

France terre d'asile

NATIONAL REPORT - NIEM
**INTEGRATION OF
BENEFICIARIES OF
INTERNATIONAL
PROTECTION IN FRANCE**



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NATIONAL REPORT – NIEM INTEGRATION OF BENEFICIARIES OF INTERNATIONAL PROTECTION IN FRANCE

Summary

This report seeks to take an inventory of existing policies and legislative measures, implementation difficulties and good practices developed in France since 2016 to promote pathways to integration for refugees and beneficiaries of subsidiary protection in all their facets: from learning the French language to labour market integration, including access to housing, education, rights, health care and family reunification, while strengthening ties with the host community.

This study was written at a pivotal moment for French integration policy. In order to address the rise in the number of beneficiaries of international protection in France, which increased from 36 553 in 2016 to 42 840 in 2017, as well as the change in migration profiles with an increased number of vulnerable people, the government recently decided to implement more targeted policies to promote the integration of these people into society, taking account of their specific needs. This commitment by the government materialised, in particular, in the adoption of the “Migrant plan” in July 2017, the National strategy for the reception and integration of refugees in June 2018 and the “Asylum – Immigration” Law in September 2018, and in the appointment of an Interministerial Delegate for the Reception and Integration of Refugees in January 2018.

It is still too early to assess the impact of these measures and announcements, and our study bears witness to the challenges that must be overcome to promote French language learning and refugees' access to the labour market, long-term housing, social rights and health care. Although the situation is gradually evolving, our research reveals a lack of existing *ad hoc* integration measures for refugees and beneficiaries of subsidiary protection, with French integration policy traditionally being based on general statutory provisions. In particular, the cornerstone of this policy is the Republican Integration Contract (CIR) - which replaced the Reception and Integration Contract in 2016. This “contract” is signed by all newly arrived foreign nationals in France, whatever their legal status.

Free compulsory French language courses are offered as part of the CIR to people who do not speak French. The length and quality of the courses has been the subject of widespread criticism, in particular in relation to the lack of consideration of the range of learner profiles and the failure to adapt to their needs. Initiatives and pilots have been set up to address these shortcomings, some of which are based on innovative methods or holistic approaches. In order to respond to these criticisms, a reform of the CIR courses will be launched in 2019.

As regards labour market integration, the results of the report indicate that beneficiaries of international protection have greater difficulty accessing employment than the rest of the population. Although coordination between actors in the area of labour market integration has improved since 2015, it seems that refugees, in particular those who are not covered by specific accommodation arrangements such as temporary accommodation centres (CPH), lack employment advice and support. Moreover, a lack of French language skills, recognised qualifications and professional networks remains a significant obstacle. Access to the labour market is further hindered by the fact that some professions are reserved for French or European nationals or for those who hold a qualification from a French educational establishment.

Labour market integration is often a prerequisite for accessing long-term housing. However, access to private independent housing remains difficult due to the absence of guarantors and insufficient funds. Long waiting times and a lack of knowledge about their rights also makes timely access to social housing difficult for beneficiaries of international protection. Furthermore, alternative accommodation solutions are lacking for asylum seekers leaving reception centres. In 2017, 5 000 were housed in emergency accommodation and many lived in unsanitary camps. In an effort to find appropriate alternative accommodation solutions, in 2017 the Ministers of Interior and Territorial Cohesion issued a circular with a view to mobilising 20 000 units across the country by the end of 2018, in particular by encouraging collaboration between public and private landlords and regional and local authorities. The circular, in line with the 2017 “Migrant plan”, announced that 5 000 additional places at temporary accommodation centres (CPH) would be made available by the end of 2019.

As regards the education of refugee children, our research found that access to primary and secondary education is easier, but that accessing higher education is more difficult, particularly for beneficiaries of subsidiary protection who are not eligible for scholarships. The report also highlights the obstacles faced by beneficiaries of international protection when they seek to access social rights, in particular due to long waiting times when obtaining or renewing residence permits, as well as the lack of information available in a language they understand. Access to social welfare benefits is often also hindered by length of time it takes to allocate entitlements and the inadequacy of the methods used to calculate them. As regards access to family reunification, the processing fees, difficulties accessing embassies and long waits for visas to be issued have been identified as the main barriers. Access to healthcare can be complicated by the length of time it takes to access health insurance entitlements, including during asylum applications. Beneficiaries of international protection also face difficulties

accessing third-party payment schemes, a lack of interpreters and an insufficient number of specialists in psychiatric or psycho-social care.

While we consider the adoption of the National strategy for the reception and integration of refugees and the “Asylum – Immigration” Law to be positive developments in promoting pathways to integration for refugees, we are nevertheless not yet able to assess their long-term impact, in particular in terms of language learning or access to employment and long-term independent housing. Furthermore, we consider it essential that these measures be monitored and evaluated on an on-going basis, in particular by mobilising and collaborating closely with all relevant stakeholders, whether in the public or private sector, to promote the development of effective policies to tackle other issues and challenges that remain to be addressed in relation to integration.

NIEM Project - National Integration Evaluation Mechanism

This report was drawn up as part of the European NIEM project. The National Integration Evaluation Mechanism is a six-year transnational project that aims to promote the integration of beneficiaries of international protection into European societies. The project aims to evaluate policies that seek to promote the integration of beneficiaries of international protection in 15 EU Member States including France. This involves analysing legislative measures relating to the integration of beneficiaries of international protection as well as identifying implementation difficulties and good practices.

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1. Introduction

1.1 Methodology

The aim of this report is to address the key dimensions of the successful integration of beneficiaries of international protection. It is based on earlier research into the French integration context. The report is organised around the major indicators of integration.

Three approaches have been used to gather data: a documentary/legal analysis, interview surveys and a focus group.

The documentary research was based on reference works available online in the field of refugee integration which were used to prepare a bibliographical overview of the subject in the French context and to identify any gaps. To date, little academic research has been conducted on the integration of refugees as a specific group in France. However, we can observe a growing interest in the issue of refugee integration among international organisations such as the Organisation for Economic Co-operation and Development (OECD) and the European University Institute (EUI), which have both published comparative reports on this issue including France.¹ This report is also based on a legal analysis.

Thirty-two semi-structured interviews were conducted with representatives of institutions, international organisations and non-governmental organisations, based in Île-de-France and Rhône-Alpes, between January 2017 and March 2018.²

A focus group was run with refugees in March 2018 in cooperation with UNHCR.

1.2 What do we mean by 'integration'?

For beneficiaries of international protection this raises questions about social inclusion and integration into their host society beyond the determination of their legal status. The 1951 Geneva Convention confers a number of rights on

¹Migration Policy Centre and Bertelsmann Institute, *From Refugees to Workers. Mapping Labour Market Integration Support Measures for Asylum Seekers and Refugees in EU Member States, 2016*; OECD, *Working together for the local integration of migrants, 2018*.

² See Annex 2.

protected persons and Article 34 calls on states to facilitate the integration and naturalisation of refugees.

European and national texts specify the nature of these rights, which cover subjects that range from access to employment to access to social welfare benefits, and include housing and education. Nevertheless, these texts are far from exhaustive and a large margin of discretion is left to states, both in terms of the scope of integration policies and in relation to their content.

Like the UNHCR,³ we understand integration as a reciprocal process between the protected individuals and their host community. Integration depends therefore both on the active efforts of the foreign national, of the refugee, who must respect the laws and values of the host state, and on the public policies implemented by the host state. The host country should, for its part, guarantee that beneficiaries of international protection have the opportunity to enjoy their rights, help to create a welcoming environment and empower them.

In France, public discourse and policies have gradually moved towards the concept of integration and away from that of assimilation, which requires newly arrived individuals to abandon their distinctiveness and conform to local norms. Integration is understood as a process that enables foreign nationals to participate actively in society, taking their differences into consideration, while respecting French rules, laws and values.

1.3 Recent developments in France

The main strategy for promoting the integration of beneficiaries of international protection in France is based on Common Law. As such, beneficiaries of international protection have access to the same support measures offered by public institutions to the whole population. Nevertheless, given the distinctive vulnerabilities experienced by beneficiaries of international protection and the obstacles they face, several more targeted trials and policies have been launched to promote their integration into French society.

Despite the involvement of a number of third-sector organisations, such as France terre d'asile, which have been working for the integration of beneficiaries of international protection for several decades, specific policies have been developed only relatively recently. Previously, the integration policies that

³ United Nations High Commissioner for Refugees, *Intégration*, <http://www.unhcr.org/fr-fr/integration.html>.

emerged at the end of the 1980s applied to all categories of foreign nationals. Nevertheless, we can observe a gradual recognition of the specific needs of beneficiaries of international protection.

The integration of refugees was identified as an ‘absolute priority’ by Emmanuel Macron during his presidential campaign. This commitment was later confirmed, in particular by the introduction of an objective to increase the efforts and resources allocated to refugee integration policy.⁴

In July 2017, the government presented its “Migrant plan”, with the aim of ‘making our integration policy more ambitious’.⁵ The plan of action emphasised, in particular, French language learning, civic courses and access to employment.

To supplement the draft “Asylum – Immigration” Law, at the end of 2017 Prime Minister Édouard Philippe appointed Aurélien Taché, Deputy in the French National Assembly with La République En Marche !, to conduct an inquiry into refugee integration policy in France. Published on 19 February 2018, his report made 72 recommendations ‘towards an ambitious policy on the integration of foreign nationals arriving in France’ and highlighted the lack of economic resources made available and the fragmented nature of initiatives promoting the integration of refugees in the country. Given this context, Taché formulated specific recommendations on the development of a comprehensive, accountable and ambitious integration policy that would enable migrants and refugees to ‘find their place’ in French society.

This focus on the integration of refugees is also demonstrated by the creation of an Interministerial Delegation for the Reception and Integration of Refugees (DiAir), led by Prefect Alain Régnier, who was appointed to this role on 24 January 2018. Working directly under the Ministry of interior, the DiAir’s primary objective is to support specific projects and initiatives and to coordinate the different stakeholders involved.

On 5 June 2018, a National strategy for the reception and integration of refugees was launched by the DiAir,⁶ which will be responsible for implementing and managing it from 2018 to 2021. This strategy is based in particular on the output of the thematic working groups organised by the Directorate-General for Foreign

⁴ Le Monde, *Emmanuel Macron ne veut plus de migrants dans les rues « d’ici à la fin de l’année »* [Emmanuel Macron wants migrants off the streets ‘by the end of the year’], 27 July 2017.

⁵ Ministry of interior, *Garantir le droit d’asile, mieux maîtriser les flux migratoires* [Guaranteeing the right to asylum and better controlling migratory flows], Press Pack, 12 July 2017.

