis of the 106,282 signatories of the CIR surveyed by OFII in 2016 highlighted several elements relating to the level of education of new arrivals:

- ✓ The majority had completed secondary education (56.5 %) or higher (27.6 %)

<sup>22</sup> Law No. 2016-274 of 7 March 2016 on the rights of foreigners in France (in French).

<https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000032164264&categorieLien=id>

<sup>23</sup> Impact study, Draft law for managed migration and an effective right of asylum, 20 February 2018 (in French).

[https://www.legifrance.gouv.fr/Media/Droit-francais/Etudes-d-impact/ei\\_art\\_39\\_2018/ei\\_pjl\\_immigration\\_et\\_droit\\_asile\\_cm\\_21.02.2018](https://www.legifrance.gouv.fr/Media/Droit-francais/Etudes-d-impact/ei_art_39_2018/ei_pjl_immigration_et_droit_asile_cm_21.02.2018)

- ✓ nearly 17,000 new arrivals had a lower level: primary education (10 %) or had never been to school (5.7 %).
- ✓ The proportion of those who had never been to school or had only attended primary school is higher in groups admitted for asylum (25 %) than those admitted for family reasons (13 %).<sup>24</sup>

- **Low labour market integration** (see Q11)
- **Civil training too intensive and theoretical**
- **Lack of dedicated support and specific mechanisms**, whether in terms of access to the public employment service, housing, administrative procedures or rights. Those interviewed as part of this study, such as the National Agency for Adult Vocational Training (*Agence nationale pour la formation professionnelle des adultes*, AFPA) and the General Delegation for Employment and Vocational Training (*Délégation générale à l'emploi et à la formation professionnelle*, DGEFP), highlighted the obstacles connected with **access to accommodation**.<sup>25</sup> By means of example, although there is a need for labour in the Île-de-France, the area has a lack of housing. The difficulties are even greater when there is a need for social housing, for which there is a waiting list of several years.
- **Changes in migration flows since 2015, in the context of a migration crisis on the European level**. The rise in migration flows observed from 2015 onwards, notably connected with immigration for humanitarian reasons (20 % on average between 2014 and 2017) has put the capacities of reception in France under pressure.

### The report by Aurélien Taché: proposals to overhaul the French integration policy

As announced in the plan presented on 12 July 2017 by the Government to “**guarantee the right of asylum and improve the management of migration flows**”<sup>26</sup>, the member of parliament for Val d’Oise, Aurélien Taché, was tasked by the Prime Minister on 20 September 2017, with carrying out a **consultation around the necessary overhaul of the reception policy and support for foreigners in France**. In his letter of instruction,<sup>27</sup> the Prime Minister recalled that the expectations of the integration policy had become even more significant in light of the migration situation in Europe, which has led France to “welcoming more people who are younger, who speak less French and are sometimes far removed from the labour market”.

In a continuation of the Action Plan of 12 July 2017 announcing an “**ambitious overhaul of the integration policy**”, the Prime Minister stressed that “although French language ability and compliance with the values of the Republic remain the key to any integration pathway”, it appeared necessary to establish **more effective mechanisms, involving various actors in integration on the national and regional levels**. A broad consultation was held, involving the main actors involved, namely the Directorate for Reception, Foreigner Assistance and Citizenship (*Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité*, DAAEN), and the Asylum Directorate (*Direction de l'asile*, DA) within the General Directorate for Foreigners in France (*Direction générale des étrangers en France*, DGEF) within the Ministry of the Interior, the French Office for Immigration and Integration (*Office français de l'immigration et de l'intégration*, OFII), various central and local authorities as well as NGOs, researchers and university staff, and foreign partners to carry out comparative work and identify

<sup>24</sup> Taché Aurélien, Report to the Prime Minister, 72 proposals for an ambitious policy regarding the integration of foreigners arriving in France, February 2018 (in French).

<http://aurelientache.fr/wp-content/uploads/2018/02/72-propositions-pour-lint%C3%A9gration.pdf>

<sup>25</sup> Interviews carried out with representatives of the National Agency for Adult Vocational Training (*Agence nationale pour la formation professionnelle des adultes*, AFPA) and the Delegation for Employment and Vocational Training (*Délégation générale à l'emploi et à la formation professionnelle*, DGEFP), May 2018.

<sup>26</sup> Press pack, Guaranteeing the right to asylum, better managing migration flows, 12 July 2017 (in French).

<https://www.interieur.gouv.fr/content/download/103986/821778/file/Dossier%20de%20presse%20-%20Garantir%20le%20droit%20d'asile,%20mieux%20maîtriser%20les%20flux%20migratoires%20-%20Juillet%202017.pdf>

<sup>27</sup> <https://www.interieur.gouv.fr/content/download/105096/831824/file/lettre-mission-parlementaire-int%C3%A9gration.PDF>

examples of good practice. Following this broad consultation, the Minister of the Interior received a report on 19 February 2018 containing “72 proposals for an ambitious foreigner integration policy”<sup>28</sup>.

Based on the observation that linguistic, economic and social integration of those arriving in France was insufficient, member of parliament Aurélien Taché proposed **building stages in an integration pathway in a pragmatic way**, focussing on three key elements:

- **a comprehensive approach to all integration levers** (language, employment, accommodation, social rights, etc.), **facilitating an unbroken pathway**;
- **more funding**;
- **integration actors working around objectives defined on an interministerial level** as well as **renewed central governance, promoting local initiatives from civil society and regional authorities**.

He first of all proposed incorporating the Republican Integration Contract (*Contrat d'intégration républicaine*, CIR) into a **comprehensive integration pathway**, taking into account the different needs and abilities of the individual. He focussed on **increasing resources for learning French and sharing democratic values**, by proposing to increase the number of hours spent learning French, to develop and enrich the civil training relating to knowledge of France and its values. He also wanted to guarantee **access to these measures for all**, particularly women, by encouraging the development of childcare options during training sessions. The other measures aimed at learning French were promoted in order to stress the complementarity of other services on offer, such as NGO initiatives on the local level and the “Opening Schools to Parents” initiative, which teaches French to parents of school-aged children.

Among the other proposals contained in the report, he stressed the need to establish a **labour market integration pathway at as early a stage as possible**, while avoiding breaks in the pathway and adding a **section on vocational training and careers advice** so that the CIR becomes “the first stage in the integration pathway to economic activity, autonomy and participation in the life of French society”.

Finally, the report recommends **better support with access to rights and accommodation** by promoting, for example, access to long-term housing and simplifying the opening of social rights. The **development of cultural and citizenship links between new arrivals and French society** is highlighted. One example is the extension to young new arrivals of the offer of a “cultural pass” and encouraging sporting activities.

## Q2. Definition of integration in legislation and strategic documents

The High Council on Integration, in 1991, defined **integration** for the first time as a process and the policies aiming to facilitate its implementation. The long-term process is one of effective participation of all people moving to live in France in the construction of a society which brings people together in respect of shared principles such as those expressed in equal rights and shared obligations.<sup>29</sup>

The integration policies aim at republican integration, which “*is assessed according to the migrant's commitment to respect the founding principles of the French republic, effective respect for these principles and sufficient knowledge of the French language*”.

In 2014, the government clarified this definition by drafting its “republican equality and integration policy” road map.<sup>30</sup> It differentiated **new arrivals** whose reception and integration fell to the Ministry

<sup>28</sup> Taché Aurélien, Report to the Prime Minister, 72 proposals for an ambitious policy regarding the integration of foreigners arriving in France, February 2018 (in French).

<http://aurelientache.fr/wp-content/uploads/2018/02/72-propositions-pour-lint%C3%A9gration.pdf>

<sup>29</sup> High Council on Integration, Report to the Prime Minister, Pour un modèle français d'intégration, first annual report, March 1991 (in French).

[http://www.ladocumentationfrancaise.fr/ocfra/rapport\\_telechargement/var/storage/rapports-publics/124000544.pdf](http://www.ladocumentationfrancaise.fr/ocfra/rapport_telechargement/var/storage/rapports-publics/124000544.pdf)

<sup>30</sup> Feuille de route du gouvernement, Politique d'égalité républicaine et d'intégration, 11 February 2014 (in French)

[http://archives.gouvernement.fr/ayrault/sites/default/files/dossier\\_de\\_presses/feuille\\_de\\_route\\_-\\_politique\\_degalite\\_republicaine\\_et\\_dintegration.pdf](http://archives.gouvernement.fr/ayrault/sites/default/files/dossier_de_presses/feuille_de_route_-_politique_degalite_republicaine_et_dintegration.pdf)

of the Interior from **foreigners living in France for a long time, including those who had become French**, who fell within common law policies.

Integration has been incorporated into cross-cutting policy documents as part of each draft finance project since 2012. The cross cutting policy document annexed to the draft finance law for 2018<sup>31</sup> sets out **three strategic areas: control of migration flows, integration of immigrants in a regular situation, and guarantee of the right to asylum for those seeking protection in France.**

Two important laws relating to immigration were recently adopted: the **Law of 29 July 2015 concerning reform of asylum legislation**<sup>32</sup> and the **Law of 7 March 2016 concerning the rights of foreigners in France**.<sup>33</sup> These two laws each contain measures relating to the **integration of foreigners**. The first aims notably at improving the treatment and support for beneficiaries of international protection, while facilitating access to social rights. The second strengthens the tools for integration of foreigners newly admitted to France, aiming to encourage the social and vocational integration of foreigners into French society and rolling out the multi-annual residence permit for all foreigners after one year of residence in France.

Furthermore, the draft law for managed migration, an effective right of asylum and successful integration, which has been adopted by the Parliament on 1st August 2018<sup>34</sup>, includes a chapter on integration which aims to **improve the conditions for integrating and receiving foreigners in a regular situation.**

In July 2017, the French president announced his desire to overhaul the integration policy. An **Interministerial Integration Committee** met on 5 June 2018<sup>35</sup> and announced stronger integration measures, particularly in terms of language learning, adopting citizenship values and promoting **enhanced support with labour market integration.**

### Q3. The policy regarding the reception and integration of newly arrived foreigners

The policy regarding the reception and integration of newly arrived foreigners is **a government priority**. The Law of 7 March 2016 on the rights of foreigners in France<sup>36</sup> reformed the reception and integration of foreigners arriving for the first time in France and wishing to settle in the country on a long-term basis. It created a **personalised republican integration pathway** lasting five years, based on the **Republican Integration Contract** (*Contrat d'intégration républicaine*, CIR).<sup>37</sup> It forms part of the measures which entered into force on 1 July 2016 to **guarantee better reception and promote the rapid integration of newly arrived foreigners.**

Signature of the CIR marks **the commitment by the foreigner to the personalised republican integration pathway**. The CIR takes the place of the former Reception and Orientation Contract (*Contrat d'accueil et d'intégration*, CAI).

<sup>31</sup> Document de politique transversale, projet de loi de finances pour 2018, Politique française de l'immigration et de l'intégration (in French).

[https://www.performance-publique.budget.gouv.fr/sites/performance\\_publique/files/farandole/ressources/2018/pap/pdf/DPT/DPT2018\\_immigration.pdf](https://www.performance-publique.budget.gouv.fr/sites/performance_publique/files/farandole/ressources/2018/pap/pdf/DPT/DPT2018_immigration.pdf)

<sup>32</sup> Law No. 2015-925 of 29 July 2015 concerning reform of the right to asylum (in French).

<https://www.legifrance.gouv.fr/eli/loi/2015/7/29/INTX1412525L/jo>

<sup>33</sup> Law No. 2016-274 of 7 March 2016 on the rights of foreigners in France.

<https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000032164264&categorieLien=id>

<sup>34</sup> Impact study, Draft law for controlled immigration and effective right of asylum, 20 February 2018 (in French).

[https://www.legifrance.gouv.fr/Media/Droit-francais/Etudes-d-impact/ei\\_art\\_39\\_2018/ei\\_pjl\\_immigration\\_et\\_droit\\_d-asile\\_cm\\_21.02.2018](https://www.legifrance.gouv.fr/Media/Droit-francais/Etudes-d-impact/ei_art_39_2018/ei_pjl_immigration_et_droit_d-asile_cm_21.02.2018)

<sup>35</sup> Press pack, Interministerial Integration Committee, S'investir ensemble, 5 June 2018 (in French).

[https://www.gouvernement.fr/sites/default/files/document/document/2018/06/dossier\\_de\\_presse\\_-\\_comite\\_interministeriel\\_a\\_lintegration\\_-\\_05.05.2018.pdf](https://www.gouvernement.fr/sites/default/files/document/document/2018/06/dossier_de_presse_-_comite_interministeriel_a_lintegration_-_05.05.2018.pdf)

<sup>36</sup> Law No. 2016-274 of 7 March 2016 on the rights of foreigners in France (in French).

<https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000032164264&categorieLien=id>

<sup>37</sup> The Republican Integration Contract (*Contrat d'intégration républicaine*, CIR) entered into force on 1 July 2016, replacing the Reception and Orientation Contract (*Contrat d'accueil et d'intégration*, CAI). The CIR is signed by all foreigners admitted for the first time for residence in France and wishing to settle in the country on a long-term basis, with the exception of certain categories which are exempt.

The CIR is signed by **all foreigners admitted for the first time for residence in France and wishing to settle in the country on a long-term basis**, when they are received by the platforms of the French Office for Immigration and Integration (*Office français de l'immigration et de l'intégration*, OFII). When they are received, the newly arrived foreigner has **a personalised interview** with an auditor who reviews their personal, family, social and employment situation and guides them towards relevant local services (public services and NGOs).

It is during this interview that the following are prescribed:

- **compulsory civil training**
- **language training**, if needed (lower than level A1 of the Common European Framework of Reference for Languages<sup>38</sup> (CEFR)).

The content of the CIR will be strengthened, as announced by the Prime Minister at the end of the Interministerial Integration Committee on 5 June 2018, with a clearer focus on **support towards employment**.

The draft law for managed migration, an effective right of asylum and successful integration<sup>39</sup>, which has been adopted by the Parliament on 1st August 2018, aims to **improve the conditions for integrating and receiving foreigners in a regular situation**. In particular, it contains provisions to promote the attractiveness and reception of talents and skills, measures to simplify admission and residence and various provisions in terms of residence.

### The Interministerial Integration Committee of 5 June 2018

The Government tasked Aurélien Taché, member of parliament, with evaluating and proposing new measures, which was reflected in the publication of the report "Pour une politique ambitieuse d'intégration des étrangers arrivant en France".<sup>40</sup> Following widespread consultation, Mr. Taché noted the insufficiency of the current republican integration contract in linguistic, economic and social terms, while presenting proposals which fed into the work of government. In a continuation of this work, the Interministerial Integration Committee (C2I) met on 5 June 2018, chaired by the Prime Minister. The meeting of the Interministerial Integration Committee aims to **draw up a comprehensive action plan**, reflected in a series of concrete measures.

In a press release,<sup>41</sup> the Minister of the Interior stressed that the Interministerial Integration Committee had completed the overhaul of the integration policy, marking a strengthening of language and civil training measures, enhanced labour market guidance and more appropriate responses to the needs of refugees.

Among the measures announced, the Interministerial Integration Committee focused on:

- **learning French as a key element in autonomy and integration into society**, reflected by doubling the number of hours of French classes (400 hours planned from 2019, instead of 200 hours currently), classes which are better adapted to the students, particularly for those who do not know how to read or write, modernised training stressing interactive learning and digital technology, greater access for parents to language classes, proposing childcare, and certification of the level reached, enabling migrants to more easily prove their language skills when seeking employment or entering training;

<sup>38</sup> The *Common European Framework of Reference: learning, teaching, assessment* was designed with the aim of providing a transparent and coherent base which is as exhaustive as possible to develop language programmes, guidelines for curricula, teaching and learning materials and for assessing foreign language competences. It sets out competences in foreign languages on six levels, from A1 to C2.