⁶ Ministry of interior, *Stratégie nationale pour l’accueil et l’intégration des réfugiés* [National strategy for the reception and integration of refugees], 5 June 2015.

Nationals in France (DGEF) of the Ministry of interior in the second quarter of 2017, which brought together civil society organisations and public authorities working in this area. The strategy identifies seven priorities, which are broken down into 67 actions. These range from strengthening the management of the integration policy to improving access to rights, and include items on French language learning, access to employment and housing, and strengthening ties with the host society. One of the main areas of action is related to the reform of the Republican Integration Contract (CIR).⁷

Although it does not adopt many of the recommendations contained in Aurélien Taché's report, the Law on “managed immigration, an effective right to asylum and successful integration”, adopted on 10 September 2018, has enabled tangible progress to be made in the area of integration. It grants beneficiaries of international protection and stateless individuals a four-year residence permit, extends family reunification for unaccompanied foreign minors to unmarried minor brothers and sisters and authorises work permits to be issued to unaccompanied minors under the care of child services who have an apprenticeship or vocational training contract. It also strengthens the Republican Integration Contract by doubling the number of language and civic courses hours and adding a component on helping people into employment. Civic courses have been increased from 12 to 24 hours and language courses from 200 to 400 hours. For those unable to read or write a specific module provides for up to 600 training hours.

The focus on the integration of refugees has also led to an increase in funding. In addition to announcing a 40 % increase in the state budget dedicated to integration and French nationality in 2019, in particular to finance the improvements to the language courses, funds were also directed to specific programmes. We could note, for example, the call for projects promoting labour market integration, allocated a budget of 15 million euros, launched on 1 October 2018 by the Minister of Labour, Muriel Pénicaud.⁸

⁷ For more information on the CIR, see page 12.

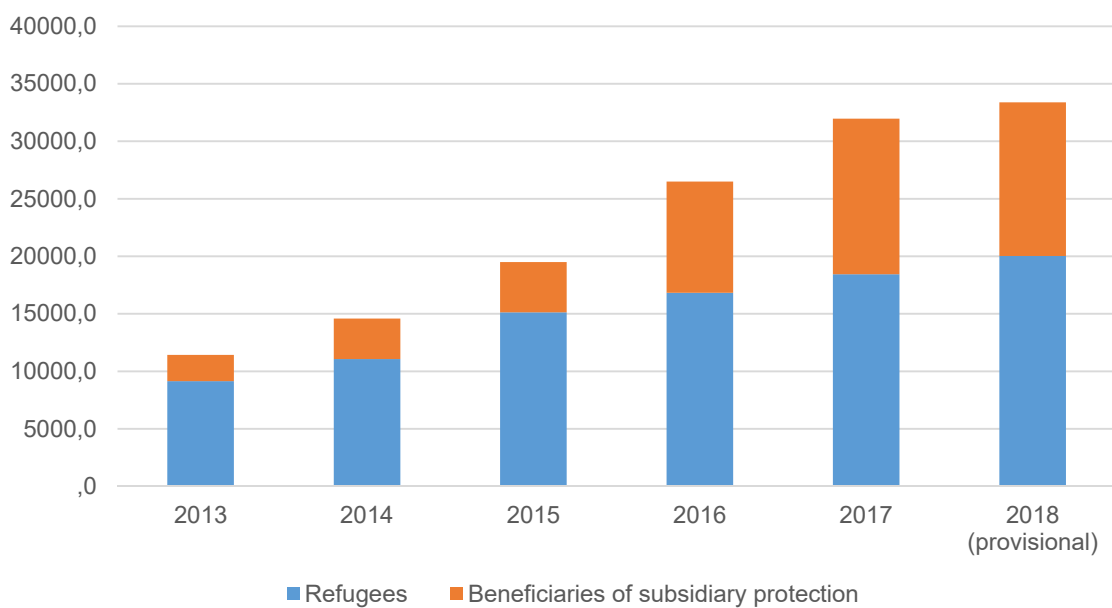
⁸ Ministry of Labour, *L'insertion des réfugiés par l'emploi* [Refugee integration through work], Press Release, 1 October 2018.

1.4 Who are the beneficiaries of international protection in France today?

For several years the number of people granted international protection in France has been growing.

According to the French Office for the Protection of Refugees and Stateless Persons (Ofpra), 100 412 people applied for asylum in France in 2017, an increase of 17 % on the previous year. The recognition rate in 2017 was 36 %, meaning that 42 840 people were granted refugee status or subsidiary protection, compared with 36 553 in 2016.⁹ As at 31 December 2017, according to the Ofpra, there were 209 922 refugees, 41 055 beneficiaries of subsidiary protection and 1 425 stateless individuals. As at 31 December 2017, 40.5 % of beneficiaries of international protection were women.

Number of beneficiaries of international protection in France



Source: Ministry of Interior, January 2019

Migration profiles have evolved significantly over recent years in France. In the past, refugee flows were characterised by two main profiles: less educated French speakers and educated non-French speakers.¹⁰ Currently, France is receiving more

⁹ Ofpra, *2017 Activity Report*, 2018 [French].

¹⁰ Interview: Ofpra, 26 April 2017. For more information on the history of immigration in France see: Noiriél Gérard, *Le creuset français : histoire de l'immigration XIXe-XXe siècles*, Paris: Editions de Seuil, 2016.

non-French speaking refugees¹¹ who have had little to no schooling.¹² We can also observe an increase in the number of lone men.¹³ In 2017, the most represented nationalities among those granted asylum were Afghan (23.7 % of protection granted), Sudanese (15.4 %) and Syrian (14.6 %). France is also characterised by a high level of diversity in terms of nationality.

According to French Office for Immigration and Integration (Ofii), which manages the Republican Integration Contract,¹⁴ the share of beneficiaries of international protection who have not attended school or who have only attended primary school was 25 % in 2017. In 2010, 23 % of refugees interviewed as part of the Longitudinal Survey on the Integration of New Arrivals (ELIPA, see below) had never learnt to read or write, or had learnt late in life.¹⁵

Beyond the statistics on the granting of international protection, there is very little data available on the integration of refugees. In France, as discussed at greater length below, policies and institutions are built around the regime of common law, an approach that grants everyone the same rights, whatever their circumstances. In terms of integration policy, the data available cover both refugees and other categories of immigrants. Consequently, as noted in Aurélien Taché's report and the interviews conducted as part of this project, it remains extremely difficult to empirically verify the extent to which rights are accessed in practice. Indeed, the various public services do not collect data on status, nationality or date of arrival in France, except in exceptional cases, even though these factors can impact the public service concerned. We therefore have very little information in France about the influence of public policies on the pathways to integration of beneficiaries of international protection.

There is very little information about the profiles of the protected persons, their level of education or their professional experience. In 2019 the Ministry of Interior will launch a new Longitudinal Study on the Integration of New Arrivals (ELIPA),

¹¹ Ofpra, *Activity Report*, 2000-2016 [French].

¹² The Paris Prefecture estimates that between 30 % and 50 % of refugees in Paris are illiterate. Prefect of Paris, briefing paper: *Insertion sociale et professionnelle des réfugiés à Paris* [Social and labour market integration of refugees in Paris], 22 May 2017. The Ministry of interior has stated that even though this population is growing it remains low, at around 6 % nationwide (Interview, Language Learning and Citizenship Office of the Directorate for Reception, Foreign National Support and Nationality (DAAEN) - Directorate-General for Foreign Nationals in France (DGEF), Ministry of interior, Paris, 3 November 2017).

¹³ In 2017, 52.5 % of asylum seekers reported as single according to the Ofpra.

¹⁴ For more information on the CIR, see page 12.

¹⁵ Ministry of interior, DSED, 'Refugees' first years in France', *Infos migrations - No. 80-81*, December 2015.

following the publication of the first sets of results in 2011 and 2013. This survey gathers a range of data about beneficiaries of international protection but its scope still extends beyond this category of individuals. Following these surveys, several briefing papers were published on the refugee population.¹⁶ Other statistical data on beneficiaries of international protection are available in two somewhat out-of-date studies: a 2008 study by the National Institute of Demographic Studies, *Trajectories and Origins. Survey on Population Diversity in France*, as part of which 6 000 interviews were conducted with signatories of the Reception and Integration Contract, of which 10 % were refugees;¹⁷ and a study measuring the integration of new arrivals led by the DGEF of the Ministry of Interior in 2010 with a sample of around 600 refugees.¹⁸ A 2013 UNHCR study presented an overview of trends in relation to the integration of refugees.¹⁹

The need to improve the collection of data on pathways to integration and to conduct longitudinal studies on this phenomenon has been highlighted as a priority by various governmental and non-governmental actors.²⁰ In addition to the third survey of the ELIPA cohort, the DGEF has signed an agreement with the Paris School of Economics, with a view to launching a quantitative study on the pathways to integration of 10 000 refugees in the form of a thesis.

The presence of an increasing and increasingly diverse refugee population is evident, but is there a need for new tailored public policies?

1.5 The cornerstone of French integration policy: the Republican Integration Contract (CIR)

*'The share of beneficiaries of international protection among signatories of the CIR increased from 20 % in 2016 to 29 % in 2017.'*²¹

¹⁶ See bibliography.

¹⁷ National Institute of Demographic Studies (INED), National Institute of Statistics and Economic Studies (INSEE), *Trajectories and Origins. Survey on Population Diversity in France*, 2008.

¹⁸ Ministry of interior, DGEF, Department of Statistics, Studies and Documentation, *Integration Dashboard*, December 2010 [French].

¹⁹ UNHCR, *Towards A New Beginning: Refugee Integration in France*, September 2013.

²⁰ Taché Aurélien, *Rapport au Premier ministre: Pour une politique ambitieuse d'intégration des étrangers arrivant en France* [Report to the Prime Minister: Towards an ambitious policy on the integration of foreign nationals arriving in France], February 2018.

²¹ Interview, French Office for Immigration and Integration (Ofii), 6 April 2017.

Integration falls within the remit of the Ministry of Interior. Integration policy is managed by the DGEF of the Ministry of Interior and implemented by the Ofii.

The Law of 7 March 2016 on the rights of foreign nationals introduced the Republican Integration Contract (CIR),²² which replaces the Reception and Integration Contract (CAI), a cornerstone of French integration policy. This ‘contract’ is signed by all newly arrived foreign nationals, including refugees, authorised to reside in France for the first time who wish to settle in the country on a long-term basis. Despite a slight increase in the budget between 2016 and 2017, according to a Senate report drafted by Roger Karoutchi, the reform enacted by the Law of 7 March 2016 has not as yet succeeded in improving the effectiveness of the CIR.²³

Although beneficiaries of international protection are not exempt from signing the CIR, which enables them to benefit from tailored services and guidance, their fulfilment of the conditions set out therein is not verified, as it is for other newly arrived foreign nationals.