<sup>39</sup> Impact study, Draft law for controlled immigration and effective right of asylum, 20 February 2018 (in French). [https://www.legifrance.gouv.fr/Media/Droit-francais/Etudes-d-impact/ei\\_art\\_39\\_2018/ei\\_pjl\\_immigration\\_et\\_droit\\_d-asile\\_cm\\_21.02.2018](https://www.legifrance.gouv.fr/Media/Droit-francais/Etudes-d-impact/ei_art_39_2018/ei_pjl_immigration_et_droit_d-asile_cm_21.02.2018)

<sup>40</sup> Taché Aurélien, Report to the Prime Minister, 72 proposals for an ambitious policy regarding the integration of foreigners arriving in France, February 2018 (in French). <http://aurelientache.fr/wp-content/uploads/2018/02/72-propositions-pour-lint%C3%A9gration.pdf>

<sup>41</sup> Press release on the Interministerial Integration Committee, Ministry of the Interior, 5 June 2018 (in French). <https://www.interieur.gouv.fr/content/download/109918/876559/file/cp-comite-interministeriel-integration.pdf>



- **active participation in society**, based on more extensive civil training (from 12 to 24 hours of training), civil training which is more in line with needs, more workshops for foreign parents in schools (doubling the “Open Schools for Parents for the Success of Children” scheme, jointly led by the Ministry of the Interior and the Ministry for National Education, aiming to reach more than 10,000 parents, greater access to culture, grants for higher education, active participation through sport;
- **integration into employment and economic life**, by adding a personalised vocational dimension to the republican integration contract, striving to remove the barriers and to promote access to employment, and by encouraging the development of local integration policies for access to employment;
- **dedicated support for the most vulnerable groups, particularly refugees;**
- **innovation in the methods used**, using digital tools, particularly *Massive Online Open Courses* (MOOC) which complete and enhance the training given, through launching a call for projects “1,000 projects for 1,000 refugees” to encourage the emergence of micro-projects by 16-30-year-olds, and regionalisation of the integration policy aiming to support and mobilise local actors.

#### Q4. Integration measures: a focus on language, republican principles and values, and access to employment

The current integration policy aims at third-country nationals holding a residence permit and wishing to settle in France on a long-term basis.

It is based on the following objectives:

- **knowledge of the language,**
- **appropriation of republican principles and values,**
- **access to employment,**

##### ➤ **Compulsory civil training**

In order to better appropriate the values of the Republic and French society, foreigners enrol for two days of civil training, consisting of **two compulsory modules: “Principles, values and institutions of the French Republic”** and **“Living and accessing employment in France”**.

The first module aims to **encourage awareness, understanding and appropriation of the values and institutions of the French Republic.**

The second is a **continuation of a digital information leaflet “Living in France”<sup>42</sup> and completes Module 1** by addressing, in a practical and very operational way, **the main steps to accessing rights and public services** to be completed upon arrival in France with a key focus on the necessary balance between rights and duties which concern everyone living in France. During this module, **three hours are devoted to employment and creating a business.**

The Interministerial Integration Committee announced a **doubling of the civic training hours from 2019** and their organisation over a longer period of time.

##### ➤ **Language training**

On the OFII reception platform, foreigners take a written and oral test aiming to measure their French language ability. Depending on the results obtained and the needs thus identified, three language training pathways of 50 hours, 100 hours or 200 hours are prescribed. This may be completed with 20 % of additional hours as needed. The aim of these training pathways is to progress the individual to the **A1 level**, higher than the A1.1 level previously required as part of the former reception and integration contract.

<sup>42</sup> The information booklet “Coming to Live in France” presents a range of useful information for foreigners to prepare their arrival in France: the values and principles which characterise French society and the administrative steps to be taken prior to departure and during their arrival in France. It is available in French and translated into several languages (English, Arabic, Chinese, Spanish, Portuguese, Russian, Turkish).  
<https://www.immigration.interieur.gouv.fr/Accueil-et-accompagnement/Le-livret-d-information-Venir-vivre-en-France>

The Interministerial Integration Committee announced the **doubling of hours of these courses from 2019** as well as **the creation of a 600 hour course for foreigners who were unable to read/write.**

➤ **Compliance with the CIR, a condition for issuance of the multiannual residence permit.**

The CIR is concluded for a **duration of one year.** It may be prolonged for a year for justified and legitimate reasons.

It is complied with when the prescribed training has been followed diligently and seriously, and when the foreigner has not manifestly rejected the essential values of French society and the Republic.

Compliance with the CIR, in combination with other conditions in terms of the residence permit, enables the issuing **after one year of regular residence** of a **two–four year multiannual residence permit.**

➤ **Sanctions in the event of non-compliance with the CIR obligations**

It is complied with when the prescribed training has been followed diligently and seriously, and when the foreigner has not manifestly rejected the essential values of French society and the Republic.

It may be revoked by the Prefect on request of OFII when it has been noted that the foreigner, without legitimate reason, does not participate or no longer participates in a prescribed training course or does not comply with the commitments set out as part of the CIR. The contract may be prolonged by the Prefect; in this case, the issuance of the multiannual residence permit is delayed until the foreigner has finished his or her training.

Compliance with the CIR, in combination with other conditions in terms of the residence permit, enables the issuing after one year of regular residence of a two–four year multiannual residence permit. In case of non-compliance, the foreigner cannot obtain the multiannual residence permit.

➤ **During and after the CIR, complementary training**

Training courses organised by OFII and funded by the State are proposed at the end of the CIR to achieve levels A2 and B1 of the CEFRL. Courses to reach level A2 (100 hours) and B1 (50 hours) are optional.

**Incorporating digital technology into language learning** is a useful and necessary tool for in-class teaching to meet the needs of a diverse and increasingly mobile population. The Ministry of the Interior has provided financial support for the **creation of a collection of Massive Online Open Courses (MOOC) devoted to learning French (levels A1, A2 and B1)**, developed by the Alliance Française Paris Île-de-France. These MOOCs have been available on the France Université Numérique (FUN) platform since the end of 2017.<sup>43</sup>

From their country of origin, foreigners can, therefore, access information about French language and culture at any time, through the internet, in a highly accessible and mobile format (mobile phone, tablet, computer).

Foreigners may also, as part of their integration pathway, benefit from **training provided by NGO structures**, subsidised by public funds, or directly organised by public bodies (particularly in large towns).

➤ **Compliance with the CIR and achieving a linguistic level: conditions for being granted a residence permit**

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<sup>43</sup> The Living in France - A1 course is available here (in French):  
<https://www.fun-mooc.fr/courses/course-v1:dgef-interieur+134003+session01/about>  
The Living in France - A2 course is available here (in French):  
<https://www.fun-mooc.fr/courses/course-v1:dgef-interieur+134001+session01/about>  
The Living in France - B1 course is available here(in French):  
<https://www.fun-mooc.fr/courses/course-v1:dgef-interieur+134002+session01/about>

As mentioned above, compliance with the CIR, in combination with other conditions in terms of the resident permit, enables the issuing of a two–four year multiannual residence permit after one year of regular residence.

**Reaching level A2 of the CEFRL** has, since March 2018, been one of the conditions for being granted a **residence permit**<sup>44</sup>.

**Oral level B1 of the CEFRL** is required in order to be granted **French nationality**.

## 1.2. LABOUR MARKET INTEGRATION POLICIES IN FRANCE

### Q5. The main aspects of the policy for labour market integration of third-country nationals

#### a) Access to the labour market: a major aspect of integration policy

**Labour market integration** is considered to be an essential lever to successful integration. Thus, to facilitate rapid access to employment in France, foreigners who have signed the CIR are informed of all the steps to take with the public employment service in order to benefit from services which are open to all job seekers in France. This information is first mentioned during the individual interview at OFII when they sign the CIR, then more specific information is given as part of the “Living and Accessing Employment in France” training, which is the second module of the civic training.

**Employment support measures** are available through various channels:

- Foreigners who have signed the CIR may, like any jobseeker, benefit from common law services and access the services of Pôle Emploi (the public employment agency);
- Specific actions to support employment are offered by NGOs in different regions and are funded by State credits.

**Coordination of actors** is formalised by the signature of **partnership agreements**. Indeed, a framework partnership agreement between the operator responsible for employment support (Pôle Emploi) and the one responsible for reception and integration (OFII) is implemented and rolled out to the regions in order to facilitate exchanges of information and mutual understanding of the services the other provides. In this context, regional State representatives pilot the local co-ordination of operators.

#### b) Strengthened measures to promote access to employment in recent years.

When the CAI was established in 2007, it included a skills assessment, taking into account the issue of access to employment for foreigners. In 2016, with the introduction of the CIR, the **skills assessment**, prescribed by OFII, was deemed to duplicate that offered by Pôle Emploi and was abolished. In contrast, however, the **information on access to employment and creating a business section** was strengthened within the civic training modules.

The Interministerial Integration Committee of June 2018, following the proposals in the report by Aurélien Taché submitted to the Prime Minister in February 2018<sup>45</sup>, announced the insertion of a real **support towards labour market integration section as part of the CIR and, more broadly, the integration pathway**.

Consequently, the issue of **access to employment has existed for several years, but has grown over time, now becoming a priority for integration**, alongside language training and the adoption of French values. The measures announced as part of the Interministerial Integration Committee on 5 June 2018 reflect this desire to strengthen the labour market integration of foreigners in France.

<sup>44</sup> Decree No INTV1805032A of 21 February 2018 establishing the list of diplomas and qualifications certifying the required level of French language to obtain a resident card or a residence permit “long term resident EU”. <https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000036639354&dateTexte=20180803>

<sup>45</sup> Taché Aurélien, Rapport au Premier ministre, *op.cit.* in French).

### c) The main groups targeted

It is important to recall that third-country nationals, when they are authorised to work, have access to all the mechanisms relating to access to employment.

The measures relating to integration of foreigners into the labour market, as announced by the Interministerial Integration Committee, largely concern **newly arrived foreigners**, i.e. those who have been legally resident in France for less than five years. Within this population, particular attention is given to the **beneficiaries of international protection**, for whom specific support measures are developed, incorporating language learning and accommodation.<sup>46</sup> **Young foreigners under the age of 26** are also the subject of specific measures.

### d) Measures aimed at all third-country nationals

**All foreigners legally present in France** and seeking employment benefit from the services of the public employment service in France.

However, with the accentuation of the labour market integration section in the integration pathway, particular attention is given to **newly-arrived foreigners who wish to settle in France on a long-term basis**.

It should be added that **asylum seekers may request authorisation to work** when their asylum request has been submitted for nine months (the draft law proposes reducing this to six months) and if they haven't yet received a response, for reasons not attributable to them.

Given the rise in the number of refugees since 2015, **specific measures have been developed to encourage access to employment and vocational training for this group** and to adapt to their specific needs. The **HOPE programme** (which focusses on accommodation, guidance, and pathways into employment) was launched in October 2017 and plans to train 1,000 beneficiaries of international protection by AFPA. Based on a **comprehensive approach to integration**, it aims to facilitate access to employment and autonomy through complete support throughout the entire pathway, including learning French for employment purposes, professional training, accommodation and catering. Although it is focussed on beneficiaries of international protection, who are not included in the scope of this study, this mechanism will be described in the second part of this study. It represents an example of good practice which has enabled the development of other projects aimed at a broader population of newly-arrived foreigners.<sup>47</sup>

### e) The main objectives

The main objectives of this labour market integration strategy are to enable foreigners who wish to settle in France on a long-term basis, access as quickly as possible **financial autonomy which guarantees access to housing, rights, healthcare, etc.**, in other words, accelerated and successful integration into the host society.

## Q6. The influence of increased migration flows since 2015 on integration policies

The issue of **access to employment has been present for several years, but has grown over time, now becoming a priority for integration**, alongside language training and the adoption of French values. The rise in the number of beneficiaries of international protection since the start of the migration crisis in 2015 has undoubtedly contributed to this heightened focus, insofar as, due to its vulnerability, this group requires more sustained support towards employment and housing than other groups.

<sup>46</sup> Insofar as this group does not fall within the scope of the study, the specific support measures will not be explored further here.

<sup>47</sup> Interview conducted with representatives of AFPA, May 2018.

Analysis of **the changes in the number of signatories of the CIR** in recent years confirms this trend.<sup>48</sup> Although the number of signatories of the CAI/CIR has not increased since 2015, and has even slightly decreased (110,106 contracts signed in 2015, 106,282 contracts signed in 2016, 103,184 contracts signed in 2017), the nature of this population has changed, marked by an increase in the number of refugees (from 19,589 in 2016 to 27,712 in 2017).<sup>49</sup> Because the issues facing this group are different, **the integration measures for third-country nationals have been strengthened and several initiatives have been developed**, such as the HOPE programme, specifically designed to respond to the needs of refugees in terms of labour market integration.<sup>50</sup>

Against the backdrop of the increase in migration flows, France is committed to a **process of renewing the reception and integration policy for newly arrived foreigners in France**. This process, which is based on an assessment of the integration policy, has led to actions targeting newly arrived foreigners in France being prioritised, as the reception phase has been seen as crucial for the smooth integration of migrants into French society. From this perspective, the **Law of 7 March 2016 regarding the rights of foreigners** in France<sup>51</sup> established a personalised republican integration pathway, aiming to better welcome and integrate those who have the right to settle in France, to attract high quality, skilled migration flows and to fight more effectively against irregular migration flows, while respecting rights and individuals. This law also enabled the multiannual residence permit to be rolled out to all foreigners after one year of residence in France, in response to the increase in the number of visits to Prefectures to renew residence permits that the increase in migration flows had increased to five million per year, creating a saturation of the system and long queues.<sup>52</sup>

## Q7. Debates relating to integration generally and integration in the labour market specifically

Integration in general and integration in the labour market specifically are considered to be necessary by the majority of the actors involved in France.

Integration was recently the source of numerous debates, triggered particularly by the increase in migration flows in France. In 2017, the OECD report on the recruitment of immigrant workers in France recommended **undertaking a certain number of reforms concerning integration**, particularly to “remedy the inefficiency of procedures to introduce workers”, “to bridge the lack of attractiveness of France” and to “ensure the full potential of foreign graduates in France is well used”.<sup>53</sup> Several actors in integration have also recently reported that the tools for labour market integration of newly arrived foreigners are insufficient, particularly due to the administrative and legal regime in place.

The French government has taken part in the debate by stating its desire to undertake a **review of the integration policy of all foreigners in a regular situation**. On 20 September 2017, a report containing proposals for a more ambitious integration policy was commissioned by the Prime Minister to be carried out by the member of parliament Aurélien Taché. In his commissioning letter, the Prime Minister stated that “too often, in the past, the reception of foreigners who have a right to reside is not supported by measures which enable them to be fully integrated into French society”.<sup>54</sup> The report, submitted on 19 February 2018, established “72 proposals for an ambitious policy for the integration of foreigners arriving in France”, based on the fact that “unanimously among actors on the ground: linguistic, economic and social integration of the people (that France welcomes) is insufficient”.<sup>55</sup>

<sup>48</sup> Questionnaire completed by representatives of the Directorate for Reception and Integration (*Direction de l'accueil et de l'intégration*) within the French Office for Immigration and Integration (*Office français de l'immigration et de l'intégration*, OFII), July 2018.

<sup>49</sup> These figures include the beneficiaries of subsidiary protection.

<sup>50</sup> This mechanism, although specifically dedicated to refugees, will be described in Part 2 insofar as it enables a better identification of the context in which various mechanisms aiming to favour the labour market integration of third-country nationals could be developed.

<sup>51</sup> Law No. 2016-274 of 7 March 2016 on the rights of foreigners in France.

<https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000032164264&categorieLien=id>

<sup>52</sup> Press pack, La loi relative au droit des étrangers en France, March 2016 (in French).

<http://www.immigration.interieur.gouv.fr/content/download/93209/727143/file/160304-DP-Loi-relative-au-droit-des-etrangeurs-en-France-2.pdf>

<sup>53</sup> OCDE, Le recrutement des travailleurs immigrés : France 2017, 20 novembre 2017 (in French).

<http://dx.doi.org/10.1787/9789264276741-fr>

<sup>54</sup> <https://www.interieur.gouv.fr/content/download/105096/831824/file/lettre-mission-parlementaire-int%C3%A9gration.PDF>

<sup>55</sup> Taché Aurélien, Rapport au Premier ministre, *op.cit.* (in French).

Aurélien Taché's report served as the basis of work for the **Interministerial Integration Committee** (C2I), which was held on 5 June 2018. At the end of the Committee, France presented a new action plan for integration which was more ambitious and demanding than previous plans.<sup>56</sup> In terms of labour market integration particularly, the debate has focussed on strengthening the vocational aspect of the CIR. In this context, the C2I has recommended providing newly-arrived foreigners with more information about employment and support towards training which is adapted to different pathways.

In addition, the **draft law** for managed migration, an effective right of asylum and successful integration, which has been adopted by the Parliament on 1st August 2018 notably aims to "improve the conditions of reception for foreign talent [...] and to strengthen our country's capacity to attract these profiles which contribute so much dynamism to our linguistic and cultural reputation".<sup>57</sup> It has led to numerous debates among the various integration stakeholders (NGOs, the media, universities, politicians). The National Consultative Committee on Human Rights (*Commission nationale consultative des droits de l'homme*), which issued its opinion on the text on 6 May 2018, regretted that the French Government had not waited until Aurélien Taché's report had been published, to "engage in a real consultation on the subject and integrate it into the draft law."<sup>58</sup> During the parliamentary discussion, some provisions based on the Taché's report and measures announced by the Interministerial Integration Committee have been added to the draft law, aiming to strengthen language training, propose a [certification of the level reached, and introduce advice and support towards employment](#).

## Q8. Integration policy: a political priority

Integration is a **Government priority**, as evidenced by the consultations carried out and the measures announced with a view to reviewing the integration policy. The Prime Minister commissioned the member of parliament Aurélien Taché in September 2017 with carrying out a comparative study and providing proposals for reviewing the integration policy. A number of measures proposed in his report were picked up by the Interministerial Integration Committee which met on 5 June 2018. At the end of this meeting, a series of concrete measures were announced aiming to strengthen the effectiveness of various aspects of this policy. (see text boxes on Aurélien Taché's report (Q1) and the Interministerial Integration Committee (Q3)).

### 1.3. IMPLEMENTATION OF THE LABOUR MARKET INTEGRATION POLICY: INSTITUTIONAL FRAMEWORK, MONITORING AND EVALUATION

## Q9. Organogram of the institutional framework

- **The actors responsible for defining the integration policy:**
  - **The General Directorate for Foreigners in France (*Direction générale des étrangers en France, DGEF*) designs and leads immigration and integration policies in France.** The **Directorate for Reception, Foreigner Assistance and Citizenship (*Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité, DAAEN*)**<sup>59</sup>, within the DGEF, is specifically responsible for designing and implementing public policy on reception, support for foreigners and access to French nationality, ensuring in particular that foreigners follow the republican integration pathway as part of the Republican Integration Contract (*Contrat d'intégration républicaine*) and by developing and implementing regulations in terms of granting and losing nationality.

<sup>56</sup> Press pack, Comité interministériel à l'intégration, S'investir ensemble, 5 June 2018 (in French). [https://www.gouvernement.fr/sites/default/files/document/document/2018/06/dossier\\_de\\_presse\\_-\\_comite\\_interministeriel\\_a\\_lintegration\\_-\\_05.05.2018.pdf](https://www.gouvernement.fr/sites/default/files/document/document/2018/06/dossier_de_presse_-_comite_interministeriel_a_lintegration_-_05.05.2018.pdf)

<sup>57</sup> Assemblée Nationale, Draft law for managed migration and an effective right of asylum, 21 February 2018 (in French). <http://www.assemblee-nationale.fr/15/projets/pl0714.asp>

<sup>58</sup> Opinion on the draft law "for managed immigration and an effective right of asylum" as adopted by the Council of Ministers on 21 February 2018 – adopted unanimously, JORF No. 0105 of 6 May 2018 (in French). <https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000036877217&categorieLien=id>

<sup>59</sup> <https://www.immigration.interieur.gouv.fr/Accueil-et-accompagnement/Les-missions-de-la-direction-de-l-accueil-de-l-accompagnement-des-etrangers-et-de-la-nationalite>

- **The actors responsible for defining the integration policy:**

- **The French Office for Immigration and Integration (*Office français de l'immigration et de l'intégration, OFII*)<sup>60</sup>** is the main State operator for **the implementation of immigration and integration policies in France**. It has national responsibility for the reception of foreigners holding a residence permit for the first time allowing them to reside permanently in France. In terms of integration, OFII is tasked with receiving newly arrived foreigners authorised to legally settle on a long-term basis in France with a view to signing the CIR (Article L. 311-9 of the CESEDA).
- **The regional and departmental Prefectures** are responsible for mobilising local stakeholders, ensuring the **structuring and accessibility of the range of additional services** needed to construct the integration pathways, adapted to the needs of foreigners, depending on the strategic national directions issued each year by the Minister of the Interior.<sup>61</sup>
- **The inter-ministerial delegation for reception and integration of refugees (*délégation interministérielle à l'accueil et à l'intégration des réfugiés, Di-air*)** participates to defining and implementing the policy on reception and integration of refugees. The Di-air coordinates and mobilises all stakeholders at every level: central and decentralised administration, local authorities as well as associations and actors of civil society. It also ensures support to refugees admitted under the relocation scheme for one year after their arrival on the French territory. The Di-air also manages the implementation of the national Strategy for the integration of refugees.
- **The regional directorates for youth, sport and social cohesion (*directions régionales de la jeunesse des sports et de la cohésion sociale, DRJSCS*) and the departmental directorates** implement the **inclusion and social cohesion policies, the sports policies, youth, community life and popular education**, with the aim, among other things, of fighting against inequality and discrimination, encouraging autonomy, strengthening educational and citizen values in the regions and developing citizenship participation in community policies.<sup>62</sup>
- **The Interministerial Delegation for Accommodation and Access to Employment (*Délégation interministérielle à l'hébergement et à l'accès à l'emploi, DIHAL*)<sup>63</sup>** coordinates and implements government policy in relation to **access to housing for homeless people and those in poor housing**. Its main remit is to fight against indecent housing, to carry out evacuations of illegal camps, to receive and support travellers, to lead the national platform for housing of refugees, and to organise housing for immigrants, through the work of the Interministerial Committee on Housing for Immigrant Populations.
- **The Interministerial Committee on Housing for Immigrant Populations (CILPI)<sup>64</sup>**, which has formed part of the DIHAL since 2015, **works to promote housing for immigrants**. It defines the direction and priorities for the State in terms of renovating Migrant Workers Hostels (*Foyers de travailleurs migrants, FTM*), monitoring implementation of support for residents, monitoring the long-term funding of operations, and strengthening actions to promote good practices and exchanges through the organisation and the participation in workshops and seminars.

- **The actors involved in the framework of common law mechanisms**

- **Local authorities** contribute towards integration and access to public services for newly-arrive foreigners. The **communes** contribute towards the integration of newly arrived foreigners into their daily lives, and is responsible for the processes affecting daily life (enrolment at schools, requests for social housing, applications for financial assistance). The **departmental councils** exercise their competences in the field of social action (surgeries

<sup>60</sup> <http://www.ofii.fr/>

<sup>61</sup> <https://www.immigration.interieur.gouv.fr/Accueil-et-accompagnement/Les-appels-a-projets/Politique-nationale-d-accueil-et-d-accompagnement-des-personnes-etrangeres-nouvellement-arrivees-Appel-a-projets-2018-Actions-nationales>

<sup>62</sup> <http://drdjscs.gouv.fr/spip.php?article2>

<sup>63</sup> <https://www.gouvernement.fr/delegation-interministrielle-a-l-hebergement-et-a-l-acces-au-logement-dihal>

<sup>64</sup> <https://www.gouvernement.fr/la-commission-interministrielle-pour-le-logement-des-personnes-immigrees>

for social assistance, dealing with people with disabilities, home help for the elderly). The **regional councils** contribute towards funding vocational training.<sup>65</sup>

- **The General Delegation for Employment and Vocational Training (*Délégation générale à l'emploi et à la formation professionnelle, DGEFP*)<sup>66</sup>** designs and implements government directions in terms of employment and vocational training. It builds and adjusts the legal and financial framework for employment policies and vocational training with the other Ministerial departments and the social partners. It guides the implementation of mechanisms in partnership with all actors involved in the labour market and assesses the results. It manages programmes supported by the European Social Fund in France.
- **Pôle Emploi<sup>67</sup>** is the main actor of France's public employment service. Its role is to welcome, inform and guide people, whether they are employed or not, with seeking a job, training, professional advice, assistance with mobility or social and vocational integration. It also indemnifies jobseekers. Pôle Emploi services are not specifically dedicated to foreigners.

- **Role of the NGO sector:**

The NGO sector contributes to the implementation of regional reception and integration policies for newly arrived foreigners. While playing the **role of a local point of contact with immigrant populations**, NGOs implement **actions in the field of language training, vocational integration, social support, access to citizenship, thus also encourage access to rights and autonomy**.

## Q10. Monitoring reports on the labour market integration of third-country nationals

### 1) **Integration monitoring conducted by France**

France does not carry out monitoring on the integration of third-country nationals on the single aspect of the labour market. However, it monitors a range of indicators enabling integration to be assessed through various tools and publications. These tools have changed since 2010.<sup>68</sup> Thus, several studies and investigations have been carried out by France to analyse integration pathways and to have reciprocal knowledge of practices in EU countries.

In December 2010, the "**integration dashboard**"<sup>69</sup> was published by the Department for Statistics, Studies and Documentation (*Département des statistiques, des études et de la documentation, DSED*) of the General Secretariat for Immigration and Integration (*Secrétariat général à l'immigration et à l'intégration*)<sup>70</sup> within the Ministry of the Interior (for foreign affairs, regional authorities and immigration). This dashboard enables the analysis of economic integration (employment and income), residential integration, school integration, health integration, citizenship integration and language acquisition. Some of the indicators used are close to those recommended in the Declaration of Saragossa<sup>71</sup> (for example employment and unemployment rate, school attendance rate, average net income, etc.).

<sup>65</sup> <https://www.immigration.interieur.gouv.fr/Accueil-et-accompagnement/Les-acteurs-de-l-integration/Les-collectivites-territoriales>

<sup>66</sup> <http://travail-emploi.gouv.fr/ministere/organisation/article/dgefp-delegation-generale-a-l-emploi-et-a-la-formation-professionnelle>

<sup>67</sup> <http://pole-emploi.org/poleemploi/mission/nos-missions.html?type=article>

<sup>68</sup> The European Union Agency for Fundamental Rights (FRA), Together in the EU - Promoting the participation of migrants and their descendants.

<http://fra.europa.eu/en/publication/2017/migrant-participation>

<sup>69</sup> Department of Statistics, Studies and Documentation (*Département des statistiques, des études et de la documentation*), Tableau de bord de l'intégration, December 2010 (in French).

<https://www.immigration.interieur.gouv.fr/Archives/Les-archives-du-site/Archives-Statistiques-etudes-et-publications/Tableau-de-bord-de-l-integration>

<sup>70</sup> Pursuant to Decree No. 2013-728 of 12 August 2013 on the organisation of the central administration of the Ministry of the Interior, and the Ministry for Overseas Affairs, the General Secretariat for Immigration and Integration (*Secrétariat générale à l'immigration et à l'intégration, SGII*) became the General Directorate for Foreigners in France (*Direction générale des étrangers en France, DGEF*) on 2 October 2013.

<https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000027838041>

<sup>71</sup> The Saragossa indicators, presented at the end of the European Ministerial Conference on Integration of 15 and 16 April 2010, correspond to a certain number of simple and quantified elements in areas which are key to integration policy (employment, teaching, social inclusion, active citizenship). These indicators provide an overview of the situation, and



Using **different statistical sources on a regular basis** enables to assess the integration of third country nationals under various aspects. It is possible to analyse the evolution of the integration of third-country nationals in France through the **population Census**, the **labour force survey**, as well as the **national survey on housing in 2013**<sup>72</sup>, using indicators such as access to employment, acquisition of French citizenship, access and conditions of housing, etc.

Some publications (« Les essentiels de l'immigration ») from the Department of Statistics, Studies and Documentation (DSED) provide statistical data on **activity, employment and unemployment of immigrants in France**<sup>73</sup>, **housing**<sup>74</sup>, and **access to French citizenship**<sup>75</sup>.

In 2010, the **Longitudinal Survey of the Integration of First-Time Arrivals (Enquête Longitudinale sur l'Intégration des Primo-Arrivants)** known as the **ELIPA survey**,<sup>76</sup> which aims to understand **the integration pathways of people holding a first residence permit and who wish to settle in France on a long-term basis**.<sup>77</sup> To do so, it questions people as soon as possible after they have received their first residence permit, then questions them again a year later and once more after three years. The people who are questioned are representative of the 97,736 signatories of the CAI in 2009. They are aged 18 or over and originate from third-countries outside the European Economic Area and Switzerland.

The main **indicators for integration** studied are employment rate, income and standard of living, children's education, matrimonial and family life, social and family network, ability in French, involvement in citizenship and political participation. As such, the ELIPA inquiry uses the indicators recommended by the Declaration of Saragossa.

The first data were collected for this survey **between March and June 2010 from 6,107 people** in metropolitan France. The second collection was conducted **with 4,756 people between March and June 2011**. The third and last data collection exercise was carried out **from March to June 2013, with 3,573 people**. The first results were published at the start of 2011.

The ELIPA survey has given rise to several publications on the integration pathways of newly arrived foreigners, regardless of the status under which they arrived in France.<sup>78</sup> Several themes have been addressed: housing, language ability, access to the labour market, etc. The publication concerning

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make it possible to monitor any changes and to measure the effectiveness of the integration policy. For example, for the employment policy, the main indicators are the employment rate, the unemployment rate and activity rate.

<sup>72</sup> Domergue Florent, Jourdan Virginie, « Les déterminants du statut d'occupation des logements et de la mobilité résidentielle des ménages immigrés ». In Insee, « Les conditions de logement en France », Insee Références, 2017 (in French).

<https://www.insee.fr/fr/statistiques/fichier/2586377/LOGFRA17.pdf>

<sup>73</sup> Department of Statistics, Studies and Documentation (*Département des statistiques, des études et de la documentation*), L'essentiel de l'immigration n°2017-6 - données de cadrage, Activité, emploi et chômage en 2016, July 2017 (in French).

[https://www.immigration.interieur.gouv.fr/content/download/104042/822297/file/Marronnier\\_emploi\\_2016.pdf](https://www.immigration.interieur.gouv.fr/content/download/104042/822297/file/Marronnier_emploi_2016.pdf)

<sup>74</sup> Department of Statistics, Studies and Documentation (*Département des statistiques, des études et de la documentation*), L'essentiel de l'immigration n°2017-8 - données de cadrage, Le logement des immigrés vivant en France en 2014, November 2017 (in French).