Prior to the amendments enacted by the Law of 10 September 2018, the CIR included a language proficiency interview and information about existing labour market integration schemes, though the later was not provided systematically. Following the individual interview, the Ofii official would recommend two days of civic courses, including a module on living and accessing employment in France, which was intended to provide practical information, in particular about administrative procedures and access to entitlements. The second module covered the principles and values of the French Republic. Through these two modules France offered a total of 12 hours of civic training to beneficiaries of international protection, which is rather limited in comparison with the 100 hours provided in Germany.

Since 1 March 2019 and pursuant to the “Asylum – Immigration” Law of 10 September 2018, the citizenship training provided to new arrivals, including beneficiaries of international protection, is run over four sessions with a total duration of 24 hours. The training will now cover a broader range of subjects, including French history and values, everyday life, accessing public services,

²² Law No. 2016-274 of 7 March 2016 on the rights of foreign nationals in France.

²³²³ This language training was given a budget of 30.2 million euros in 2016 and 47 million euros in 2017 according to Karoutchi Roger, *Informative report on behalf of the finance committee on the implementation of the reform of the language and citizenship training for newly arrived foreign nationals*, No. 660, Senate, 19 July 2017 [French].

institutions, European integration, parenting and access to housing and employment.²⁴

However, the length of the programme is not the only issue. As part of our research, we had the opportunity to attend a civic course session in Paris in May 2017, at which most of the participants were refugees. The course content was found to be extremely complex and detailed (around 20 PowerPoint slides per hour). Furthermore, the training is provided in a lecture format with little to no discussion between the trainer and the attendees. A simultaneous interpreter was available for around 15 people, which made full effective translation of the material difficult.

Language training is also provided to signatories whose language skills are assessed as below level A1 of the Common European Framework of Reference for Languages (CEFR). The courses are free and lasted a maximum of 240 hours in total before the entry into force of the Law of 10 September 2018.²⁵ Course attendees were not awarded a qualification but a ‘certificate of attendance and achievement’.

According to the Taché report, the average time between a residence permit being issued by the prefectures and the arrival of the invitation from the Ofii to sign the CIR is two and a half months. It is then another 40 days on average before French language courses are started. This means that many beneficiaries of international protection will not start a French language course until they have been in France for one to two years.²⁶

The range of criticisms of the CIR and the recommendations contained in Aurélien Taché’s report led the government to consider reforming the system and increasing the number of hours of French classes offered. The Law of 10 September 2018 on “managed immigration, an effective right to asylum and successful integration” thus provides for improvements to the CIR, in particular in relation to ‘a number of French language learning hours sufficient to enable newly arrived foreign nationals to take up employment and integrate into French

²⁴ Order of 27 February 2019 amending the Order of 1 July 2016 on the citizenship and language training provided to foreign national signatories of the Republican Integration Contract established pursuant to Law No. 2016-274 of 7 March 2016 on the rights of foreign nationals in France.

²⁵ Order of 25 July 2017 amending the Order of 1 July 2016 on the citizenship and language training provided to foreign national signatories of the Republican Integration Contract established pursuant to Law No. 2016-274 of 7 March 2016 on the rights of foreign nationals in France, NOR: INTV1721880A.

²⁶ Taché Aurélien, *Report to the Prime Minister: 72 recommendations towards an ambitious policy on the integration of foreign nationals arriving in France*, February 2018 [French].

society.²⁷ In order to implement this commitment, the maximum number of language training hours was doubled, from 200 to 400 hours. The courses will be structured around topics relating to public, practical and working life. Likewise, a distinct pathway of 600 hours was introduced for individuals who have not attended school and who cannot read or write in their native language. At the end of the language training and once the expected A1 level has been achieved, the training body will award the beneficiaries of international protection an individual certificate of attendance that specifies the number of hours undertaken and their assessment results. The Ofii will also recommend that beneficiaries take an assessment within six months of finishing the training to obtain a certificate confirming the level of French achieved, the registration fees for which will be paid by the state.²⁸

Finally, one of the main innovations introduced by the adoption of the “Asylum – Immigration” Law as regards the CIR is the addition of a component on helping people into employment. As such, within three months of finishing the prescribed training, beneficiaries will be invited by the Ofii to take an inventory of their experience and their professional experience in particular. If they are looking for work when they have their interview, with their agreement, the Ofii will direct them to public services providing career guidance and employment advice and support.²⁹

2. Language learning

‘When you speak French, everything changes.’³⁰

Language skills are among the most difficult to acquire, because they demand mental and emotional exertion. According to Steven Krashen, migrants and refugees tend to learn through an ‘emotional filter’, meaning that successful

²⁷ Article 48 of the Law of 10 September 2018, amending Article L311-9 of the Code governing the Entry and Residence of Foreign Nationals in France and the Right of Asylum (Ceseda).

²⁸ Order of 27 February 2019 amending the Order of 1 July 2016 on the citizenship and language training provided to foreign national signatories of the Republican Integration Contract established pursuant to Law No. 2016-274 of 7 March 2016 on the rights of foreign nationals in France.

²⁹ Decree No. 2019-141 of 27 February 2019 implementing Law No. 2018-778 of 10 September 2018 on managed immigration, an effective right to asylum and successful integration, setting out a range of provisions on the residence and integration of foreign nationals.

³⁰ Malian refugee, in France for three years.

learning depends on feelings of stability and acceptance in the host society.³¹ Language learning is only effective if undertaken in parallel with initiatives that enable learners to mix and communicate with members of the host society.

As observed above, state-funded language courses are only provided as part of the CIR, which *de facto* excludes asylum seekers. In his report, Aurélien Taché advocated extending French language learning to asylum seekers, arguing that effective integration should start as early as possible. Nevertheless, this recommendation was not ultimately adopted in the 2018 “Asylum – Immigration” Law.

In order to respond to demand and needs, services are offered at the local level throughout the country by non-profit organisations that are sometimes funded by local authorities. These third-sector services enable asylum seekers, for whom the state does not fund French courses, to learn the language before they are granted protection. For example, since 2016 the City of Paris has engaged on this issue, in particular through the strong mobilisation of third-sector organisations active in its territory. According to Langues Plurielles, a third-sector organisation that receives funding from the City,³² asylum seekers need specific teaching methods that take account of their precarious situation and uncertain future. Other initiatives prefer to mix refugees and asylum seekers on the basis that these legal categories should not determine an individual's capacity to learn.³³

The language training undertaken as part of the CIR is intended to enable learners to reach a level of French at least equivalent to level A1 of the Common European Framework of Reference for Languages (CEFR), whereas the CAI aimed for level A1.1.³⁴ Nevertheless, level A1 is still too basic to truly enable the social and professional integration of refugees. Many European countries offer more hours and have a higher target level: Germany aims for level B1, and Norway, the Netherlands and Italy for level A2. Furthermore, even though this level is not

³¹ Krashen Steven, *Second Language Acquisition and Second Language Learning*, Prentice Hall International, 1988.

³² Interview, Langues Plurielles, 4 October 2017; interview, Afpa, 21 June 2017.

³³ For example, the courses offered by universities in the Resome network.

³⁴ The applicant can understand and use familiar everyday expressions and very basic phrases aimed at the satisfaction of needs of a concrete type according to the Common European Framework of Reference for Languages (CEFR).

particularly demanding, it is not achieved by half of participants.³⁵ Moreover, with the introduction of the CIR, before the entry into force of the 2018 “Asylum – Immigration” Law, the maximum number of hours that could be provided was reduced to 200 hours, whereas previously the maximum was 400 hours.³⁶ In practice in 2017 the average length of language training was 148 hours, while in 2012 it was 240, i.e. a 38 % fall in the number of hours.³⁷ Germany's programme is far more ambitious and beneficiaries of international protection can take up to 600 hours of language classes to achieve level B1 (which is roughly equal to intermediate level). Countries aiming for level A2, such as the Netherlands and Norway, also offer more training hours, 700 to 800 hours and 300 to 400 hours respectively.³⁸ Following the reform, new arrivals in France will be offered 100, 200, 400 or 600 hours depending on their level.

Beyond the CIR, beneficiaries of international protection can achieve level A2 in French by following the language training pathway, but very few people benefit from this scheme (only 1 000 places are available). As part of the naturalisation process, beneficiaries of international protection can also follow a language training pathway to achieve level B1, which is required to acquire French nationality. Beneficiaries of international protection aged under 25 can access this training without having to join the naturalisation pathway.

2.1 Failure to adapt to a range of learner profiles

Over the period covered by this study, the French courses organised as part of the CIR were delivered to large groups of people with very different levels. Consequently, graduates could find themselves on the same course as illiterate people, which hindered the progress of some and marginalised others, in the absence of tailored teaching methods. Furthermore, there was no distinction between those below level A1 and illiterate people; refugees at these two levels

³⁵ Karoutchi Roger, *opus cite*.

³⁶ Before the entry into force of the 2018 “Asylum – Immigration” Law newly arrived individuals with a language level lower than A1 CEFRL had to take a compulsory language course on one of the three language pathways (either 50, 100 or 200 + 40 hours). Law No. 2016-274 of 7 March 2016 on the rights of foreign nationals introduced a voluntary additional language training pathway for people who had completed an initial pathway to level A1 in order to get them up to level A2 for the residence permit (100 hours) and level B1 for access to French nationality (50 hours).

³⁷ Roger Karoutchi, *opus cite*.

³⁸ *Ibid*.

therefore attended the same courses.³⁹ Before the reform launched in 2018 and due to be implemented from 2019, the Ofii did not have any means of identifying illiteracy.⁴⁰ While the French courses run by the Ofii service providers did not meet the needs of illiterate people, these individuals were nevertheless legally required to attend. This failure to align the course level and the learner profile could be seen as a waste of time and lead those without the basic skills to follow the course to become demotivated. Prior to the national reform, the public authorities in Paris observed that beneficiaries of international protection staying at emergency accommodation centres (CHU) who had a low level of French and little to no schooling found it more difficult to find work and therefore to meet their needs and access independent housing.⁴¹

It should nevertheless be noted that although the proportion of illiterate (also called non-readers, non-writers) refugees is increasing, it remains low, at around 6 % nationwide, according to Ministry of Interior sources.⁴²

Some third-sector organisations⁴³ have set up specific courses for illiterate new arrivals in France to respond to the needs of this population. In some instances, those able to enrol on these third-sector courses are required to stop attending in order to participate in compulsory Ofii courses. This measure is clearly not conducive to French language learning and reveals the rigidity of a bureaucratic system that struggles to adapt to the reality on the ground.