[https://www.immigration.interieur.gouv.fr/content/download/106082/840796/file/Essentiel\\_immigration\\_logement\\_2014.pdf](https://www.immigration.interieur.gouv.fr/content/download/106082/840796/file/Essentiel_immigration_logement_2014.pdf)

<sup>75</sup> Department of Statistics, Studies and Documentation (*Département des statistiques, des études et de la documentation*), L'essentiel de l'immigration n°2018-15 - chiffres clefs, L'accès à la nationalité française, January 2018 (in French).

[https://www.immigration.interieur.gouv.fr/fr/content/download/107308/852049/file/EM-2018-15-L\\_acces-a-la-nationalite-francaise-au-16-janvier-2018-3.pdf](https://www.immigration.interieur.gouv.fr/fr/content/download/107308/852049/file/EM-2018-15-L_acces-a-la-nationalite-francaise-au-16-janvier-2018-3.pdf)

<sup>76</sup> Jointly funded by European funds and the Ministry of the Interior, this survey is carried out by the Department for Statistics, Studies and Documentation (DSED), within the Ministry of the Interior's General Directorate for Foreigners in France (DGEF). It falls within the programme of statistical surveys of public services and, as such, is strictly controlled by the National Council for Statistical Information (*Conseil national de l'information statistique*) and the National Commission for Information and Freedoms (*Commission nationale de l'informatique et des libertés*).

<sup>77</sup> Website for the survey:

<https://www.immigration.interieur.gouv.fr/fr/Info-ressources/Etudes-et-statistiques/Etudes/Etudes/Enquete-Longitudinale-sur-l-Integration-des-Primo-Arrivants-ELIPA>

<sup>78</sup> Studies on integration, carried out on the basis of the ELIPA survey, are available on the Ministry of the Interior's website (in French):

<https://www.immigration.interieur.gouv.fr/Info-ressources/Etudes-et-statistiques/Etudes/Etudes/Enquete-Longitudinale-sur-l-Integration-des-Primo-Arrivants-ELIPA/ELIPA/Les-publications-ELIPA>

**housing of migrant families upon arrival in France**<sup>79</sup> analyses the housing conditions of migrant families. Thus, it indicates that “newly-arrived parents living with their children are more likely than other newly arrived migrants to live in personal housing and are less likely to be housed in third-party housing. However, single parent families experience more vulnerable housing situations, depend on help from families and, to a lesser extent, help from institutions with housing. The reasons for admission for residence and the administrative pathways of parents, particularly through the process of applying for asylum in France, also have an impact upon their housing status.”

Similarly, the publication on **language ability of refugees in the first years in France**<sup>80</sup> analyses refugees’ ability in French, particularly in comparison with non-refugees. Thus, it appears that “newly arrived refugees in France have a lower level of French than other newly arrived migrants, with similar levels for women and men.” Three years after obtaining their first residence permit, their ability in French has significantly improved, even more for men than for women. These differences are partly explained by the socio-demographic characteristics of refugees, particularly the fact that they are more likely to be from non-French speaking countries and the short length of time they have been in France. These difficulties are evident in both written and oral skills. Refugees are less highly performing than non-refugees”.

**Studies have also been produced by researchers on the basis of the ELIPA survey.** Researchers from the École d’Économie de Paris have conducted a study for the General Directorate for Foreigners in France on **language training and economic integration of immigrants in France**<sup>81</sup>. By using data from the ELIPA survey, the study aims to analyse the impact of the language training provided by the Ministry of the Interior in the framework of the CAI on the integration of immigrants on the labour market. On the basis of the same source, a researcher from the National Institute for Demographic studies (Institut national des études démographiques – INED) has produced a study on **housing of migrants families upon arrival in France**<sup>82</sup>, which highlights the factors having an impact on the housing conditions such as the type of residence permit, the administrative procedure, having children or not, being a single parent, etc.

A new ELIPA survey will take place **from 2019**.

Finally, in a continuation of the work carried out on the European level in favour of reciprocal knowledge of practices in terms of integration, a measurement of the impact of policies carried out in each EU country and a shared vision of reception and integration, France organised **in April 2013 a European seminar on the various mechanisms for welcoming new arrivals** established by Member States. To support these initial discussions, it then published, **in 2016, a study**<sup>83</sup> **on the reception mechanisms for new arrivals implemented within the EU** to create an inventory of the main reception measures developed by Member States.

## **2) Monitoring integration in OECD countries**

In addition, the OECD regularly carries out studies on the integration of immigrants within OECD countries. In **2008**, it published a study on “**Jobs for immigrants: labour market integration in Belgium, France, the Netherlands and Portugal**”.

The report “**Settling in: indicators of immigrant integration 2012**” presents an initial international comparison of the results obtained in OECD countries in terms of the position of immigrants and their children in the main fields of economic and social integration.

In 2015, the publication of “**Indicators of immigrant integration 2015**”, carried out jointly by the OECD and the European Commission presents the first major international comparison of the results of immigrants and their children between all EU and OECD countries, using 27 indicators of integration organised around five main themes: employment, education and skills, social inclusion, active citizenship and social cohesion.

## **Q11. The main challenges and obstacles in designing and implementing labour market integration policies for third-country nationals**

In terms of labour market integration policy for third-country nationals, several reports (the report by Aurélien Taché<sup>84</sup>, the OECD report in 2017,<sup>85</sup> the report by Roger Karoutchi,<sup>86</sup> etc.) as well as interviews

conducted with various actors as part of this study, have identified a certain number of challenges and obstacles.

- **Poor language skills, combined with language training which has been deemed to be insufficient**

The main challenge that can be identified in terms of access to employment for foreigners is **language ability**. Below a minimum level (A2 or B1 of the CEFRL), access to work is very difficult.<sup>87</sup> However, in 2017, **53.5 % of signatories of the CIR did not have level A1** when they signed the CIR and were prescribed language training. Thus, of the 103,184 signatories of the CIR, 55,182 were prescribed language training in 2017.<sup>88</sup>

In his report, Aurélien Taché<sup>89</sup> observed that **only 66 % of foreigners receiving French courses from OFII had reached level A1 at the end of the course**. For those who attended the 200 hours, 45% of them reached this level, as illustrated in the table below.

**Table 5: Reaching level A1 through the OFII language courses**

Language course	Reaching level A1
50 hours	86 % of those registered
100 hours	75 % of those registered
200 hours	45 % of those registered
<b>Total</b>	<b>66 % of those registered</b>

Source: OFII (table from the report by Aurélien Taché<sup>90</sup>)

In light of this observation, it seemed necessary to **strengthen language learning, particularly through language training for vocational purposes** in order to provide a sufficient basis for looking for employment. This is why, in a continuation of the work and studies carried out (report by Aurélien Taché, conclusions of the Interministerial Integration Committee and draft law recently adopted by the Parliament), the authorities decided that **the volume of language training in the CIR would be doubled in 2019** (an initiative of the Ministry of the Interior) and that the **support mechanisms to**

<sup>79</sup> Department of Statistics, Studies and Documentation, Le statut d'activité des immigrés entre 1968 et 2013, Infos Migrations, No. 92, November 2017 (in French).

[https://www.immigration.interieur.gouv.fr/fr/content/download/106289/842748/file/IM\\_92-Logement-famille-nouveaux-migrants\\_2.pdf](https://www.immigration.interieur.gouv.fr/fr/content/download/106289/842748/file/IM_92-Logement-famille-nouveaux-migrants_2.pdf)

<sup>80</sup> Department of Statistics, Studies and Documentation, Le statut d'activité des immigrés entre 1968 et 2013, Infos Migrations, No. 91, October 2017 (in French).

[https://www.immigration.interieur.gouv.fr/content/download/105460/835292/file/IM\\_91\\_langues\\_refugies.pdf](https://www.immigration.interieur.gouv.fr/content/download/105460/835292/file/IM_91_langues_refugies.pdf)

<sup>81</sup> Lochmann Alexia, Rapoport Hillel et Speciale Biagio (École d'Économie de Paris, Université Paris 1 Panthéon-Sorbonne), Formation linguistique et intégration économique des immigrés : une analyse empirique du cas de la France, Rapport pour la Direction générale des étrangers en France (DGEF), Ministère de l'Intérieur (in French).

<sup>82</sup> Eremenko Tatiana (INED/CSIC), Le logement des familles de migrants à l'arrivée en France, Infos Migrations, n°92, November 2017 (in French).

[https://www.immigration.interieur.gouv.fr/fr/content/download/106289/842748/file/IM\\_92-Logement-famille-nouveaux-migrants\\_2.pdf](https://www.immigration.interieur.gouv.fr/fr/content/download/106289/842748/file/IM_92-Logement-famille-nouveaux-migrants_2.pdf)

<sup>83</sup> Les dispositifs d'intégration des ressortissants de pays tiers dans les États membres de l'Union européenne, Rapport comparatif réalisé par Yves Pascouau.

<http://www.europeanmigrationlaw.eu/documents/Report%20Integration%20Schemes-FINAL-VERSION-FR.pdf>

<sup>84</sup> Taché Aurélien, Rapport au Premier ministre, *op.cit.* (in French).

<sup>85</sup> OCDE, Le recrutement des travailleurs immigrés : France 2017, *op. cit.* (in French).

<sup>86</sup> Karoutchi Roger, Migrants : les échecs de l'apprentissage du français et des valeurs civiques, Rapport d'information fait au nom de la commission des finances n° 660 (2016-2017), 19 July 2017 (in French).

<http://www.senat.fr/rap/r16-660/r16-6601.pdf>

<sup>87</sup> Questionnaire completed by representatives of the Directorate for Reception, Foreigner Assistance and Citizenship (Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité, DAAEN), General Directorate for Foreigners in France (DGEF), Ministry of the Interior, June 2018.

<sup>88</sup> French Office for Immigration and Integration (Office français de l'immigration et de l'intégration) Annual Report 2017, 12 June 2018 (in French).

[http://www.ofii.fr/IMG/pdf/ofii\\_raa\\_2017.pdf](http://www.ofii.fr/IMG/pdf/ofii_raa_2017.pdf)

<sup>89</sup> Taché Aurélien, Rapport au Premier ministre, *op.cit.* (in French).

<sup>90</sup> *Idem.*

**gaining employment** constructed jointly between the Ministry for Employment and the Ministry of the Interior will incorporate **previous language learning phases**.<sup>91</sup>

As part of the Interministerial Integration Committee<sup>92</sup>, the Prime Minister also acknowledged that **in terms of the CIR**, some third-country nationals did not achieve a **level of ability in French** which gave them the best chances of integrating into society. Moreover, several of them experienced **persistent difficulties in accessing employment**. The measures announced, as described above (see *box on the Interministerial Integration Committee (Q3)*) aim to remove these barriers.

**Language and civic training** are also seen to be ineffective, notably because of poor teaching methods, overly complex specifications, the lack of digital support, timetables which are not adapted to family commitments and groups with unequal levels of ability. One of the barriers encountered by newly-arrived migrants to accessing the labour market, identified by several actors, was the **inability to follow training**, particularly for parents who had no childcare options.<sup>93</sup>

Until recently, no specific training addressed the needs of **foreigners who were unable to read and write**. Such training was established at the start of 2018, initially on an experimental basis before being extended.<sup>94</sup>

- **The lack of dedicated support and taking into account specific difficulties** in connection with partners in the employment service, vocational training and local authorities

These obstacles can be characterised by:

- problems connected with **recognition of vocational degrees and qualifications**, particularly in terms of the comparability between degrees between countries of origin and France<sup>95</sup> or the lack of documents supporting studies and vocational experience in the country of origin,
  - the previous lack of a **section on integration and vocational training** in the CIR,
  - the **absence of a mechanism established upon arrival in France to evaluate skills and provide guidance**,
  - **the lack of help in creating a company and entrepreneurship**,
  - **the lack of dedicated support adapted to people's needs**, for example, young people under the age of 25. Most mechanisms aiming to facilitate access to employment are **common law mechanisms** accessible to both third-country nationals and French nationals. By means of example, the range of services provided by Pôle Emploi apply regardless of the status of the jobseeker. Foreigners do not, therefore, have support which is specifically adapted to their status. The report by Aurélien Taché thus notes that fewer than 30 % of signatories are registered with Pôle Emploi.
- **An administrative procedure** to request a residence permit and work permit which is **long, complex, and difficult to understand for foreigners**:
    - The lack of a digital procedure and ability to make appointments on line to submit applications to the Prefecture, lists of documents which are considered too onerous: the administrative constraints (residence permits, bank procedures, driver's licence, etc.) make it more difficult to seek and gain housing and employment,
    - regulations to assess the employment situation which are not updated regularly to reflect the needs of the labour market,
    - regulated access to certain professions.

<sup>91</sup> Questionnaire completed by representatives of the Directorate for Reception, Foreigner Assistance and Citizenship (*Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité*, DAAEN), June 2018.

<sup>92</sup> Press release on the Interministerial Integration Committee, Ministry of the Interior, 5 June 2018 (in French). <https://www.interieur.gouv.fr/content/download/109918/876559/file/cp-comite-interministeriel-integration.pdf>

<sup>93</sup> Questionnaire completed by representatives of the Directorate for Reception and Integration (*Direction de l'accueil et de l'intégration*) within the OFII, July 2018.

<sup>94</sup> French Contact Point for the European Migration Network, Annual Report 2017 on asylum and immigration policies, April 2018.

[https://www.immigration.interieur.gouv.fr/content/download/109566/872932/file/2\\_arm\\_2017\\_%20FR\\_NCP\\_part\\_2-FR-version.pdf](https://www.immigration.interieur.gouv.fr/content/download/109566/872932/file/2_arm_2017_%20FR_NCP_part_2-FR-version.pdf)

<sup>95</sup> Questionnaire completed by representatives of the Directorate for Reception and Integration (*Direction de l'accueil et de l'intégration*) within the OFII, July 2018.

Several actors thus talk about the legal and regulatory barriers which prevent foreigners from accessing jobs for which they may be qualified, thus limiting their chances of labour market integration.

The main challenges identified (social support where necessary, better language ability, increase in the number of hours offered, development of vocational training etc.) were **presented in the report by Aurélien Taché and taken into account in the reform which was announced.**

## Part 2: Measures and practices facilitating the labour market integration of third-country nationals

*This part aims to provide an overview of the main integration approaches and identifying existing individual measures that have either been implemented recently or that have been changed since 2014. Measures aimed specifically at students and graduates, as well as beneficiaries of international protection and asylum seekers are not addressed in this study, as they are already covered by other EMN studies. After having described the main areas of the integration policy, it presents examples of good practice implemented and/or funded by the State. Finally, it looks at several initiatives launched by the private sector aimed at third country nationals to make it easier for third country nationals to access the labour market and stay in employment.*

### 2.1. OVERVIEW OF MAIN INTEGRATION AREAS

#### Q12. The main aspects of the policy for labour market integration of third-country nationals

The table below describes the main areas of the policy for labour market integration of third-country nationals, presenting the objectives and competent actors.

Area/component	General overview	Stakeholders
<b>1. Training and qualification</b>	Training and qualifications fall within the remit of the public employment service.	Public employment service: Pôle Emploi. The regional councils for training. Co-ordination between Pôle Emploi and OFII to facilitate handovers.
<b>2. Enhancement of (soft) skills</b>	Cross-cutting basic skills	
<b>3. Provision of information and counselling</b>	Comprehensive information communicated through CIR training completed during the integration pathway by the public employment service.	OFII, Pôle Emploi, other operators and NGOs. Co-ordination between Pôle Emploi and OFII to facilitate handovers.
<b>4. Enhancement of intercultural/civic relations in the workplace</b>	Comprehensive information communicated through CIR training completed during the integration pathway by the public employment service.	OFII, Pôle Emploi, NGOs... Co-ordination between Pôle Emploi and OFII to facilitate handovers.
<b>5. Tailor-made comprehensive programmes/plans/contracts targeting specific and/or vulnerable groups</b>	With the exception of refugees, no programme which is specific to certain groups of foreigners is systematically proposed. However, the State subsidises through the call for projects procedure, NGOs who establish specific support programmes adapted to women.	
<b>6. Incentive measures for migrants or employers</b>	/	/
<b>7. Support for self-employment</b>	/	/

### 2.2. EXAMPLES OF INTEGRATION MEASURES IMPLEMENTED IN FRANCE

This section focuses on selected measures considered as **good practices**, which have been implemented and/or financed by the State. These measures aim to facilitate labour market integration for regular staying third-country nationals with a right to work.

## Implementation of projects specifically aimed at refugees and measures aimed at a broader audience

Given the rise in the number of refugees since 2015, **specific measures have been developed to encourage access to employment and vocational training for this group** and to adapt to their specific needs.

### - **The experimental programme relating to the labour market integration of 1,000 refugees: the HOPE programme (covering accommodation, guidance and pathways to employment)**

On 3 May 2017, a **national framework agreement<sup>96</sup> on experimentation with an integration pathway to employment for 1,000 refugees** welcomed under international law was signed between the Minister of the Interior, the Minister for Labour, Employment, Vocational Training and Social Dialogue and the Minister for Sustainable Housing and Accommodation, as well as the *Fonds paritaire de sécurisation des parcours professionnels* (FPSPP), Pôle Emploi, and the French Office for Immigration and Integration (*Office français de l'immigration et de l'intégration*, OFII).

Supported by all these stakeholders and with the involvement of seven approved collecting joint bodies (*organismes paritaires collecteurs agréés*, OPCA), the AFPA launched the HOPE programme in October 2017. In plans to **train 1,000 beneficiaries of international protection by the AFPA**.

The signature of this framework agreement follows **an initial experiment conducted in 2016** through which 200 refugees in the Île-de-France and the Hauts-de-France took part in a similar pathway with AFPA.

This experimental programme targets **1,000 beneficiaries of international protection** across the whole of metropolitan France, in order to facilitate them leaving accommodation arrangements. By combining **housing, introduction to jobs, social support and vocational training**, the scheme aims at sustainable access to employment and housing with a view to integration into French society.

Based on the observation that refugees fall within common law but rarely have access to it, and that companies find it difficult to recruit on the basis of low levels of qualification, the HOPE programme was established in order **to support and train refugees for sectors which are experiencing shortages**. It offers a complete pathway for jobseekers with refugee status, including learning French for vocational purposes, job training and access to employment in the context of a professionalisation contract, access to certification, accommodation and catering, as well as administrative, social and citizenship support. Based on a **comprehensive approach to integration**, a new teaching method and new integration methods it aims to **facilitate access to employment and independence**. Three sectors are targeted in response to the needs of business: **industry, construction and services**.

The pathway begins with a first phase aiming at **acquiring the basics of the French language**, adapted to the professional sector in question, followed by training in an AFPA centre.

The programme targets as a priority those under the age of 25, but is also open to others. There is no minimum level of education or qualification required. The only pre-requisite is **to master French to the A1 level of the CEFRL**.

More than 700 trainees are currently being trained, representing **20 different nationalities**. 82 % of them are **under the age of 30** (and 38 % are under the age of 25). More than 100 companies have already been involved, in five major sectors: Construction, industry, fast food, mass distribution, life entertainment. The AFPA has reported a **higher integration rate** than for other courses on offer, due to the integrated pathway<sup>97</sup>.

The smooth functioning of the project has enabled the development of other projects for a broader audience, including new arrivals, such as the Une Voix-e Vers l'Emploi initiative, described in this section.

Several measures aim to facilitate labour market integration for regular staying third-country nationals with a right to work. They focus on third-country nationals wishing to start a company, tradespeople in their countries of origin, new arrivals, etc.

<sup>96</sup> National framework agreement on the experimental pathway to labour market integration of beneficiaries of international protection, signed between the Minister for the Interior, the Minister for Labour, Employment, Vocational Training and Social Dialogue and the Minister for Sustainable Housing and Accommodation, 4 May 2017. [http://www.cohesion-territoires.gouv.fr/IMG/pdf/2017.05.03\\_accord\\_cadre\\_national.pdf](http://www.cohesion-territoires.gouv.fr/IMG/pdf/2017.05.03_accord_cadre_national.pdf)

<sup>97</sup> Interview conducted with representatives of AFPA, May 2018.

## Measure 1<sup>98</sup>: GRDR

Measure 1:	
Overview	
<b>Name<sup>99</sup></b>	<b>GRDR (Research and implementation group for rural development - Groupe de recherche et de réalisations pour le développement rural)</b>
<b>Type</b>	- <i>Ad-hoc project</i>
<b>Area</b>	<ul style="list-style-type: none"> <li>- Training and qualification;</li> <li>- <b>Enhancement of (soft) skills;</b></li> <li>- Provision of information and counselling</li> <li>- <b>Tailor-made measures for specific groups of third-country nationals;</b></li> <li>- Support for self-employment</li> </ul>
<b>Access</b>	<i>All third-country nationals wishing to create a business.</i>
<b>Target group</b>	<input checked="" type="checkbox"/> Tailor-made labour market integration measures (only for third-country nationals)
<b>Coverage</b>	- Local: interregional.
<b>Budget</b>	<p>The project budget is €70,000.</p> <p>71 % of the project budget is funded by the State (Directorate for Reception, Foreigner Assistance and Citizenship (<i>Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité</i>, DAAEN) within the DGEF in the Ministry of the Interior.</p> <p>The total public funding allocated to this project is €60,000.</p>
<b>Link</b>	<a href="https://grdr.org/">https://grdr.org/</a>
Description	
<p><b>M1.Q1. Conditions for access</b></p> <p>The aim of this project is to <b>support newly-arrived migrants setting up businesses</b>.</p> <p>It is offered to <b>newly-arrived migrants wishing to set up a business to benefit from this support by joining the "Club Entreprendre"</b>, with three objectives:</p> <ul style="list-style-type: none"> <li>- training,</li> <li>- networking with project leaders</li> <li>- connecting with support schemes in target areas (Paris, Saint-Denis, Lille, Rouen, Dijon).</li> </ul> <p>In the context of these clubs, it is planned to</p> <ul style="list-style-type: none"> <li>- <b>Organise 16 meetings bringing together 10 project leaders at different stages of business creation.</b> The meetings are led by specialised structures (support, funding bodies, other social and solidarity economy (SSE) stakeholders). (There are four clubs per region, i.e. a total of 16 clubs. There are around 10 participants per club, i.e. a total of 160 participants).</li> <li>- <b>4 training cycles on the creation of economic activities in the form of modules for project leaders</b> for groups of approximately 10 people: <ul style="list-style-type: none"> <li>* One 2-day cycle on: "Building an attractive sales pitch"</li> <li>* One 2-day cycle on: "Communication and social networks: Communicating without a budget is possible!"</li> </ul> </li> </ul>	

<sup>98</sup> Questionnaire completed by representatives of the Directorate for Reception, Foreigner Assistance and Citizenship (*Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité*, DAAEN), June 2018.

<sup>99</sup> GRDR Migration-Citoyenneté-Développement is an international NGO under French law composed of professionals (agronomists, economists, sociologists, geographers, town planners, social workers, etc.). Created in 1969, the NGO carries out development work in countries of origin, transit and reception (West Africa, North Africa and France).



\* One 2-day cycle on: "Financial writing: how to simplify reading figures? "

\* One 3-day cycle on: "Transnational entrepreneurship / international commerce"

Advice on SSE and corporate social responsibility (CSR), in international commerce and specialist sectors: fashion and textiles.

**Ten project leaders** are selected to benefit from more in-depth support:

- support with procedures to formalise the structure and the entrepreneurship project,
- support during meetings with technical and institutional partners,
- personalised follow-up with preparing projects.

#### **M1.Q2. Date the measure was introduced and its duration**

The activity is planned for 2018.

#### **M1.Q3. Implementation modalities (stakeholders and funding)**

This measure is led by an **NGO based in several regions** which includes professionals with real expertise in terms of supporting entrepreneurship.

The measure is **entirely funded by the NGO and the state (through a call to projects)**. The newly-arrived beneficiary pays nothing.

#### **M1.Q4. Impact of the measure**

Insofar as it is an **action under way**, it is not possible to measure the impact of this measure.

**Measure 2<sup>100</sup>: La Fabrique Nomade: support programme for the vocational integration of refugees**

Measure 2:	
Overview	
<b>Name</b>	<b>La Fabrique Nomade</b>
<b>Type</b>	- <i>Ad-hoc project</i>
<b>Area</b>	<ul style="list-style-type: none"> <li>- Training and qualification;</li> <li>- <b>Enhancement of (soft) skills;</b></li> <li>- Provision of information and counselling</li> <li>- Tailor-made measures for specific groups of third-country nationals;</li> <li>- Support for self-employment</li> </ul>
<b>Access</b>	<i>All third-country nationals who were craftsmen in their country of origin.</i>
<b>Target group</b>	<input checked="" type="checkbox"/> Tailor-made labour market integration measures (only for third-country nationals)
<b>Coverage</b>	- Local: Paris.
<b>Budget</b>	<p>The total budget is €177,000.</p> <p>The total public funding allocated to this project is €75,000.</p>
<b>Links</b>	<a href="http://www.lafabriquenomade.com">www.lafabriquenomade.com</a>
Description	
<p><b>M2.Q1. Conditions for access</b></p> <p>Created in January 2016, this programme aims at the <b>sustainable professional integration into craftwork sectors</b>, through an initial experience in France, recognition and better understanding of the requirements and standards in force in these sectors. This programme encourages skills development, autonomy and adapting to the local context.</p> <p>The people targeted by this project are <b>women and men craftspeople with expertise and experience in their country of origin</b> but who face various barriers to having their skills recognised by French companies.</p> <p>The programme receives <b>people without distinction of age and origin, regardless of their ability in French, those who cannot read nor write, and people with or without qualifications.</b></p> <p>The only selection criteria is to have <b>significant experience and ability of a craft technique falling within the craft sector</b> (220 occupations in France).</p> <p>The target audience of this action is identified in partnership with <b>accommodation and labour market support bodies</b> (Pôle Emploi, local mission in Paris, job integration workshops in the Ile-de-France).</p> <p><b>M2.Q2. Date the measure was introduced and its duration</b></p> <p>The activity is planned for 2018.</p> <p><b>M2.Q3. Implementation modalities (stakeholders and funding)</b></p>	

<sup>100</sup> Questionnaire completed by representatives of the Directorate for Reception, Foreigner Assistance and Citizenship (*Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité*, DAAEN), June 2018.

The work is **led by an NGO and is funded by the State through a call to projects, as well as by the regional authority on the Departmental level**. It is also supported by private funding and some of the project is funded by the sales of crafts products created.

This programme offers **comprehensive professional support**: working alongside a designer, but the beneficiaries participate in different training and professional practice training events (craft industry practices workshop, creation of display objects, expertise, creation of objects) in order to understand and adapt to this new economic and cultural environment and to develop their professional network through partnerships and meetings with crafts companies.

An **introductory module to the culture of arts and crafts in France** through the preparation and organisation of visits to museums aiming to introduce the beneficiaries to the wealth of French culture.

Finally, **French language classes for professional purposes** complete the scheme and provide the opportunity for supported people to learn the technical vocabulary needed to integrate the labour market and better understand the corporate world.

#### **M2.Q4. Impact of the measure**

Insofar as it is an **action under way**, it is not possible to measure the impact of this measure.

### Measure 3<sup>101</sup>: Une Voix-e Vers l'Emploi

Measure 3:	
Overview	
<b>Name</b>	<b>Une Voix-e Vers l'Emploi</b>
<b>Type</b>	- <i>Ad-hoc project</i>
<b>Area</b>	- Training and qualification; - <b>Enhancement of (soft) skills;</b> - Provision of information and counselling - <b>Tailor-made measures for specific groups of third-country nationals;</b>
<b>Access</b>	<i>Newly-arrived foreigners over the age of 18 with particular attention to women.</i>
<b>Target group</b>	<input checked="" type="checkbox"/> Tailor-made labour market integration measures (only for third-country nationals)
<b>Coverage</b>	- National: implemented in eight regions and 19 AFPA centres.
<b>Budget</b>	Programme funded over three years (2018-2021) through European Funds via the Asylum, Migration and Integration Fund (AMIF) under priority 2 "Integration of third-country nationals and legal migration".
<b>Links</b>	<a href="https://www.afpa.fr/afpa/connaitre-l%27afpa/une-voix-e-pour-l-emploi">https://www.afpa.fr/afpa/connaitre-l%27afpa/une-voix-e-pour-l-emploi</a>
Description	
<p><b>M3.Q1. Conditions for access</b></p> <p>The Une Voix-e Vers l'Emploi is a programme aiming at labour market and citizenship integration of newly-arrived migrants, offered by AFPA. This programme meets two objectives: <b>linguistic and sustainable economic integration of newly-arrive migrants and professionalisation of integration stakeholders working with them.</b></p> <p>The <b>newly-arrived individuals</b> affected by this scheme are mostly <b>women in family reunification situations and young people (under the age of 26 and over the age of 18) with poor French skills.</b> The target audience must be close to the A1 level and need to improve their French to progress in the labour market.</p> <p>760 newly arrived migrants and 160 professionals should benefit from this scheme each year.</p> <p><b>M3.Q2. Date the measure was introduced and its duration</b></p> <p>The programme is funded for a period of three years from 2018-2021.</p> <p><b>M3.Q3. Implementation modalities (stakeholders and funding)</b></p> <p>The project was designed by AFPA in order to:</p> <ul style="list-style-type: none"> <li>- <b>Improve the employability of new arrivals</b> by enabling them to acquire a level of French which allows them to progress in their professional life, to understand the labour market, aim to identify the professional skills or qualifications acquired in the country of origin and to build a relational network and adopt job seeking techniques. The occupations on offer target sectors experiencing</li> </ul>	

<sup>101</sup> Interview conducted with representatives of AFPA, May 2018.

labour shortages as identified by the eight regions involved in the scheme (for example, serving staff, catering staff, carers, home helps, order preparer, retail staff, etc.).

- **Improving the professionalism of stakeholders in reception and integration bodies**, in order to facilitate better co-operation and operational co-ordination among stakeholders working with new arrivals, while encouraging the sharing of good practices.

The regions and AFPA centres have been chosen with the support of the DAAEN, which reported the needs of different regions for this type of project.

#### **M3.Q4. Impact of the measure**

Insofar as it is an **action under way**, it is not possible to measure the impact of this measure.