Good practices

In 2017 a **think tank** was created to bring together the Ofii, the Prefecture of Paris, the Employment Centre (Pôle emploi), local branches and third-sector organisations to discuss the Ofii's practices with a view to providing better services to the illiterate population. In line with this objective, since 2016 the

³⁹ The situation is similar in the United Kingdom. For more information see the study by the University of Sussex, *Optimising refugee resettlement in the UK: a comparative analysis*, 2016. The study focuses on the importance of language learning for integration. The British government has implemented a uniform approach for all refugees, in particular mixing graduates with illiterate people.

⁴⁰ Some countries, such as Germany, have expanded their language training programmes for illiterate people considerably since 2015.

⁴¹ Interview, Departmental Directorate of Social Cohesion, Paris and Île-de-France Prefecture, Paris, 24 October 2017.

⁴² Interview, Language Learning and Citizenship Office, Directorate for Reception, Foreign National Support and Nationality, DGEF, Ministry of interior, Paris, 3 November 2017.

⁴³ For example: Français Langues d'Accueil, Langues Plurielles, Cefil, l'île aux Langues and Paroles Voyageuses.

Prefecture of Paris has funded trials run by third-sector organisations to respond to demand in this area and propose more appropriate solutions.

**An innovative teaching method*

One of the projects supported by the Prefecture is that run by the third-sector organisation **Français Langue d'Accueil** which has developed an innovative method for teaching illiterate and non-French speaking students. The aim is to achieve the right balance between writing and speaking.⁴⁴ In contrast to other teaching methods aimed at individuals with little schooling, this organisation highlights the importance of learning to write from the outset because it believes that the ability to write one's own name is an essential prerequisite for a minimum level of independence in society.

**Project for the reception and guidance of 100 refugees*

In Paris, five third-sector organisations (*EFIL, Langues Plurielles, Paroles voyageuses, L'île aux langues, Tous bénévoles*) are running a **project for the reception and guidance of 100 refugees**⁴⁵ funded by the Prefecture of Paris. The project offers illiterate, non-French speaking people with little to no schooling in their country of origin access to language training. The project is part of the republican integration pathway (under the CIR) and is a distinct track for people who do not have the educational prerequisites almost always required to join employment access schemes such as those run by the Employment Centre (Pôle emploi), the local branches or the association for adult vocational training, the Afp. One of the objectives of the project is to promote access to other integration schemes such as the 1 000 refugees in France project run by the Afp. The first four partner organisations listed above are language training bodies and the last promotes volunteer involvement. This joint initiative seeks to pool the pedagogical knowledge of the different organisations and build a network through a collaborative approach. The participants benefit from a total of 196 hours of language training (15 hours per week) and a schedule that takes into account administrative procedures and childcare needs.

⁴⁴ Developing literacy is a long process that involves the acquisition of basic skills not acquired due to a lack of schooling (learning to learn, spatial and temporal awareness, logical reasoning, numeracy, etc.).

⁴⁵ Cefil, *Formation en français des réfugiés* [Training refugees in French], <http://cefil.org/index.php/formation-des-demandeurs-emploi-2/308-2/>.

2.2 Course structures and teaching methods under criticism

The composition and organisation of the language training provided as part of the CIR have also been the subject of widespread criticism within various authorities such as the Ministry of Interior, the City of Paris and the Prefecture of Paris and within the different organisations involved in teaching the language to refugees.⁴⁶

Within the framework of its calls for tenders, the Ofii has expressed a preference for providers offering ‘intensive’ courses, i.e. more than 30 hours per week. This means that classes run for six to eight hours per day. According to experienced teachers of French as a foreign language, this type of course is not conducive to learning. In addition to very full days, the courses were often characterised by a lack of flexibility in terms of their timetabling. For example, the course schedules were rarely suitable for people who worked during day or for single people with children to care for. In contrast to France, some European countries such as Germany and Sweden offer evening classes, as well as childcare services during class time. In terms of teaching methods, the courses offered as part of the CIR often involve little interaction. Other countries (in particular Anglo-Saxon countries) favour a ‘horizontal’ approach that involves more interaction between the teacher and the students.

‘The Ofii does not want to teach the language. The classes are symbolic rather than educational.’⁴⁷

Following the reform launched on 1 March 2019, the Ofii's call for tenders included a provision on improved teaching materials thanks, in particular, to a consultation involving the service providers. It also specified that the active participation of the learners is a ‘basic principle’.

Innovative methods such as drama techniques are being developed in France. They have been shown to more efficiently develop better communication skills, in particular by working on the non-verbal aspect of communication (body language, voice), as well as the ability to interact and communicate appropriately in a variety of everyday situations. The use of theatre or drama techniques to learn a language is a practice used by some third-sector organisations in France, such as France terre d’asile, Langues Plurielles (through the European Glottodrama

⁴⁶ Karoutchi Roger, *opus cite*, 2017. Interviews, Language Learning and Citizenship Office, Directorate for Reception, Foreign National Support and Nationality, DGEF, Ministry of interior, 3 November 2017; Departmental Directorate of Social Cohesion, Paris and Île-de-France Prefecture, 24 October 2017; Langues Plurielles, 4 October 2017; Forum réfugiés-Cosi, 10 July 2017; Thot, 9 November 2017; Français langue d’accueil, 8 September 2017.

⁴⁷ Syrian refugee, in France for two years.

project)⁴⁸ and Cimade. The advantage of theatre is that it enables the language to be set in a context that makes sense to the learners. It helps learners to overcome their fear of using the language and to discover the social codes of French culture. Theatre also enables learners to practice pronunciation and articulation. However, these methods require higher funding than the traditional lecture method.⁴⁹

Good practices

At the reception centre for asylum seekers (Cada) of Bègles , in the suburbs of Bordeaux, France terre d’asile has set up a project for **learning French through theatre** in collaboration with a French as a foreign language teacher from the organisation Le Français sur les planches [French on stage]. In 2017, six intensive French learning sessions (ten hours per week) were run, open to all residents of the reception centre . The learners were invited to act out sketches, depending on their level, relating to everyday situations (introducing yourself as the parent of a child, communicating that you do not understand to an official, submitting a housing application, knowing how to explain symptoms to a doctor, etc.). Given the encouraging results, the project was run again in 2018 and funding has been requested for 2019.

The Cimade has worked with actors to run speaking workshops as part of training that links language learning with the development of a career plan aimed at the socio-professional integration of migrants and refugees.

2.3 Towards new models

2.3.1 Learning in context and a holistic approach

In order to encourage the assimilation of a new language, in particular with the aim of finding a job, many stakeholders promote learning in the workplace. The OECD has also played a leading role in advocating language training in the workplace.⁵⁰ Indeed, many studies⁵¹ highlight the importance of adopting

⁴⁸ Langues Plurielles, *Glottodrama*, <https://langues-plurielles.fr/index.php/nos-projets/glottodrama>.

⁴⁹ France terre d’asile, *Dynamiser l’apprentissage du français, La Lettre de l’asile et de l’intégration n°82*, [Revitalising French learning, Asylum and integration letter No. 82], January 2018.

⁵⁰ OECD, ‘Labor Market Integration of Immigrants and their Children: Developing, Activating and Using Skills’, *International Migration Outlook*, 2014.

⁵¹ See Migration Policy Centre and Bertelsmann Institute, *From Refugees to Workers. Mapping Labour Market Integration Support Measures for Asylum Seekers and Refugees in EU Member States*,

language programmes that are integrated with work experience. In the Scandinavian countries, language training is often aligned with the career prospects of the beneficiary.

These practices are also being developed gradually in France.⁵²

Good practices

In 2016, the Prefectures of Île-de-France and Hauts-de-France trialled, with the Afpa, the **Hope programme (housing, guidance, pathways to employment)**, a pathway to qualification and employment for around one hundred beneficiaries. This scheme trained 100 refugees in Île-de-France in 11 careers with an employment rate of 51 % and 79 asylum seekers in Hauts-de-France in eight careers with an employment rate of 67 %.⁵³

On the basis of this experience, a trial professional integration pathway for one thousand beneficiaries of international protection was developed across metropolitan France.⁵⁴ It is targeted at beneficiaries of international protection who have already signed the CIR, with a focus on unaccompanied young people aged under 25. The beneficiaries' language level must be at least close to level A1.

This scheme seeks to promote the professional integration of refugees, especially into shortage occupations (retail sales staff, cleaners and refuse workers, concrete form setters, logistics). Over the first three months of the project the beneficiaries receive 400 hours of language training intended to improve their French language skills, as well as 70 hours of career-focused language training. Beyond language and career training, this scheme offers the beneficiaries accommodation, meals, social support and career guidance, facilitating access to housing, long-term employment and entitlements. As such, this comprehensive pathway requires several actors to cooperate and coordinate: the Ministry of Labour, Employment, Vocational Training and Social Dialogue, the Ministry of Interior, the Ministry of Housing, the FPSP career development fund, the Employment Centre (Pôle

2016; OECD, *Labour Market Integration of Refugees in Germany*, March 2017; Migration Policy Institute, *Improving the Labour Market Integration of Migrants and Refugees. Empowering cities through better use of EU instruments*, March 2017.

⁵² See the chapter on employment for more examples.

⁵³ Taché Aurélien, *Report to the Prime Minister: 72 recommendations towards an ambitious policy on the integration of foreign nationals arriving in France*, February 2018 [French].

⁵⁴ National framework agreement on the trial pathway for the labour market integration of beneficiaries of international protection signed by the Minister of Labour, Employment, Vocational Training and Social Dialogue, the Minister of interior, the Minister of Housing, the Fonds Paritaires de Sécurisation des Parcours Professionnelles (vocational training fund), the Employment Centre, and the French Office for Immigration and Integration (Ofii), May 2017.

emploi), the Ofii, the Interministerial Delegation for Accommodation and Access to Housing (Dihal) and seven accredited fund agencies (OPCAs).⁵⁵

Since 2018, the trial of the **integration through language acquisition pathway** (PIAL),⁵⁶ implemented by local branches and managed by the regional departments for business, labour and employment (Direccte), has enabled foreign nationals aged under 26, who are excluded from the labour market and who do not have CEFRL level A1 in French, to benefit from language training lasting three to six months as part of the contractual employment support and independence pathway (Pacea), in addition to that provided by the Ofii, with the aim of facilitating their access to general statutory labour market integration schemes and consequently to employment.

2.3.2 Online learning

Finally, an innovative and low-cost approach has emerged through the mobilisation of digital tools such as MOOCs (Massive Open Online Courses) and language learning apps. The aim of these tools, predominantly developed by university and non-profit groups, is to enable people who are comfortable with digital tools and who have internet access to improve their language skills, perhaps as an add-on to classroom-based learning. Although online learning was originally intended to democratise access to education, the use of these tools by vulnerable groups such as refugees remains relatively low. It seems that the potential of the internet to increase ties between refugees and French citizens has not yet been fully realised.

Good practices

In October 2018 the organisation Forum réfugiés-Cosi launched the free French learning app *Happy FLE*. It is designed for refugees at level A1 and aims to help them along their pathway to integration using practical exercises. These exercises cover different topics related to everyday life, such as transport, housing, health, etc. Forum réfugiés-Cosi worked with refugees to develop the app's content.

⁵⁵ <https://www.afpa.fr/programme-hope>

⁵⁶ Interministerial Instruction of 25 September 2018 on the implementation of the integration through language acquisition pathway (PIAL) by the local branches for the benefit of young foreign nationals.

3. Employment

*'France is a country of networks and friendship, but from an institutional point on view, it's chaos.'*⁵⁷

Entry into the labour market is at the heart of the integration process and enables refugees to achieve economic independence and play an active role in the host society. An OECD study highlighted that beneficiaries of international protection have greater difficulty entering the labour market than both the native population and other categories of migrants.⁵⁸ Nevertheless, it appears that the gap is slowly closing.⁵⁹ The OECD also noted that France has been less successful than its European peers in terms of integrating new arrivals into the labour market.⁶⁰

With the exception of certain civil rights, such as the right to vote, beneficiaries of international protection have the same rights as French citizens. As such, beneficiaries of international protection have unrestricted access to the labour market and to the guidance services offered by the Employment Centre (Pôle emploi).

Article L751-1 of the Code governing the entry and residence of foreign nationals in France and the right of asylum (Ceseda) provides that once someone has been granted international protection, they benefit 'from tailored guidance to access employment and housing' as part of the CIR.⁶¹ In practice, this guidance remains very limited. In France, as in many European countries, the legislation does not identify beneficiaries of international protection as a group with distinct needs. They have access to the Common Law, as any other resident, without tailored or specific provisions.

⁵⁷ Congolese refugee, in France for six years.

⁵⁸ OECD "Is this humanitarian migration crisis different?" *Migration Policy Debates*, No. 7, 2015

⁵⁹ Ministry of interior, DGEF/DSED, 'Refugees' first years in France', *Infos migrations - Number 80-81*, December 2015.

⁶⁰ OECD, *Indicators of Immigrant Integration 2015*, July 2015.

⁶¹ Law No. 2018-778 of 10 September 2018 on managed immigration, an effective right to asylum and successful integration extends the scope of the employment support to all foreign national signatories of the CIR and also provides for career guidance. These new elements entered into force on 1 March 2019.

3.1 Towards stronger coordination of actors working on labour market integration

Some progress in the coordination of information sharing in relation to initiatives promoting access to employment for beneficiaries of international protection should however be mentioned. For example, an agreement was signed in 2016 between the government, the Ofii and the Employment Centre (Pôle emploi) to promote better cooperation and improved information sharing to facilitate the labour market integration of refugees.⁶² The agreement had yet to be implemented in 2017, and the information exchange system was not operational.⁶³ Since then, training has been organised for the Ofii by the Employment Centre (Pôle emploi) and meetings have been held in several regions as part of this agreement. Cooperation between the Employment Centre (Pôle emploi), the Ofii and the Afpa has also been strengthened in connection with the Hope programme.⁶⁴

Since 2015, efforts have been made by the government to facilitate access to the labour market for refugees and Édouard Philippe's government has made access to employment a priority.⁶⁵ Consequently, a 2016 interministerial circular sought to facilitate the access of beneficiaries of international protection to employment, employment support and language learning schemes.⁶⁶ The circular provided in particular for strengthened coordination between the stakeholders involved in labour market integration at the local level. As part of this effort, a call for projects was issued by the Minister of Labour in October 2018, with a budget of 15 million euros, to promote refugees' entry into the labour market. As part of the state plan for investment in skills, this call for projects sought to develop a holistic support pathway and better recognition of skills as part of projects promoting cooperation between relevant stakeholders at the local level (non-profits supporting refugees, as well as employment and vocational training bodies).⁶⁷

⁶² National framework agreement signed on 24 November 2016 by the government, the Ofii and the Employment Centre (Pôle emploi) to promote the labour market integration of newly arrived foreign nationals for the 2016-2019 period.

⁶³ Interview, Ofii, 6 April 2017.

⁶⁴ See the "Good practices" box on page 19.

⁶⁵ See, in particular, the national strategy for the reception and integration of refugees, presented on 5 June 2018.

⁶⁶ Interministerial circular No. 2016-398 of 21 December 2016 on the labour market integration of beneficiaries of international protection.

⁶⁷ Ministry of Labour, *L'insertion des réfugiés par l'emploi* [Refugee integration through work], Press Release, 1 October 2018.

Good practices

The European **Reloref project, a refugee employment and housing network** run by France terre d'asile since 2004, builds bridges between employment and training bodies and beneficiaries of international protection to give these beneficiaries the opportunity to develop a career plan and put it into action, with the ultimate aim of accessing employment. In addition to partnerships with language training bodies and organisations promoting integration through work, the network has developed partnerships with companies, such as the Compass group (large-scale catering specialists) and Starbucks (coffee chain), which, through a special recruitment process, facilitate access to employment for beneficiaries of international protection. Almost 1 000 job and training placement offers were sent through France terre d'asile's employment network between 2016 and 2017.

3.2 A lack of guidance and training opportunities

Once beneficiaries of international protection have been granted their status, time constraints make it extremely difficult to offer them tailored career guidance. Unless they are covered by specific schemes such as the temporary accommodation centres (CPH), beneficiaries of international protection find themselves without any tailored or specific guidance once they leave reception centres for asylum seekers. They then have to rely on general statutory arrangements and the Employment Centre (Pôle emploi). According to feedback from actors working on the ground, some Employment Centre advisors refuse to register beneficiaries of international protection as job seekers due to their low level of French.

Theoretically, beneficiaries of international protection have access to vocational training, in the same way as French citizens, through general statutory schemes. However, their access to these schemes in practice is often hindered by their low level of language skills. To address this issue, integrated language learning and employment programmes are being developed.⁶⁸

Furthermore, it is often difficult for beneficiaries of international protection to find out about training opportunities and the French labour market, above all because they are isolated and do not have networks of contacts to call on outside of their community.

⁶⁸ See the chapter on language learning.

Good practices

The organisation **Action emploi réfugiés** has created an online platform connecting employers and beneficiaries of international protection in France to promote their entry into the labour market. Launched in 2016, the platform enables beneficiaries of international protection to upload their CV and search job vacancies online. All types of contract are available, from temporary to permanent positions. The service primarily concerns shortage occupations such as catering, hospitality, trades and construction.

In December 2018, the organisation also published a guide for social workers and employers on employing refugees titled *Info Emploi Réfugiés* in partnership with the Tent Partnership for Refugees. The guide provides information about the rights of beneficiaries of international protection, the training and support they can claim, the institutional and legal framework and administrative procedures.⁶⁹

In April 2016, France terre d'asile's reception centre for asylum seekers (Cada) in Rouen launched the **un métier pour demain** [a career for tomorrow] programme to run alongside its citizen mentoring programme *duos pour demain* [duets for tomorrow]. The programme includes a discovery phase with intensive French courses, technology refresher courses, workshops on everyday life and cultural and sporting excursions, art-therapy and cooking workshops, and a second employment-focused phase involving the development of a career plan, visits to tradespeople, companies or training centres and individual guidance on job seeking.

3.3 Restricted access to certain professions

Access to the labour market can also be hindered by the fact that some professions are restricted to those with French or European nationality. In 2017 the Inequality Observatory reported that five million jobs were closed to non-European foreign nationals in France.⁷⁰ Consequently, in the public sector, only two types of job are open to all foreign nationals: hospital doctors and university lecturers/researchers, representing 172 000 jobs. In 2016, the National Assembly's Law Commission judged these restrictions to be 'a form of institutionalised

⁶⁹ <https://infoemploirefugies.com/>

⁷⁰ Inequality Observatory, *Cinq millions d'emplois demeurent fermés aux étrangers non européens* [Five million jobs remain closed to non-European foreign nationals], 19 April 2017.

discrimination on the basis of nationality'.⁷¹ Although these restrictions predominantly relate to positions in the public sector, more than one million private sector jobs are also difficult for foreign nationals to access due to the qualification or prior authorisation requirements to work in these professions. Many careers in the private sector, often professional occupations, are not open to foreign nationals, either due to nationality criteria or because applicants must have a qualification from a French educational establishment. This is generally the case for medical or legal professions, but it also affects architects, insurance brokers and tobacconists. In 2016, the French human rights watchdog, Défenseur des droits, declared that the differential treatment of French and foreign nationals, and of European and non-European citizens, was not based 'on any legitimate grounds' and therefore recommended that the nationality criteria be removed for public and private sector jobs, 'with the exception of those concerning matters of national sovereignty and the exercise of the powers of a public authority'.⁷²

However, we can observe a fall in the number of jobs closed to foreign nationals since the start of the 2000s. This fall could be explained by two main factors: the fall in the number of jobs held by graduates in the civil service and a series of one-off reforms that reduced the scope of restricted jobs. For example, the Law of 27 January 2017 on equality and citizenship contained five articles opening up access to jobs subject to nationality criteria.

3.4 Lack of recognition of qualifications and prior experience

When looking for a job, beneficiaries of international protection are often required to downgrade. This downgrading, also suffered by other categories of migrants, is due in part to their lack of French language skills and in part to the lack of recognition of their qualifications by official bodies or employers.⁷³ Some refugees participating in this research also stated that they had to downplay their

⁷¹ National Assembly, Report by Daniel Goldberg on the bill seeking to remove the nationality conditions that restrict the access of foreign workers to certain professional or restricted occupations, June 2010 [French].

⁷² French human rights watchdog, Défenseur des droits, *Opinion No. 16-15*, 1 June 2016.

⁷³ European Commission, OECD, *How are refugees faring on the labour market in Europe?*, Working Paper, September 2016.

experience and qualifications in order to submit a CV that was more targeted towards shortage occupations.⁷⁴

Beneficiaries of international protection are far more likely to be over-qualified than other migrants. In total, almost 60 % of beneficiaries of international protection with higher education qualifications in the EU are over-qualified for their current jobs, more than twice the level among people born in the country and well above the level experienced by other migrant groups.⁷⁵ Other than language level, another obstacle is the difficulty experienced by employers when they come to assess foreign qualifications, especially since refugees do not always have evidence of these qualifications.