**Measure 4<sup>102</sup>: Framework agreement between the State, OFII and Pôle Emploi to promote labour market integration of foreigners 2016-2019**

Measure 4:	
Overview	
<b>Name</b>	<b>Framework agreement between the State, OFII and Pôle Emploi to promote labour market integration of foreigners 2016-2019</b>
<b>Type</b>	<ul style="list-style-type: none"> <li>- Programme and systematic measures (over several years/long-term)</li> <li>- Projects (ad-hoc)</li> <li>- Legislative/political measure (structural)</li> </ul>
<b>Area</b>	<ul style="list-style-type: none"> <li>- Training and qualification;</li> <li>- <b>Enhancement of (soft) skills;</b></li> <li>- Provision of information and counselling</li> <li>- <b>Tailor-made measures for specific groups of third-country nationals;</b></li> </ul>
<b>Access</b>	<i>All newly arrived third-country nationals<sup>103</sup> who are registered with Pôle Emploi<sup>104</sup> with particular attention to refugees admitted as part of relocation and reintegration programmes.</i>
<b>Target group</b>	<input checked="" type="checkbox"/> Tailor-made labour market integration measures (only for third-country nationals)
<b>Coverage</b>	- National
<b>Budget</b>	
<b>Links</b>	Not available.
Description	
<p><b>M4.Q1. Conditions for access</b></p> <p>Access to employment is key to the integration pathway. However, in the current economic context, third-country nationals, in particular new arrivals, are a particularly vulnerable group. This agreement concerns <b>all newly-arrived third-country nationals who are registered with Pôle Emploi</b>. Particular attention is given to refugees admitted as part of relocation and reintegration programmes.</p> <p><b>M4.Q2. Date the measure was introduced and its duration</b></p> <p>The agreement was signed by the DGEF, the OFII, the DGEFP and Pôle Emploi on 24 November 2016. It was concluded for a <b>duration of three years, from 2016 to 2019</b>.</p> <p><b>M4.Q3. Implementation modalities (stakeholders and funding)</b></p> <p>Six years after signature, on 3 March 2010, of the multiannual framework agreement between the Ministries responsible for integration and employment, OFII and Pôle Emploi, with a view to the professional integration of foreign jobseekers, it appeared necessary to consolidate the initial improvements that had been made.</p>	

<sup>102</sup> Interview carried out with representatives of the Directorate for Reception and Integration (*Direction de l'accueil et de l'intégration*) within the OFII, July 2018.

<sup>103</sup> In other words, third-country nationals who have been in a regular situation in the country for less than five years and who have signed a CIR.

<sup>104</sup> Registered on the list of jobseekers in the sense of Article L. 5411-1 of the Labour Code.

The aim of this agreement is to **facilitate access by newly-arrived foreigners to the economic world, through employment or training**. It also aims to **structure and consolidate relations between the Minister responsible for Employment, through the DGEFP and Pôle Emploi, and the Ministry of the Interior, through the DGEF and OFII**.

The agreement **features two areas for development**:

- **Connecting services offered by operators**, between the republican integration pathway, for which signature of the CIR is the basis, and the range of services provided by Pôle Emploi;
- **Facilitating and organising an exchange of expertise** through the development of exchanges of information and strengthening automated exchanges of information.

The agreement is **rolled out on a local level** in order to define the operational and organisational modalities in each region.

#### **M4.Q4. Impact of the measure**

Insofar as it is an **action under way**, it is not possible to measure the impact of this measure. Indicators are monitored twice per year, during each steering committee meeting.

#### **Examples of measures implemented by the DGEFP on the national and regional levels.<sup>105</sup>**

- **On the national level, a “Migrant training” section was introduced in the Skills Investment Plan (*Plan d’Investissement dans les Compétences, PIC*)<sup>106</sup>:**

A “Migrant training” section was introduced in the Skills Investment Plan (*Plan d’Investissement dans les Compétences, PIC*),<sup>107</sup> with funding of 30 million euros per year. The DGEFT is working on several measures:

- Support for young new arrivals as part of the contractualised support towards employment and autonomy (*parcours contractuelisé d’accompagnement vers l’emploi et l’autonomie, PACEA*) run by local missions. This support, which lasts between three and six months, is combined with an allowance and includes language training and social and professional support;
  - Continuation of the HOPE experiment;
  - A call for projects in connection with the Ministry of the Interior in order to fund innovative projects to support people into employment in the region;
  - An experiment aiming to promote access to the validation of previously acquired experience.
- **On the regional level, experiments have been carried out mainly targeting refugees:**
    - Variations on the Garantie Jeunes scheme have been implemented in Brittany and Paris;
    - Tests on the technical platform of the AFPA centres have been created in the Auvergne-Rhône-Alpes region in order to check professional skills and, where necessary, issue a certificate or contribute towards validation of previously acquired experience.

<sup>105</sup> Interview conducted with representatives of the DGEFP, May 2018.

<sup>106</sup> <http://travail-emploi.gouv.fr/grands-dossiers/plan-d-investissement-competences/>

<sup>107</sup> The Skills Investment Plan (*Plan d’Investissement dans les Compétences*) forms part of the Government’s major investment plan and aims to train a million unqualified young people and a million long-term jobseekers with low qualification levels, while initiating a major overhaul of training provision.

### 2.3. PRIVATE SECTOR INITIATIVES TO FACILITATE LABOUR MARKET INTEGRATION OF THIRD-COUNTRY NATIONALS

This section aims to provide examples of good practices in private sector initiatives for facilitating access and/or retention of third-country nationals in employment.

The cases studies presented below describe **initiatives initiated by the private sector to third-country nationals within the scope of this study**. Although numerous initiatives targeting refugees have been initiated in the private sector since the start of the migration crisis, these examples will not be reported here as this group does not form part of the study.

#### Q13. Private sector initiatives supporting or facilitating labour market integration of third-country nationals in France

Several examples of private sector initiatives can be presented. The first concerns major companies in different sectors, on the local level, and focuses on new arrivals. The second relates to small and medium sized companies in various sectors, also targeting new arrivals.

- The **Fondation Agir Contre l'Exclusion (FACE)**, which brings together major companies, is organised on the local level with regional clubs, offering **employment-related integration initiatives for newly arrived migrants** (mentoring, internships, conversations in French, etc.)
- The **Fédération des Clubs Régionaux des Entreprises pour l'Insertion (CREPI)**, which brings together small and medium sized enterprises, has also decided to work on access to employment for newly arrived migrants by offering similar measures and introductory activities to different occupations.

The Ministry of the Interior supports both these initiatives with funding.

- Work is also carried out in favour of **highly qualified third-country nationals and members of their families**, particularly as part of international mobility. Two examples, based on interviews and questionnaires carried out with representatives of the Club Inter-Entreprises sur les Stratégies et Politiques de Mobilité Internationale, the CINDEK and a major group in the energy sector, Total, illustrate these specific cases.

#### Q14. The sectors involved

The two measures presented in this section do not related to a specific sector, insofar as they bring together all companies characterised by their **size** (major companies for one, small and medium sized companies for the other. These two measures underline the value of **networking** and actions implemented on the **local level**.

The two examples of measures targeting **highly qualified third-country nationals** are based partly on the case of a range of companies from **different sectors** and, partly, on the case of one company **in the energy sector**.



**Measure 1<sup>108</sup>: Fondation Agir Contre l'Exclusion (FACE)**

<b>Private Sector – Measure 1</b>	
<b>Overview</b>	
<b>Name</b>	<b>Fondation Agir Contre l'Exclusion (FACE)</b>
<b>Company size</b>	The aim of the foundation is to create, experiment with, implement, develop, publicise and expand innovative schemes with companies to prevent and fight against all kinds of exclusion, discrimination and poverty. In partnership with the public sector and in synergy with other local and national stakeholders (professional organisations, specialised associations, NGOs, etc.), FACE works mainly in five areas (development of corporate social responsibility (CSR), employment for all, equality of opportunity in education, access to rights, goods and essential services, equitable development of the regions).
<b>Company type</b>	National
<b>Sector</b>	Foundation consisting of company clubs
<b>Area</b>	- Tailor-made measures for specific groups of third-country nationals;
<b>Access</b>	All third-country nationals
<b>Target group</b>	<input checked="" type="checkbox"/> Specific groups such as vulnerable people, young people, women, seasonal workers, etc.
<b>Coverage</b>	- National
<b>Budget</b>	The project budget is €209,000. The total public funding allocated to this project is €167,000.
<b>Links</b>	<a href="https://www.fondationface.org/projet/bienvenu-e-s/">https://www.fondationface.org/projet/bienvenu-e-s/</a>
<b>Description</b>	

<sup>108</sup> Questionnaire completed by representatives of the Directorate for Reception, Foreigner Assistance and Citizenship (Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité, DAAEN), June 2018.

### **PSM1.Q1. Objectives and main features**

The objective of the project is to **encourage social and professional integration of newly-arrived foreigners**.

It aims to:

- Strengthen support capacities of local FACE structures through the roll-out, across the entire network, of a comprehensive support methodology for newly-arrived migrants defined in certain local clubs;
- Identify regional skills hubs;
- Mobilise and equip companies and their staff, particularly as part of conversation classes with newly-arrived migrants (for a provisional number of 60 beneficiaries).

### **PSM1.Q2. Impact of the initiative**

The project began in 2018. Insofar as it is an **action under way**, it is not possible to measure the impact of this measure.

**Measure 2<sup>109</sup>: Fédération des Clubs régionaux d'entreprise partenaires de l'insertion (CREPI)**

Private Sector – Measure 2	
Overview	
<b>Name</b>	<b>Fédération des CREPI</b>
<b>Company size</b>	<p>The “<b>network of businesses for integration</b>” <b>federation</b> aims to <b>facilitate direct meetings between companies and jobseekers</b>. It leads and develops local corporate networks (mostly very small companies and small and medium sized companies).</p> <ul style="list-style-type: none"> <li>- 6,000 people supported per year.</li> <li>- 2,500 people back into employment.</li> <li>- 1,700 companies committed</li> <li>- 60 employees</li> <li>- Leading and developing local company networks.</li> <li>- Cooperation with the local partner network.</li> </ul>
<b>Company type</b>	- National
<b>Sector</b>	Foundation consisting of regional business clubs.
<b>Area</b>	<ul style="list-style-type: none"> <li>- Provision of information and counselling</li> <li>- Tailor-made measures for specific groups of third-country nationals;</li> </ul>
<b>Access</b>	<i>All third-country nationals</i>
<b>Target group</b>	90 newly arrived migrants who have signed the republican integration contract and who are actively looking for employment
<b>Coverage</b>	- National
<b>Budget</b>	<p>The budget for the activity over two years is €402,000.</p> <p>The total public funding allocated to this project is €280,000.</p>
<b>Link</b>	<a href="http://www.crepi.org">www.crepi.org</a>
Description	
<p><b>PSM2.Q1. Objectives and main features</b></p> <p>The aim is to establish a <b>specific support scheme for newly arrived migrants</b> through the following means:</p> <ul style="list-style-type: none"> <li>- Mobilise businesses and facilitate access to employment</li> <li>- Participate in a national and local dynamic with key actors involved with this group.</li> </ul> <p>This <b>two year</b> project will be rolled out in <b>two phases</b>.</p> <p><b>The first phase will:</b></p> <ul style="list-style-type: none"> <li>- Test the support method on a pilot group (five CREPI, 25 to 40 newly arrived foreigners) to assess, adjust and finalise the method, measure the involvement of businesses and the possibilities of hiring depending on sector of activity;</li> </ul>	

<sup>109</sup> Questionnaire completed by representatives of the Directorate for Reception, Foreigner Assistance and Citizenship (*Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité*, DAAEN), June 2018.

- The pathway will last six to eight months (diagnosis, individual monitoring, collection action, visits to businesses, combination with other actions supported by the CREPI (sport, mentoring, job fairs etc.)). Short term, standard or extra support is offered depending on the needs of the beneficiaries.

**A second phase to spread and promote the project:**

- With five additional regional clubs in the project;
- The creation of a teaching kit;
- More beneficiaries of the activity (90 newly arrived migrants).

**PSM2.Q2. Impact of the initiative**

The project, which will last two years, is planned from 1 January 2018 to 31 December 2020. Insofar as it is an **action under way**, it is not possible to measure the impact of this measure.

**Measure 3<sup>110</sup>: the CINDEX: examples of measures targeting highly qualified third-country nationals and implemented by member companies to facilitate adaptation to the working environment and daily life in France**

Private Sector – Measure 3	
Overview	
<b>Name</b>	<b>CINDEX</b>
<b>Company size</b>	Large: >250 employees  The CINDEX is an inter-company club on political strategies around international mobility. 55 companies are members (including 32 listed on the CAC 40), including Air France, BNP Paribas, L'Oréal, Total, etc.
<b>Company type</b>	The members of CINDEX are mostly major international companies.
<b>Sector</b>	The major international companies who are members of CINDEX are involved in different sectors.
<b>Area</b>	<ul style="list-style-type: none"> <li>- <b>Enhancement of intercultural/civic relations in the workplace</b></li> <li>- <b>Other:</b> Language/integration training on life in France for inpatriates, their spouses (for example: course on "living and working in France"), support measures for spouses seeking employment, etc.</li> </ul>
<b>Access</b>	<i>Third-country nationals as members of their families.</i>
<b>Target group</b>	<input checked="" type="checkbox"/> Highly qualified workers  Inpatriates are almost always highly qualified workers that major groups recruit from their subsidiaries around the world. It may also consist of direct recruitments on the international market.
<b>Coverage</b>	- International
<b>Budget</b>	Training and other schemes aiming to support inpatriates and their families are funded by the companies themselves.
<b>Link</b>	<a href="http://www.cindex.asso.fr/">http://www.cindex.asso.fr/</a>
Description	
<p><b>PSM3.Q1. Objectives and main features</b></p> <p>The schemes are implemented upon arrival in France, as soon as possible.</p> <p>For most companies who are members of CINDEX, the third-country national employees in France are often inpatriates who have come from Group subsidiaries around the world, or employees who are directly recruited on the international market. They are marked by their relatively high levels of qualification. For this group and their partners, <b>support</b> is provided to facilitate their adjustment to the working environment, but also to daily life in France. Help with seeking employment is offered to partners. This support may take place through internal structures, but is often outsourced to external providers.</p> <p>In addition, students may be recruited at the end of their courses. Although the support needs are lower for this group, particularly in linguistic and cultural terms, actions may be conducted to help obtain residence and work permits.</p>	

<sup>110</sup> Questionnaire completed by a representative of CINDEX, June 2018.

**PSM3.Q2. Impact of the initiative**

These courses and other support schemes help people adjust to the working environment and thus favour the success of the inpatriation.

**Measure 4<sup>111</sup>: the example of the Total Group: measures targeting highly-qualified third-country nationals and established as part of the Group's international mobility policy**

Private Sector – Measure 4	
Overview	
<b>Name</b>	<b>Total Group</b>
<b>Company size</b>	Large: >250 employees
<b>Company type</b>	Large international group
<b>Sector</b>	Energy
<b>Area</b>	<ul style="list-style-type: none"> <li>- <b>Enhancement of (soft) skills;</b></li> <li>- <b>Enhancement of intercultural/civic relations in the workplace</b></li> <li>- <b>Other:</b> French classes</li> </ul>
<b>Access</b>	<i>Third-country nationals (international employees of the Total Group), and their partners.</i>
<b>Target group</b>	<input checked="" type="checkbox"/> Highly qualified workers
<b>Coverage</b>	- International
<b>Budget</b>	The various measures are funded by the Group.
<b>Link</b>	<a href="https://www.total.com/fr/groupe">https://www.total.com/fr/groupe</a>
Description	
<p><b>PSM4.Q1. Objectives and main features</b></p> <p>The Total Group has established various measures to <b>facilitate the professional and personal integration of international employees who are sent to France and their families</b>. All these workers are highly qualified. There are different measures, such as French classes, intercultural awareness raising (living and working in France), etc. Support measures are also proposed to the partners of these employees wanting to enter the French labour market.</p> <p>The aim is to facilitate the integration of Group employees (and their partners where appropriate).</p> <p><b>PSM4.Q2. Impact of the initiative</b></p> <p>Performance indicators have been defined for some of these measures. The results are very positive.</p>	

<sup>111</sup> Questionnaire completed by a representative of the Total Group, June 2018.

## Conclusion

This study, which aims to **analyse integration policies and measures regarding third-country nationals and the labour market in France**, starts with an overview of all general integration policies and labour market policies in particular, by studying the impact of the rise in migration flows on legislative and regulatory changes in recent years, the various actors involved in integration and the main challenges. Although several mechanisms have been established in recent years in order to improve the reception and integration of people who have received a residence permit, a certain number of challenges remain to be addressed.