In France, the main body responsible for the recognition of qualifications is the French arm of the European ENIC-NARIC network. There is no principle of equivalence between qualifications awarded abroad and French qualifications issued by the Ministry of National Education and Youth and the Ministry of Higher Education, Research and Innovation. This body issues certificates of comparability or recognition of university studies undertaken abroad where there is no equivalent training in France. The ENIC-NARIC take the original qualification into account along with all the characteristics of the education system from which it originated (such as the length of the course or university admission criteria). This certificate has no legal force, but it enables a certain educational level to be evidenced, whether when job seeking or when applying for university or vocational training. The procedure is free for beneficiaries of international protection. It is treated as high-priority and takes into account individual circumstances, in particular when people do not have any documents or evidence relating to their previous qualifications. The French ENIC-NARIC centre works in collaboration with higher education institutions, in particular universities, to raise their staff's awareness of these issues and to help the process run more smoothly.

In 2016, 3 000 (of a total of 17 000) certificates of comparability were issued to beneficiaries of international protection. The procedure is paperless and takes two months on average.

⁷⁴ Focus group with beneficiaries of international protection, March 2018.

⁷⁵ European Commission, OECD, *opus cite*.

Good practices

Compass Group France, a French large-scale catering company, runs ‘CV free’ recruitment days. The candidates must be motivated to work in catering and have a basic understanding of the field. They are then recruited on the basis of tests and individual interviews. Beneficiaries of international protection supported by France terre d’asile have been invited to participate in these recruitment sessions.

4. Housing

‘I’m lucky, they gave me social housing not far from Paris, so I was able to find work. My Sudanese friends were sent to the middle of nowhere. They’re waiting...’⁷⁶

Access to accommodation and long-term housing remains a significant challenge for asylum seekers and beneficiaries of international protection in France. In 2017, less than 50 % of asylum seekers had accommodation arrangements and beneficiaries of international protection have to stay in emergency accommodation, reception centres for asylum seekers or even unsanitary camps for long periods.⁷⁷ During the last large-scale clearing of the camps in Paris, in May 2018, the Ofii identified 10 % of people there as beneficiaries of international protection.⁷⁸

4.1 Recent increase in the volume of dedicated housing

In order to respond to the housing needs of people granted protection, who either have no funds to find independent housing or who are not self-sufficient, temporary accommodation centres (CPH) were set up, predominantly between 1990 and 2000. The temporary accommodation centres offer a temporary solution to the most vulnerable people when they leave reception centres for asylum seekers, with comprehensive guidance towards independence (these people include those without funds and, in particular, under 25s, women, people with a

⁷⁶ Sudanese refugee, in France for three years.

⁷⁷ Ministry of Public Action and Accounts, Budget Directorate, Immigration, asylum and integration branch, *Budgetary annex to the draft finance law for 2019, Targets and performance indicators*, 2019 [French].

⁷⁸ Le Monde, *Après celui du Millénaire, deux autres camps de migrants évacués à Paris* [Following on from the Millénaire, two more migrant camps cleared in Paris], 4 June 2018.

disability or serious health problems, etc.).⁷⁹ With 2 207 places allocated in 2017 (for more than 30 000 people granted protection), the temporary accommodation centres had 5 207 places at the end of 2018, spread across 89 facilities.⁸⁰ Places at temporary accommodation centres are allocated by the Ofii for a period of nine months, which can be extended for three months following an individual assessment of a person's circumstances. Refugees cannot choose the location of the facility where they are placed. It should be noted that there are two schemes with the same mission as the temporary accommodation centres in France: the temporary accommodation of recognised refugees scheme (DPHRS), run by France terre d'asile, and Asylum Reception Centre-Refugee Integration (CADA-IR), run by Forum réfugiés-Cosi.

In December 2017, the Ministers of Interior and Territorial Cohesion issued a circular to promote the unprecedented mobilisation of stakeholders across the country, with the aim of improving access to housing for beneficiaries of international protection.⁸¹ To this end, some prefects have implemented coordination and awareness-raising activities with local authorities and housing associations to facilitate access to housing for beneficiaries of international protection, in particular by increasing the number of places available in the social housing stock.⁸²

Specifically, a national objective was established to make 20 000 units available by the end of 2018, including 15 000 places for refugees currently housed in reception centres for asylum seekers or emergency accommodation centres, 2 500 places for geographically mobile beneficiaries of international protection, made available through the national refugee housing platform, and 2 500 places for resettled refugees. In the circular dated 4 March 2019,⁸³ the government updated the guidelines outlined in the December 2017 circular by setting an objective of making 16 000 units available in 2019, with a balanced distribution

⁷⁹ Communication of 2 August 2016 on the activities and performance of the temporary accommodation centres (CPH) and two other accommodation schemes for beneficiaries of international protection, NOR: INTV1622174] [French].

⁸⁰ National Assembly, Committee on finance, the general economy and budget control, *Rapport sur le projet de loi de finances pour 2019 n°1255* [Report on the draft finance law for 2019 No. 1255], Annex 28, Immigration, asylum and integration, 11 October 2018.

⁸¹ Ministry of interior, *Instruction of 12 December 2017 on the rehousing of beneficiaries of international protection*, NOR: INTK1721273] [French].

⁸² Interview with the Dihal, March 2018.

⁸³ Ministerial Instruction of 4 March 2019, *acceleration of rehousing of beneficiaries of international protection*.

across the country. It also compiled a report for 2018, which showed that 8 700 units had been mobilised, enabling around 19 000 beneficiaries of international protection to be rehoused.

We should also note that 5 000 places at temporary accommodation centres should be made available between 2018 and 2019, which will triple the number of places available.⁸⁴ Furthermore, these new temporary accommodation centre places are targeted at young people under 25, single people or couples with children without an income and disabled people.

Good practices

France terre d'asile is participating in the implementation of the December 2017 circular by setting up several local schemes to support beneficiaries of international protection to find housing: the **DALIR programme** in the department of Calvados; the **PAIR 50 scheme** in the department of La Manche; and a scheme similar to the DALIR scheme in Loire-Atlantique. The DALIR programme offers formalised and tailored guidance over twelve months on three topics: finding housing, moving, and managing the administrative and financial aspects of housing independently. Beyond this specialised guidance, the beneficiaries also receive comprehensive social support on a range of topics linked to integration. The PAIR 50 scheme offers a maximum of twelve months of comprehensive, tailored guidance based on an empowerment objectives contract, defined and validated jointly by the beneficiary and the social worker supporting them. The guidance includes individual interviews and seeks in particular to improve the adoption of the socio-cultural codes and technical know-how required to access employment or training (CV writing, cover letters, preparing for interviews, etc.) and stay in housing. The scheme relies on collaboration with other relevant specialised actors in the general welfare sector.

4.2 The development of support schemes for accessing housing

Since 2015, the Migrants Unit of the Interministerial Delegation for Accommodation and Access to Housing (Dihal) has run operational missions relating to housing and comprehensive guidance for refugees in France. A

⁸⁴ Ministry of interior, *Communication of 2 October 2017 on the call for departmental projects for the creation of 3 000 new places at temporary accommodation centres (CPH) in 2018*, NOR: INTV1727351 [French].

national refugee housing platform, run by the public interest grouping (GIP) Habitat et Interventions sociales, was created as part of the government's "Migrant plan".⁸⁵ Its overarching mission is to offer housing opportunities that complement those already available: i) to refugees covered by the relocation programme; ii) to all other mobile recognised refugees who have volunteered to be housed in another department; iii) and to rehouse all refugees covered by the resettlement programme. The Dihal works in collaboration with other local actors (prefectures, decentralised state services, local and regional directorates and the Ofii) and national actors under the migrant plan to coordinate this scheme. Between October 2015 and May 2018, the platform enabled more than 5 700 refugees to access housing.⁸⁶

There are still some obstacles relating to the attractiveness of the programme and its implementation. Indeed, the platform does not allow households to choose the region or apartment where they will be placed. However, the majority of the social housing that remains vacant is located in rural areas, which are less attractive to beneficiaries of international protection concerned about potential employment opportunities in remote areas where there is often a high level of unemployment. We have also been able to observe that, given a lack of resources due to the limited number of homes occupied by beneficiaries of international protection in some areas, non-profit organisations struggle to ensure that these people receive comprehensive support.

Furthermore, although in theory all people granted international protection housed at an reception centre for asylum seekers or in emergency accommodation, without a housing solution, can apply for housing through the platform; in reality, lone (often young) people have little chance of finding accommodation through the platform given the types of homes available (very few in the smaller T1 or T2 categories). Flatsharing is an ideal solution for these single people, but very few agree to it. In 2018, the Dihal launched a working group to promote flatsharing as a (temporary) housing solution for single beneficiaries of international protection. This involves working to raise awareness both among

⁸⁵ Interministerial Circular of 22 July 2015 on the implementation of the plan 'répondre au défi des migrations: respecter les droits, faire respecter le droit' [migration response plan: respecting rights, ensuring compliance with the law].

⁸⁶ See Dihal, *Logement des réfugiés: présentation et fonctionnement de la plateforme nationale* [Housing refugees: Presentation and operation of the national platform], 26 June 2018.

beneficiaries of international protection and managers of accommodation facilities.⁸⁷

Likewise, a national memorandum of understanding on the reception of young refugees was signed in October 2016 by the government (Dihal, the Ministry of Social Affairs and Health,⁸⁸ the Ministry of Housing⁸⁹) and the Association pour le logement des jeunes travailleurs (young workers housing association), the Union professionnelle du logement accompagné (professional supported housing union), the Union Nationale pour l'habitat des jeunes (national union for youth housing) and the Fédération nationale des associations d'accueil et de réinsertion sociale (national federation of reception and social integration organisations). This agreement seeks to promote access to social youth housing, or any other scheme designed to house young people, to young refugees (18-25 years).⁹⁰

Good practices

Since 2005, France terre d'asile's refugee reception and preparation for integration centre (CAPI) has run the **Key to France** programme, which seeks to support beneficiaries of international protection living in Île-de-France who want to relocate to another region. The tailored support, provided over three months, includes individual interviews and group workshops on housing and looking for work or training. In 2017, 233 people (90 households) benefitted from the programme. Of these, 62 households accessed long-term housing and 27 temporary accommodation.

4.3 Very difficult access to private housing

Beneficiaries of international protection face a range of obstacles in relation to accessing private housing, including insufficient funds, an inability to find affordable housing close to their place of work in Île-de-France, no deposit and difficulty accessing existing government deposit schemes.

⁸⁷ Interview, Dihal, March 2018.

⁸⁸ Called the Ministry of Solidarity and Health since 2017.

⁸⁹ Part of the Ministry of Territorial Cohesion and Relations with Local Authorities since 2017.

⁹⁰ Ministry of Social Affairs and Health, Ministry of Housing, *Protocole d'accord national pour l'accueil de jeunes réfugiés* [National memorandum of understanding on the reception of young refugees], 19 October 2016.