Access to employment is **key to the integration pathway**. However, third-country nationals, in particular new arrivals, are faced with a range of **barriers to accessing the labour market**, connected in particular with insufficient understanding of French, difficulties connected with the recognition of qualifications, insufficient qualifications, etc. Although third-country nationals authorised to work have access to **all schemes relating to access to employment**, these various obstacles, which are social, linguistic and professional in nature, stress the need to implement appropriate **measures and comprehensive support, taking into account their specific needs**.

Starting with the observation that the current Republican Integration Contract (*Contrat d'intégration républicaine*, CIR) was insufficient in linguistic, economic and social terms, the member of parliament Aurélien Taché, in his report containing "72 proposals for an ambitious integration policy", proposed <sup>112</sup> **constructing the stages of an integration pathway using a pragmatic approach**, focussing on a global approach to all levers of integration, **increasing the resources** made available, and an **interministerial integration policy, combining different national and local partners**.

The policy in terms of the reception and integration of new migrants, and in particular the issue of **access to employment for third-country nationals**, was strengthened in recent years, as reflected in the measures announced as part of the Interministerial Integration Committee of 5 June 2018. These measures thus focus on a comprehensive integration policy, stressing the key role of **employment and training in the integration pathway of third country nationals**. The law "for managed migration, an effective right of asylum and successful integration"<sup>113</sup>, which has been promulgated on 10 September 2018<sup>114</sup>, aims to reduce processing time of asylum applications, to fight more effectively against irregular migration and to improve the reception of foreigners who have received a residence permit for their skills and talents. The law includes provisions on improving integration and reception conditions of foreigners legally residing in France. It aims in particular to strengthen the attractiveness and improve reception conditions for highly qualified migrants in France while developing simplification measures.

The second part of the study presented **examples of good practice implemented and/or funded by the State**. These measures are extended either to all third-country nationals, in particular new arrivals, or specific groups. This analysis shows that the most effective measures in terms of labour market integration are **comprehensive support actions**, which take into account all barriers to employment (social, linguistic, professional) and responds by measures which are as tailor-made as possible. **Local projects** appear to be particularly important due to being better adapted to the local context of employment and the creation of small groups of beneficiaries.

Finally, the study looked at several initiatives launched by the private sector aimed at third country nationals to make it easier for third country nationals to access the labour market and stay in employment. Although the initiatives launched in recent years by actors in the private sector mainly target refugees, several actions have been established on different levels to facilitate labour market access for third-country nationals.

<sup>112</sup> Taché Aurélien, Rapport au Premier ministre, *op.cit.* (in French).

<sup>113</sup> Law No 2018-778 of 10 September 2018 "for managed migration, an effective right of asylum and successful integration" (in French).

<https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000037381808&dateTexte=20181024>

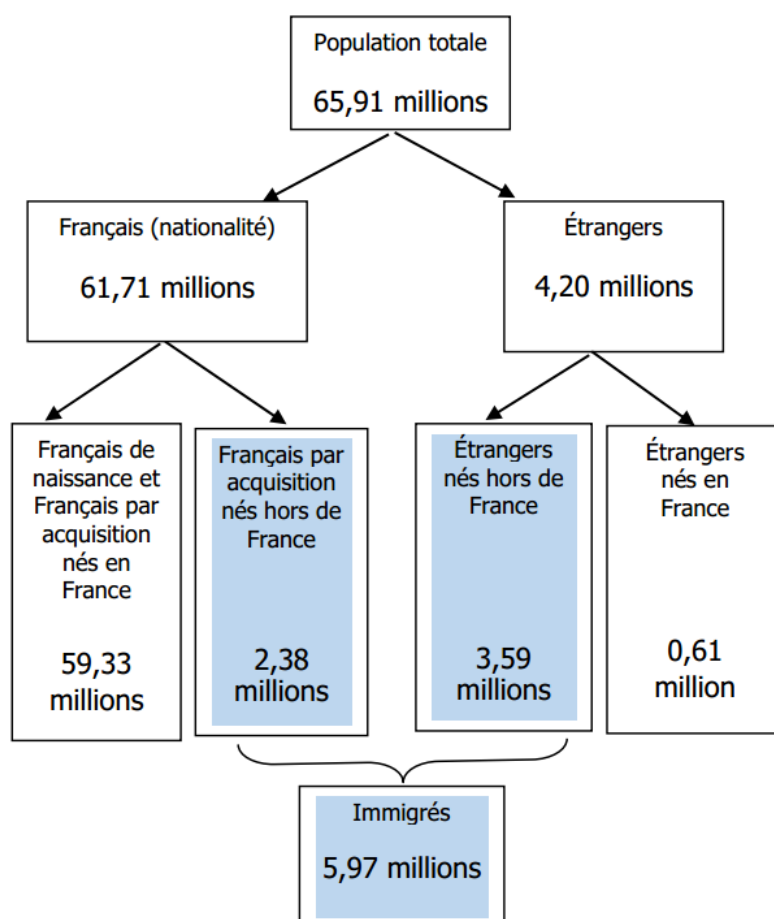
<sup>114</sup> This study has been published in August 2018 and thus refers to the draft law adopted by the Parliament on 1<sup>st</sup> August 2018 which set out a certain number of provisions aiming to strengthen integration. These provisions were included in the law of 10 September 2018. However it seems important to specify in the conclusion of this new version of the study that the law has been promulgated on 10 September 2018.



## APPENDICES

### Appendix 1: Statistics

#### 1. Immigration in France, data from the 2014 census<sup>115</sup>



Champ : France hors Mayotte.

Source: Insee, data from the 2014 census.

Population totale: Total population

Français (nationalité): French nationals

Étrangers: Foreigners

Français de naissance et par acquisition nés en France: French nationals by birth and by naturalisation born in France

Français par acquisition nés hors de France: French nationals by naturalisation born abroad

Étrangers nés hors de France: Foreigners born abroad

Étrangers nés en France: Foreigners born in France

Immigrés: immigrants

<sup>115</sup> Department of Statistics, Studies and Documentation (*Département des Statistiques, des Études et de la Documentation, DSED*), L'essentiel de l'immigration - données de cadrage, L'immigration en France, données du recensement 2014, July 2017 (in French).

[https://www.immigration.interieur.gouv.fr/fr/content/download/105734/837699/file/Essentiel\\_immigration\\_recensem ent\\_2014.pdf](https://www.immigration.interieur.gouv.fr/fr/content/download/105734/837699/file/Essentiel_immigration_recensem ent_2014.pdf)

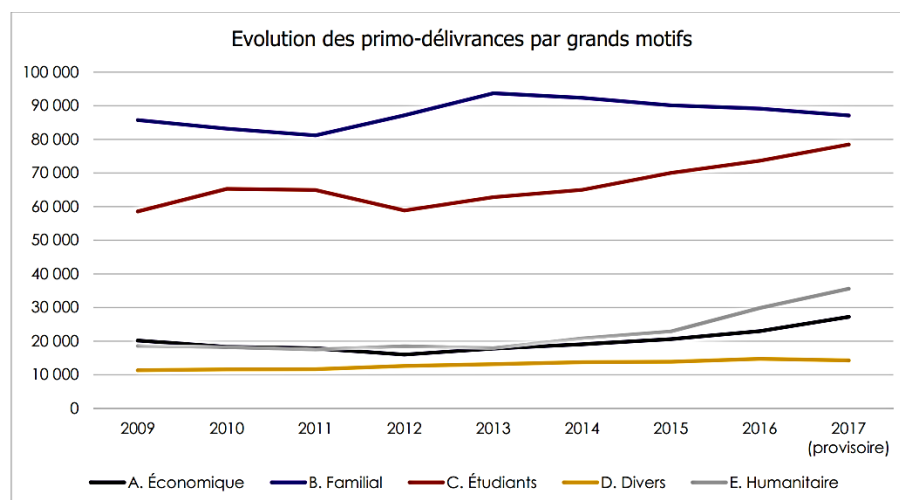
## 2. Grounds of residence

**Table 1: Number of third-country nationals by reasons for residence (issuance of first residence permits)**

Admission reason	2012	2013	2014	2015	2016 final	2017 provisional	2017/2016
<b>A. Economic</b>	16 013	17 800	19 054	20 628	22 982	27 209	+18,4 %
<b>B. Family</b>	87 170	93 714	92 326	90 113	89 124	87 109	-2,3 %
<b>C. Students</b>	58 857	62 815	64 996	70 023	73 644	78 478	+6,6 %
<b>D. Various</b>	12 624	13 148	13 742	13 866	14 741	14 265	-3,2 %
<b>E. Humanitarian</b>	18 456	17 916	20 822	22 903	29 862	35 604	+19,2 %
<b>Total</b>	<b>193 120</b>	<b>205 393</b>	<b>210 940</b>	<b>217 533</b>	<b>230 353</b>	<b>242 665</b>	<b>+5,3 %</b>

Source: AGDREF / DSED – metropolitan France – Third countries

**Figure 1: Evolution of issuance of first residence permits by reasons**



Source: AGDREF / DSED – metropolitan France – Third countries

**Table 2: Stock of permits validated in metropolitan France at 31/12/2017 by reason and type of residence permit**

Reasons	Documents < 10 years					Documents > 10 years
	CEE/CRA/CST/CSP/EEE/CCT/UE	Récépissés de carte de séjour	APS/convocation/ADA	VLS-TS	Total	CEE/CRA/CST/EEE/CCT
A. Economic	116 386	17 092	12 618	6 004	152 100	196
B. Family	308 689	53 540	3 286	16 254	381 769	779 883
C. Student	118 517	25 239	132	42 521	186 409	498
D. Various	43 248	13 703	1 474	3 545	61 970	160 878
E. Humanitarian	42 561	35 005	85 840		163 406	171 545
Automatic renewal		3 716	5		3 721	903 259
<b>Total</b>	<b>629 401</b>	<b>148 295</b>	<b>103 355</b>	<b>68 324</b>	<b>949 375</b>	<b>2 016 259</b>

Source: AGDREF / DSED – metropolitan France – Third countries

Note: The 498 residence permits for student reasons of 10 year or more correspond to Andorran nationals.

**Glossary:**

- CEE (Communauté économique européenne): European Economic Community (EEC)
- CRA (Certificat de résidence pour algérien): Residence certificate for Algerian nationals
- CST (Carte de séjour temporaire): Temporary residence permit
- CSP (Carte de séjour pluriannuelle): Multiannual residence permit
- EEE (Espace économique européen): European Economic Area (EEA)
- CCT (Carte compétences et talents): Skills and talents residence permit
- UE (Union européenne): European Union (EU)
- CS (Carte de séjour): residence permit
- VLS-TS (Visa de long séjour valant titre de séjour): long-stay visa equivalent to a residence permit
- APS (Autorisation provisoire de séjour): provisional residence authorisation
- ADA (Attestation de demande d'asile) : proof of asylum application

### **3. Number of temporary residence permits issued and renewed to third-country nationals by nationality (10 first nationalities) and by reason for entry (2014-2017)**

All reasons for admission together, the first countries of origin for issuance of the first residence permits in 2017 are: Algeria (30,847), Morocco (29,233), Tunisia (16,074), China (including Hong Kong) (14,787) and Senegal (7,610).

**Family immigration is the biggest of the migration flows** with 35.9% of the total in 2017. The most represented nationalities, in order, are Algerians (18,588), Moroccans (14,009) and Tunisians (7,641). This ranking remains identical from year to year.

**Students represent the second biggest reason for immigration**, with 32.3 % of first issued permits in 2017. The most representative origins are Morocco (10,474), China (10,261), and Algerian (9,054). Tunisia (4,419) and Senegal (3,489) follow.

The rise in the number of **first permits issued for humanitarian reasons** which was particularly strong since 2016, is explained first by the rise in the number of permits being granted to the beneficiaries of international protection. This category includes beneficiaries of international protection (refugees and stateless persons, beneficiaries of subsidiary protection) and foreigners who are ill (foreigners requesting residence in France for health reasons), victims of trafficking in human beings and victims of domestic violence. Thus, in 2017, 20,479 residence permits for “refugees and stateless persons” were issued and 10,779 permits were issued to beneficiaries of subsidiary protection.

**Professional immigration** from third-countries represented, in 2017 (provisional data), 11.2% of total migration flows. Morocco (3,546), Tunisia (3,463) and the United States (2,169) are the three third-countries which are most represented. These are followed by India (1,972) and China (1,360).

### 3.1. Number of temporary residence permits issued and renewed in 2014

**Table 3: Number of residence permits issued by country and by reason in 2014 (first issuance)**

Economic		Family		Student		Various		Humanitarian		Total	
USA	2 091	Algeria	18 828	China (Hong-Kong included)	10 320	Algeria	1 625	DRC	1 619	Morocco	25 844
Morocco	1 936	Morocco	14 701	Morocco	7 780	USA	1 208	Sri Lanka	1 579	Algeria	25 442
Tunisia	1 443	Tunisia	8 770	Algeria	3 447	Morocco	1 108	Russian Federation	1 358	China (Hong-Kong included)	15 589
India	1 202	Comoros	4 392	Tunisia	3 331	China (Hong-Kong included)	865	Syrian Arab Republic	1 069	Tunisia	14 131
China (Hong-Kong included)	1 110	Turkey	3 631	Brazil	2 891	Russian Federation	583	Bangladesh	917	USA	7 202
Mali	876	Ivory Coast	2 874	USA	2 848	Turkey	570	Guinea	904	Turkey	6 306
Brazil	802	China (Hong-Kong included)	2 829	Korea, Republic of	2 532	Brazil	519	Comoros	886	Brazil	6 093
Algeria	747	Senegal	2 674	India	1 823	Tunisia	439	Algeria	795	Comoros	5 829
Japan	743	Haiti	2 571	Senegal	1 636	DRC	398	Kosovo	684	Russian Federation	5 351
Canada	669	Cameroon	2 461	Japan	1 564	Haiti	296	Armenia	671	Ivory Coast	5 310
<b>Overall Total</b>	<b>19 428</b>		<b>99 644</b>		<b>65 201</b>		<b>14 397</b>		<b>21 929</b>		<b>220 599</b>

Source: DSED

**Table 4: Number of residence permits renewed by country and by reason in 2014**

Economic		Family		Student		Various		Humanitarian		Total	
Morocco	12 081	Morocco	51 962	China (Hong-Kong included)	22 079	Algeria	51 655	DRC	3 306	Morocco	110 927
Algeria	7 488	Algeria	36 210	Morocco	16 352	Morocco	29 819	Sri Lanka	2 299	Algeria	105 603
China (Hong-Kong included)	6 509	Turkey	23 490	Algeria	8 603	Turkey	11 788	Mali	2 157	China (Hong-Kong included)	51 288
Tunisia	6 066	China (Hong-Kong included)	17 894	Senegal	5 606	Tunisia	9 532	Cameroon	2 004	Turkey	39 186
Mali	5 577	Haiti	16 023	Tunisia	4 605	China (Hong-Kong included)	4 595	Haiti	1 873	Tunisia	36 356
Senegal	3 439	Tunisia	15 945	Cameroon	2 729	Mali	3 892	Guinea	1 867	Mali	27 154
Turkey	2 166	Comoros	14 811	Ivory Coast	2 652	Haiti	3 587	Ivory Coast	1 865	Senegal	24 061
Cameroon	1 914	Mali	13 976	Vietnam	2 506	DRC	3 022	Armenia	1 657	Haiti	22 471
Lebanon	1 867	Senegal	11 526	Korea, Republic of	2 488	Comoros	2 828	Algeria	1 647	Comoros	20 632
Russian Federation	1 735	DRC	11 230	Gabon	2 484	Senegal	2 719	Kosovo	1 635	DRC	19 212
<b>Overall Total</b>	<b>78 133</b>		<b>364 692</b>		<b>109 217</b>		<b>164 238</b>		<b>44 250</b>		<b>760 530</b>