Access to private housing is very often hindered by a lack of money for a deposit and accessing institutional guarantors is often a restricted, complicated and drawn-out process, incompatible with the fast pace of the private property market. In an effort to mitigate these difficulties, which are not unique to refugees, the state has set up two schemes: Visale⁹¹ and Loca-pass⁹². Nevertheless, for people aged over 30, only employees can benefit from these schemes, which means that beneficiaries of international protection will not on the whole have immediate recourse to them.

Implemented progressively since 2003, the rental practice of offering transitional leases is often used to help beneficiaries of international protection transition into independent housing. A transitional lease is a temporary lease signed by the landlord and a third-sector organisation. The third-sector organisation then sublets to a household, while providing social support. When this support ends, the lease is transferred to the household which becomes the official lessee in its own right and thus achieves independence. In order to transfer the lease, the transition should have been provided for in the lease agreement from the outset. To this end, an agreement is signed before the property is sublet by the third-sector organisation and the landlord.

4.4 Obstacles to obtaining social housing

As regards access to social housing, beneficiaries of international protection face the same difficulties as the rest of the population, in particular long waiting times in major cities. They also face distinct difficulties linked to service providers' lack of awareness of their rights as beneficiaries of international protection.

In some cases, beneficiaries of international protection are asked to provide a tax assessment in order to process their social housing application. They rarely have this document and are usually exempt from providing it in any case. This exemption is often noted in decrees concerning the evidence that should be provided.⁹³

⁹¹ The Visale scheme, run by Action Logement, offers a free deposit for unpaid rent to under 30s and employees in precarious situations. See visale.fr.

⁹² The Loca-Pass deposit is a free guarantee that ensures the landlord is paid rent and charges if they are not paid by the tenant, for three years. This scheme is aimed at employees (outside the agricultural sector) and job seekers under 30.

⁹³ The last being the Order of 6 August 2018 on the new social housing application form and the documentary evidence required to process the social housing application, NOR: TERL1820983A.

Beneficiaries of international protection often find themselves geographically separated from their spouse. However, once someone is identified as 'married' on their residence permit application acknowledgement (récépissé) or their tax assessment, landlords ask for civil status documents and income declarations concerning the spouse not present in France. This can seriously obstruct the application. Indeed, a beneficiary of international protection might not be able to contact a partner who has remained in their country of origin or who is in a transit country, particularly if that person is in danger or does not have any means of communication. It could in fact prove impossible for spouses to acquire and send this type of documentation (due to conflict situations, an inability to approach the authorities due to danger or no access to the authorities in their country of origin).⁹⁴ This geographical separation of spouses can also give rise to another obstacle: landlords may be apprehensive about allocating housing that might no longer be appropriate in the event of family reunification and the arrival of the applicant's family in France. Landlords can therefore obstruct the allocation of housing when partners are geographically separated.

4.5 The emergence of hosting in private homes

Housing refugees in private homes remains uncommon though it has increased following a call for projects issued in August 2016 by the Ministry of Housing, the Dihal and the Directorate-General for Social Cohesion.⁹⁵ This scheme has funding of 2.1 million euros and seeks to offer 1 360 refugees and beneficiaries of subsidiary protection accommodation for two years. As part of this call for projects, 11 organisations were selected to run programmes through which beneficiaries are given the opportunity to stay with a host, in a private room, for three months to a year, and receive social support.⁹⁶ At the end of the two-year trial, more than 650 people had been hosted in private homes and had received support. Of these, 71 % found a long-term housing solution, or one tailored to the

⁹⁴ Article L751-3 of *Ceseda*, established pursuant to the Law of 10 September 2018 - Article 14, provides that from now on entitlements are to be allocated on the basis of the composition of the family considered for the asylum application. The impact of this legislative amendment remains to be seen.

⁹⁵ Ministry of Housing, Dihal, with the Directorate-General for Social Cohesion, *Appel à projet 'Hébergement citoyen'* [Call for projects on hosting in private homes], 5 August 2016.

⁹⁶ Dihal, *Résultats de l'appel à projets sur l'hébergement de réfugiés chez les particuliers* [Results of the call for projects on hosting refugees in private homes], 2 December 2016.

length of their pathway, and more than 50 % had accessed training or employment.⁹⁷

In order to ensure the sustainability of this initiative and to strengthen it, on 18 March 2019 the Ministry of Urban Affairs and Housing published a call for projects⁹⁸ to promote the hosting of 500 beneficiaries of international protection in private homes in 2019. The budget allocated to the organisations for hosting and supporting each refugee rose from 1 500 to 2 000 euros. Beyond hosting in private homes, this call for projects also sought to promote the development of 'supportive cohabitation', i.e. flatshares between beneficiaries of international protection, possibly under 25s with few resources, and other young people such as students and young professionals.

Good practices

Several organisations have offered lodging arrangements over recent years. JRS France was a pioneer in this respect with the **Welcome** programme, launched in 2009, aimed at asylum seekers. In 2015, two new programmes were set up: Singa's **CALM (Comme à la Maison)** programme and the **ELAN** scheme run by Samu social of Paris.

The **ELAN programme**⁹⁹ is aimed at people who have been granted protection in France. Beneficiaries of international protection are hosted in private homes that can offer a private room in Île-de-France for a minimum of three months. Samu social provides career guidance, as well as support to host families if required. The programme seeks, beyond housing, to promote sharing and dialogue, thus helping the hosted individuals to improve their French skills.

⁹⁷ Ministry of Territorial Cohesion and Relations with Local Authorities, *Favoriser l'hébergement 'citoyen' des réfugiés chez les particuliers* [Promoting the hosting of refugees in private homes], Review of 2017-2018 call for projects.

⁹⁸ Dihal, *Lancement de l'appel à projets 'cohabitations solidaires' par Julien Denormandie* [Launch of call for 'supportive flatsharing' projects by Julien Denormandie], Communiqué, 18 March 2019.

⁹⁹ Samusocial de Paris, <http://www.samusocial.paris/action/vous-souhaitez-vous-engager-aupres-des-personnes-refugiees>.

5. School and higher education

*'I was delighted to enrol in university in the Paris region. But they gave me accommodation in the south of France. So I had to choose between a roof or an education.'*¹⁰⁰

5.1 Easy access to primary and secondary school despite some difficulties

Under French legislation, school attendance is compulsory for all children, whether French or not, aged from 6 to 16. National education statistics do not distinguish between child refugees or asylum seekers and other non-native speakers, so it is not possible to precisely analyse their school attendance rate. For the 2014/2015 academic year, 52 500 non-native French speaking children attended school (primary, lower secondary and optional upper secondary) in France, of which 88 % were in the UPE2A unit for new non-native French speaking pupils (see below).¹⁰¹

Asylum-seeking and refugee children undergo the same assessment procedure as all other newly arrived third-country nationals. They take a test to assess their language and educational level. Pupils with a high enough language level are integrated directly into normal classes.

The educational arrangements for non-native French speaking pupils were defined by a 2012 circular.¹⁰² Non-native French speaking pupils can join a specific pathway, the educational unit for new non-native French speaking pupils (UPE2A), which focuses on learning French. The CASNAV educational centres for newly arrived non-native French speaking pupils and children of itinerant or traveller families, which can be found in each school district, are responsible for assessing these children's level and referring them to a school with a UPE2A unit. The pupils usually take one year of UPE2A special immersion courses before joining the standard stream.

¹⁰⁰ Sudanese refugee, in France for two years.

¹⁰¹ Taché Aurélien, *Report to the Prime Minister: 72 recommendations towards an ambitious policy on the integration of foreign nationals arriving in France*, February 2018 [French].

¹⁰² Circular No. 2012-141 of 2 October 2012 on the educational arrangements for newly arrived non-native French speaking pupils.

While in principle they should then attend all standard classes from the outset, in practice, the transition to standard classes is more gradual and the pupils initially join classes such as physical education and art. The pupils are often transferred to classes working at a level lower than their previous educational level, because the assessment is usually based on their level of French. France terre d'asile has found that children often have to repeat a school year.

The quality of the UPE2A classes appears to vary considerably between schools, places are often limited and the classes are too large in some municipalities.¹⁰³ Furthermore, waiting times can be very long, in particular when enrolling in college or high school. A recent parliamentary report highlighted that 60 % of young people waiting for a place had to wait more than six months after their level had been assessed.¹⁰⁴

Although the education of children living in long-term accommodation or housing does not usually pose a problem, it can be more complicated for those in temporary accommodation, in particular where asylum seekers are concerned. We can even observe gaps in schooling linked to changing school or area. Enrolling during the academic year can also prove difficult.

Once children have passed mandatory school age, they face even more difficulties because they no longer have a right to education and schools are not obliged to enrol them. Non-native French speaking refugee children are more likely to be placed in a technical college with little to no opportunities to pursue higher education.

Good practices

Schools play a role in integration, not only of the children, but also of their parents.

Thanks to the **Ouvrir l'école aux parents pour la réussite des enfants** [Opening the school to the parents for the success of the children] programme, the parents of non-native French speaking children have the opportunity to take free French classes at the school and to learn how the school system works in France and about the values of the Republic. This scheme is co-funded by the Ministry of

¹⁰³ Mendonça Dias Catherine, *Les difficultés institutionnelles pour scolariser les élèves allophones arrivants*, Les Cahiers de la LCD, Harmattan 2016.

¹⁰⁴ Opinion No. 274 presented on behalf of the Committee on cultural affairs and education on the draft finance law for 2018, volume II "School Education", by the Deputies Anne-Christine LANG and Bertrand SORRE, 12 October 2017 [French].

Interior and Ministry of National Education¹⁰⁵ and prioritises French learning, knowledge of the values of the Republic and understanding how the school system works. The training is predominantly delivered by UPE2A teachers. This programme was launched as a trial in 2008-2009 in 12 departments. Today, it covers 70 departments and 477 schools. In the 2017-2018 academic year 7 774 parents were enrolled, an increase compared with 2016 (6 762 beneficiaries).¹⁰⁶

The limitations of the programme relate to the limited number of course hours (120 hours per year which should be in addition to those provided by the Ofii), schedules that make it difficult for everyone to attend, and heterogenous groups that make it impossible to tailor the course to the specific needs of all participants.

5.2 Increasing mobilisation to promote access to higher education

A growing number of beneficiaries of international protection in France are students or have higher education qualifications. Several programmes have emerged in France over recent years, often as part of the migrants in higher education network (MENS), which is made up of 40 higher education institutions committed to the reception and integration of migrants and refugees.¹⁰⁷

In a context in which, according to the UNHCR, only 1 % of eligible refugees have access to higher education globally, this action to facilitate refugees' access to universities in France is particularly innovative. Indeed, since 2015, a growing number of university programmes aimed at beneficiaries of international protection have been launched across the country and the Ministry of Higher Education, Research and Innovation has also taken action, specifically by improving the information provided to refugee students via the dedicated 'Welcome Refugees' page on the Ministry's website for students.¹⁰⁸

¹⁰⁵ It had a budget of two million euros in 2016, through Ministry of interior programme 104 for new arrivals and Ministry of National Education programme 230 "student life".