Source: DSED

### 3.2. Number of temporary residence permits issued and renewed in 2015

Table 5: Number of residence permits issued by country and by reason in 2015 (first issuance)

Economic		Family		Student		Various		Humanitarian		Total	
Morocco	2 301	Algeria	18 875	China (Hong-Kong included)	10 149	Algeria	1 686	Syrian Arab Republic	1 945	Algeria	27 505
USA	2 140	Morocco	14 898	Morocco	8 243	USA	1 210	Iraq	1 631	Morocco	26 666
Tunisia	1 717	Tunisia	8 258	Algeria	5 078	Morocco	936	DRC	1 604	China (Hong-Kong included)	15 140
India	1 274	Comoros	6 682	Tunisia	3 581	China (Hong-Kong included)	791	Sri Lanka	1 381	Tunisia	14 089
China (Hong-Kong included)	1 132	Turkey	3 366	Brazil	2 822	Turkey	576	Russian Federation	1 205	Comoros	7 659
Algeria	1 054	Senegal	2 727	USA	2 700	Russian Federation	527	Guinea	1 034	USA	7 050
Brazil	835	Ivory Coast	2 628	Korea, Republic of	2 686	Brazil	514	Bangladesh	849	Turkey	5 965
Mali	754	China (Hong-Kong included)	2 537	Senegal	1 989	DRC	449	Algeria	812	Brazil	5 935
Japan	733	Haiti	2 445	India	1 904	Tunisia	408	Kosovo	790	Senegal	5 689
Bangladesh	644	Cameroon	2 196	Mexico	1 610	Comoros	390	Soudan	725	Ivory Coast	5 237
<b>Overall Total</b>	<b>21 003</b>		<b>99 312</b>		<b>70 250</b>		<b>14 678</b>		<b>23 444</b>		<b>228 687</b>

Source: DSED

**Table 6 : Number of residence permits renewed by country and by reason in 2015**

Economic		Family		Student		Various		Humanitarian		Total	
Morocco	12 656	Morocco	53 202	Chine (Hong-Kong included)	20 262	Algeria	45 398	DRC	3 541	Morocco	126 494
Algeria	7 692	Algeria	36 296	Morocco	16 581	Morocco	43 249	Sri Lanka	2 228	Algeria	99 595
Tunisia	6 860	Turkey	23 557	Algeria	8 539	Turkey	18 846	Guinea	2 212	China (Hong-Kong included)	50 915
China (Hong-Kong included)	6 852	China (Hong-Kong included)	18 162	Senegal	5 155	Tunisia	15 478	Armenia	2 165	Turkey	46 391
Mali	5 325	Comoros	17 008	Tunisia	4 714	Senegal	6 814	Mali	1 989	Tunisia	44 134
Senegal	3 681	Tunisia	16 848	Ivory Coast	2 877	China (Hong-Kong included)	5 417	Cameroon	1 972	Senegal	28 200
Cameroon	2 178	Haiti	16 481	Korea, Republic of	2 808	Mali	4 180	Haiti	1 947	Mali	26 746
Turkey	2 090	Mali	13 723	Cameroon	2 540	Haiti	3 582	Ivory Coast	1 876	Haiti	22 975
Lebanon	1 896	DRC	11 838	Vietnam	2 409	Serbia	3 350	Kosovo	1 739	Comoros	21 767
Russian Federation	1 834	Senegal	11 742	Gabon	2 312	DRC	3 264	Russian Federation	1 710	DRC	20 417
<b>Overall Total</b>	<b>82 268</b>		<b>378 238</b>		<b>106 898</b>		<b>196 590</b>		<b>49 887</b>		<b>813 881</b>

Source: DSED



### 3.3. Number of temporary residence permits issued and renewed in 2016

**Table 7: Number of residence permits issued by country and by reason in 2016 (first issuance)**

Economic		Family		Student		Various		Humanitarian		Total	
Morocco	2 695	Algeria	18 105	China (Hong-Kong included)	10 947	Algeria	1 794	Syrian Arab Republic	3 152	Algeria	28 721
Tunisia	2 327	Morocco	14 928	Morocco	8 548	USA	1 293	Sudan	1 959	Morocco	27 359
USA	2 225	Tunisia	8 342	Algeria	6 897	China (Hong-Kong included)	956	DRC	1 956	China (Hong-Kong included)	16 256
India	1 510	Comoros	3 327	Tunisia	4 008	Morocco	856	Russian Federation	1 538	Tunisia	15 291
China (Hong-Kong included)	1 181	Turkey	3 292	Korea, Republic of	2 648	Turkey	595	Sri Lanka	1 481	USA	6 935
Algeria	952	Senegal	2 718	USA	2 394	Russian Federation	565	Afghanistan	1 396	Senegal	6 208
Bangladesh	900	Ivory Coast	2 663	Senegal	2 339	Brazil	548	Iraq	1 282	Turkey	6 000
Mali	887	China (Hong-Kong included)	2 448	India	2 023	DRC	474	Guinea	1 173	Ivory Coast	5 714
Japan	758	Cameroon	2 088	Brazil	1 834	Tunisia	452	Bangladesh	1 107	Russian Federation	5 232
Brazil	723	Mali	2 064	Ivory Coast	1 826	Mali	410	Kosovo	1 021	DRC	5 151
<b>Overall Total</b>	<b>23 275</b>		<b>94 345</b>		<b>73 865</b>		<b>15 364</b>		<b>30 369</b>		<b>237 218</b>

Source: DSED

**Table 8: Number of residence permits renewed by country and by reason in 2016**

Economic		Family		Student		Various		Humanitarian		Total	
Morocco	13 653	Morocco	51 740	China (Hong-Kong included)	18 005	Morocco	53 876	DRC	3 234	Morocco	136 423
Algeria	8 378	Algeria	36 090	Morocco	16 368	Algeria	35 025	Guinea	2 193	Algeria	90 807
Tunisia	7 488	Turkey	21 942	Algeria	9 652	Tunisia	24 523	Armenia	2 014	Tunisia	53 445
China (Hong-Kong included)	7 152	Comoros	21 497	Senegal	5 132	Turkey	22 196	Sri Lanka	1 996	China (Hong-Kong included)	49 217
Mali	5 092	China (Hong-Kong included)	18 250	Tunisia	4 877	Mali	8 547	Cameroon	1 898	Turkey	47 982
Senegal	3 979	Haiti	16 916	Ivory Coast	3 258	China (Hong-Kong included)	5 633	Mali	1 809	Mali	31 170
Cameroon	2 324	Tunisia	16 250	Korea, Republic of	2 780	Senegal	4 055	Kosovo	1 797	Comoros	26 001
Turkey	2 028	Mali	14 133	Gabon	2 515	Serbia	4 004	Haiti	1 753	Senegal	25 381
Lebanon	2 013	DRC	11 878	Guinea	2 434	Haiti	3 857	Ivory Coast	1 739	Haiti	23 465
India	1 875	Senegal	11 466	Cameroon	2 383	DRC	3 383	Algeria	1 662	DRC	20 509
<b>Overall Total</b>	<b>87 670</b>		<b>378 395</b>		<b>106 975</b>		<b>214 948</b>		<b>48 107</b>		<b>836 095</b>

Source: DSED

### 3.4. Number of temporary residence permits issued and renewed in 2017

**Table 9: Number of residence permits issued by country and by reason in 2017 (first issuance)**

Economic		Family		Student		Various		Humanitarian		Total	
Morocco	3 546	Algeria	18 588	Morocco	10 474	Algeria	1 577	Afghanistan	4 782	Algeria	30 877
Tunisia	3 463	Morocco	14 009	China (Hong-Kong included)	10 261	USA	1 078	Soudan	4 004	Morocco	29 266
USA	2 169	Tunisia	7 641	Algeria	9 054	Morocco	859	Syrian Arab Republic	3 879	Tunisia	16 088
India	1 972	Comoros	3 833	Tunisia	4 419	Turkey	623	DRC	1 952	China (Hong-Kong included)	14 905
China (Hong-Kong included)	1 360	Turkey	3 099	Senegal	3 489	Mali	618	Iraq	1 467	Senegal	7 619
Bangladesh	1 018	Senegal	2 870	India	2 510	Russian Federation	604	Russian Federation	1 365	USA	6 449
Brazil	1 011	Ivory Coast	2 805	Korea, Republic of	2 321	China (Hong-Kong included)	573	Guinea	1 123	Ivory Coast	6 362
Mali	930	Cameroon	2 424	Ivory Coast	2 185	Brazil	519	Sri Lanka	1 112	India	5 842
Algeria	912	Haiti	1 983	USA	2 129	DRC	472	Bangladesh	1 055	Turkey	5 808
Senegal	815	China (Hong-Kong included)	1 854	Brazil	1 931	Tunisia	443	Kosovo	925	Brazil	5 170
<b>Overall Total</b>	<b>27 556</b>		<b>92 759</b>		<b>78 758</b>		<b>14 713</b>		<b>36 389</b>		<b>250 175</b>

Source: DSED

**Table 10: Number of residence permits renewed by country and by reason in 2017**

Economic		Family		Student		Various		Humanitarian		Total	
Morocco	17 333	Morocco	49 362	China (Hong-Kong included)	15 956	Morocco	36 876	DRC	2 177	Morocco	118 849
Algeria	9 231	Algeria	35 609	Morocco	14 783	Algeria	23 484	Syrian Arab Republic	1 930	Algeria	80 425
Tunisia	8 669	Turkey	20 200	Algeria	11 137	Turkey	17 642	Guinea	1 716	China (Hong-Kong included)	46 492
China (Hong-Kong included)	7 668	Comoros	20 050	Senegal	4 999	Tunisia	14 363	Sri Lanka	1 571	Tunisia	43 747
Mali	4 746	China (Hong-Kong included)	16 872	Tunisia	4 768	China (Hong-Kong included)	5 883	Afghanistan	1 520	Turkey	41 524
Senegal	4 369	Tunisia	15 773	Ivory Coast	3 410	Mali	4 907	Kosovo	1 311	Mali	25 136
Cameroon	2 560	Haiti	15 455	Gabon	2 510	Haiti	3 389	Russian Federation	1 218	Senegal	23 453
Turkey	2 118	Mali	12 776	Korea, Republic of	2 503	DRC	3 380	Armenia	1 212	Comoros	22 970
India	2 081	DRC	11 560	Guinea	2 276	USA	2 822	Cameroon	1 194	Haiti	20 820
Bangladesh	2 038	Senegal	10 878	Vietnam	2 228	Senegal	2 710	Ivory Coast	1 155	DRC	19 369
<b>Overall Total</b>	<b>96 910</b>		<b>362 951</b>		<b>102 700</b>		<b>161 606</b>		<b>34 542</b>		<b>758 709</b>

Source: DSED

#### 4. Employment and unemployment rates for third-country nationals, if possible by sex and reason for residence

See tables Q1b).

#### 5. Number of third-country nationals accessing / having completed integration courses

**Table 11: Number of CAI / CIR signed by reason for admission since 2014**

Motifs de l'admission au séjour		2014	2015	2016
Familial	Familles de français : conjoints	38 597	38 082	35 966
	Liens personnels et familiaux	17 450	16 494	13 993
	Regroupement familial	9 237	8 552	8 038
	Membres de familles de réfugiés/apatrides	2 243	2 189	2 017
	Familles de travailleurs	431	48	18
	Familles de français : ascendants, enfants	802	763	613
	Familles de français : parent d'enfant français	10 220	9 295	8 266
	<b>TOTAL</b>	<b>78 980</b>	<b>75 423</b>	<b>68 911</b>
Autres	Considérations humanitaires	5 798	5 307	4 379
	Divers (notamment l'aide sociale à l'enfance)	1 873	2 155	1 994
	Étrangers âgés de 16 à 18 ans	3 836	3 516	1 864
	<b>TOTAL</b>	<b>11 507</b>	<b>10 978</b>	<b>8 237</b>
Asile	Réfugiés (y compris protection subsidiaire)	12 050	14 587	19 586
	<b>TOTAL</b>	<b>12 050</b>	<b>14 587</b>	<b>19 586</b>
Économique	Actifs non salariés	1 952	2 473	2 365
	Salariés	6 605	6 658	7 164
	<b>TOTAL</b>	<b>8 557</b>	<b>9 131</b>	<b>9 529</b>
<b>TOTAL</b>		<b>111 094</b>	<b>110 119</b>	<b>106 263</b>

Source: OFII (extract from Aurélien Taché's report)

Motif de l'admission au séjour : Reason for admission.

Familial : Family

Famille de Français : conjoints : Family member of a French national : spouse

Liens personnels et familiaux : Personal and family relationships

Regroupement familial : Family reunification

Membre de famille de réfugiés / apatrides : Family member of refugees / stateless persons

Familles de travailleurs : Family of workers

Famille de français : ascendants, enfants : Family member of a French national: ascendants, children

Famille de français : parent d'enfant français : Family member of a French national: parent of a French child

Autres : Other

Considérations humanitaires : Humanitarian considerations

Divers (notamment l'aide sociale à l'enfance) : Various (including child welfare services)

Étrangers âgés de 16 à 18 ans : Foreigners aged 16 to 18

Asile : Asylum

Réfugiés (y compris protection subsidiaire) : Refugees (including subsidiary protection)

Économique : Economic

Actifs non salariés : Non-employee workers

Salariés : Employees

**Table 12: Language training prescribed**

	2014	2015	2016	2017(est.)
Nombre de CAI / CIR signés	111 097	110 106	106 263	105 000
Part de prescription linguistique	22,2 %	24,7 %	40,7 %	54 %

Source: OFII (extract from Aurélien Taché's report).

For 2017, estimates relate to the period from 1st January to 31st October.

Nombre de CAI / CIR signés: number of CAI/CIR signed.

Part de prescription linguistique: Share of language training prescribed.

## Appendix 2: List of person interviewed or who contributed to this Study

*The interviews and questionnaires were carried out between April and June 2018 by Christelle Caporali-Petit (Coordinator of the French EMN NCP), Anne-Cécile Jarasse and Tamara Buschek-Chauvel (Policy officers within the French EMN NCP) and Vincent Maubant (intern within the French EMN NCP).*

### 1) List of interviews conducted

#### **National Agency for Adult Vocational Training (*Agence nationale pour la formation professionnelle des adultes*)**

- Pascale Gerard, Director for Social Inclusion
- Elise Bord-Levere, Director of Social Innovation and Social Integration

#### **General Delegation for Employment and Vocational Training (*Délégation générale à l'emploi et à la formation professionnelle*)**

- France Delangenièrre, Head of Department Pôle Emploi
- Magali Meunier, Policy Officer, Department Pôle Emploi

### 2) List of questionnaires completed and contributions received

#### ➤ **Public sector bodies**

#### **General Directorate for Foreigners in France (*Direction générale des étrangers en France, DGEF*) within the Ministry of the Interior, Directorate for Reception, Foreigner Assistance and Citizenship (*Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité*)**

- Agnès Reiner, Sub-Director for Reception and Foreigner Support
- Valérie Gallat, Deputy to the Sub-Director for Reception and Foreigner Support
- Elodie Raingeval, Policy Officer, European and International Affairs, French contact point for the European Integration Network

#### **French Office for Immigration and Integration (*Office français de l'immigration et de l'intégration*)**

- Valérie Gilton, Director of Reception and Integration
- Marie-Christine Le Jehan, Deputy Director for Reception and Integration

#### ➤ **Private sector**

#### **Total Group**

- Delphine Gadé, VP International Mobility to France

#### **CINDEX**

- Hirut Kenfe Debebe, Director of CINDEX

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