¹⁰⁶ Ministry of National Education and Youth, Éduscol, *Ouvrir l'école aux parents pour la réussite des enfants* [Opening the school to the parents for the success of the children], launched 31 August 2018.

¹⁰⁷ Euroguidance France, 'Réseau d'accueil dans l'enseignement supérieur des étudiants réfugiés' [Network for receiving student refugees into higher education], *Orientactuel*, 2017.

¹⁰⁸ <http://www.etudiant.gouv.fr/pid38113/welcome-refugees.html>

Furthermore, the Resome (migrant and exile higher education and guidance network), a network of students and professors, has been developed to facilitate access to higher education and French language learning for refugees and migrants.¹⁰⁹ It offers French courses during the academic year, summer programmes and even online resources.

It should be noted that according to the criteria for awarding higher education scholarships, only refugees are eligible to apply, with beneficiaries of subsidiary protection excluded from this avenue.

Good practices

As part of citizen mobilisation efforts in 2015, two students from the ESCP Europe business school founded **Wintegreat** to help beneficiaries of international protection get back into education. The organisation, through partnerships with major schools and universities like the ESCP, the ESSEC Business School, Sciences Po Paris and Sciences Po Bordeaux, offers free 'springboard' training that includes certification. The programme includes French, English, history and life-in-France courses. The organisation then links the refugees with companies to help them find internships, temporary work and employment. It also offers a mentoring scheme to help students define their career plans and prepare applications, among other activities.¹¹⁰

The national **PAUSE programme** providing emergency reception support to scientists in exile was launched by the Ministry of Education, in partnership with the Collège de France, in January 2017. With an initial budget of one million euros, the programme provides financial assistance to higher education institutions and research bodies that volunteer to host refugee scientists, as well as support with administrative procedures. The programme brings together the top research institutes and centres in France.¹¹¹

¹⁰⁹ www.resome.org

¹¹⁰ Wintegreat.org

¹¹¹ <https://www.college-de-france.fr/site/programme-pause/>

6. Residency and accessing entitlements

*'The most important thing is not to establish entitlements but to ensure access to them.'*¹¹²

*'We need a refugees advice centre. Once you have your status, you don't get any more support, the non-profit organisations focus on asylum seekers.'*¹¹³

6.1 Administrative obstacles but a protected right of residence

Refugees and their spouses or partners (in some circumstances) and their children under 19 have the right to a ten-year residence permit.¹¹⁴ On receipt of the letter notifying them that they have been granted protection by the Ofpra, recognised refugees must go to the prefecture where they will be issued a residence permit application acknowledgement (récépissé) bearing the statement 'recognised refugee'. This residence permit application acknowledgement (récépissé), which is valid for six months,¹¹⁵ can be renewed and authorises an individual to work. Once their civil status documents have been issued by the Ofpra, refugees must apply for a residence permit. The prefecture will issue a residence permit application acknowledgement (récépissé), valid for three to six months, stating that they have 'applied for the first residence permit'. This document can be renewed until the residence permit has been received and it authorises its holder to work. Although the residence permit can be renewed by right, refugees must comply with the renewal procedure. They must submit their application two months before their residence permit expires and will have to pay the application fee.

As of 1 March 2019, beneficiaries of subsidiary protection, as well as their spouses or partners (in some circumstances) and their children under 19, are issued a multi-year residence permit valid for a maximum of four years bearing the statement 'beneficiary of subsidiary protection'.¹¹⁶ On receipt of the letter from the Ofpra notifying them that they have been granted protection, beneficiaries of

¹¹² Chadian refugee, in France for three years.

¹¹³ Afghan refugee, in France for four years.

¹¹⁴ Article L314-11 of the Ceseda.

¹¹⁵ Article L311-5-1 of the Ceseda.

¹¹⁶ Article L313-25 of the Ceseda, established pursuant to Law No. 2018-778 of 10 September 2018 on managed immigration, an effective right to asylum and successful integration.

subsidiary protection must go to the prefecture to get a residence permit application acknowledgement (récépissé) stating that they have been ‘granted subsidiary protection’, which is valid for six months and can be renewed.¹¹⁷ Yet the law states that the residence permit is to be issued within three months of protection having been granted. Delays can be linked, in particular, to the transmission of civil status documents by the Ofpra. The residence permit application acknowledgement gives the holder the right to work. At the end of the four years, beneficiaries of international protection will be issued a ten-year residence permit by right.¹¹⁸

Before the entry into force of the “Asylum – Immigration” Law of 10 September 2018, beneficiaries of subsidiary protection could apply for a two-year residence permit on expiry of their initial one-year permit.¹¹⁹ The renewal of a beneficiary of subsidiary protection's residence permit could be refused on its expiry, if the Ofpra considered that the grounds on which it was granted no longer existed or that there had been a sufficiently significant change such that protection was no longer required. Beneficiaries of subsidiary protection could apply for long-term residence after five years of lawful residence in France. The period of the asylum application was counted in the five years of ‘uninterrupted lawful residence’.¹²⁰

In practice, individuals often have to wait a long time to receive their residence permit, which negatively impacts their access to some entitlements (see below) and integration schemes. Indeed, the residence permit application acknowledgement (récépissé) often has to be renewed several times before a residence permit is received. Beneficiaries of international protection are subject to long queues and appointment waiting times at some prefectures when renewing their documents. In his report, Aurélien Taché noted that it took on average 3.7 trips to the prefecture to get the final residence permit.¹²¹

Beneficiaries of international protection are treated as a priority group by the prefecture. The law establishes that residence permits should be issued within

¹¹⁷ Article L311-5-2 of the Ceseda.

¹¹⁸ Articles 1 and 2 of Law No. 2018-778 of 10 September 2018 on managed immigration, an effective right to asylum and successful integration.

¹¹⁹ Article L313-18 and L313-17 of the Ceseda.

¹²⁰ Article L314-8-2 of the Ceseda.

¹²¹ Taché Aurélien, *Report to the Prime Minister: 72 recommendations towards an ambitious policy on the integration of foreign nationals arriving in France*, February 2018, page 24 [French].

three months,¹²² but in practice Prefectures wait for the Ofpra to definitively determine the individual's civil status, which can lead to considerably longer delays. The situation is slightly different for resettled refugees who follow an accelerated procedure and usually receive their residence permit within two months (rather an average of nine months for the others). Furthermore, prefectures often request documents that beneficiaries of international protection are not usually required to provide by law (for example, a birth certificate from their country of origin) or they request the payment of taxes from which the beneficiaries are supposed to be exempt.

6.2 Access to entitlements hindered by drawn-out, complicated and inappropriate procedures

Access to social rights requires that residence permits be issued to beneficiaries of international protection, enabling them to enjoy their rights. Despite the formal rights linked to the residence permit application acknowledgement (récépissé), in reality, cumbersome administrative procedures keep beneficiaries of international protection in precarious circumstances.

While the residence permit application acknowledgement (récépissé) authorises a person to work, this document is not often recognised by employers, because it is not always perceived to have the same value as a residence permit. In some instances, the length of the validity of the residence permit application certificate (récépissé) can make it difficult for beneficiaries to exercise their rights. For example, a beneficiary could be denied access to vocational training by the Employment Centre (Pôle emploi) if the training period runs beyond the expiry date of the récépissé.¹²³ Furthermore, delays when renewing the residence permit application acknowledgement lead to a breakdown of rights for days and even weeks, as these rights are subject to lawful residence, which must be proven by a récépissé or residence permit.

Before the entry into force of the “Asylum – Immigration” Law of 10 September 2018, the composition of the household of beneficiaries of international protection was not indicated on the residence permit application acknowledgement (récépissé). Beneficiaries consequently had to wait for their

¹²² Article L313-75-1 of the Ceseda, established pursuant to Decree No. 2019-141 of 27 February 2019 – Article 6.

¹²³ Interview, Forum Réfugiés-Cosi, July 2017.

civil status documents to be issued by the Ofpra to prove their household composition and be able to access their entitlements, which could take several months. As of 1 January 2019, refugees and beneficiaries of subsidiary protection can request their entitlements, in particular social welfare and family benefits, on the basis of the household composition indicated during their asylum application, while they wait for their civil status to be established definitively by the Ofpra. This measure under the Law of 10 September 2018 adopts one of Deputy Aurélien Taché's recommendations.

The dissemination of information about entitlements in a language they can understand is an essential step in terms of access to entitlements for beneficiaries of international protection. While beneficiaries of international protection housed at reception centre for asylum seekers tend to be better informed about their rights, beneficiaries of international protection not in supported accommodation have much more limited access to information.

Beneficiaries of international protection need to be able to communicate with a range of administrative services in order to secure their rights, from applying for a residence permit at the prefecture to accessing hospital care. While access to interpreting at the different administrative services is essential for the significant number of refugees with a low level of French, interpreting is only systematically provided at the Ofpra, while other bodies and public administrations, such as the prefecture, hospitals, and the Family Allowances Funds (CAF), rarely offer interpreting services.

Good practices

France terre d'asile's refugee reception and preparation for integration centre (CAPI) launched the **Refugee Cafe** to welcome and advise beneficiaries of international protection living in Paris and to support them through the procedures for accessing their social rights or their entry into the labour market. The cafe is also a space for dialogue and friendship. Other than guidance through administrative procedures, it offers basic computer skills workshops, cultural and leisure excursions, information about French courses and notices about job vacancies and training opportunities.

6.3 Entitlement to guaranteed minimum social benefits, except for young people

The *revenu de solidarité active* (RSA) income support is a social welfare benefit that aims to provide beneficiaries with a minimum income. To be eligible for the RSA, an individual must be at least 25 and have stable residence in France, i.e. live in France nine out of twelve months. By virtue of Article L.262-4 of the Social Action and Family Code, they must, in principle, ‘be French or have held a residence permit authorising them to work for at least five years’. This condition is not applicable to beneficiaries of international protection.

Beneficiaries of international protection can claim RSA income support once their protection has been granted, with retroactive effect from the date they submitted their asylum application. In practice, it can take weeks or even months for the benefit to be allocated and it is not always automatically applied retroactively.

Furthermore, the RSA entitlement calculations can pose a problem in a number of regions. The RSA is calculated on the basis of a flat rate and any funds received over the three months preceding the application. However, during these three months, beneficiaries are still going through the asylum application process and therefore receive the asylum seeker allowance (ADA). The RSA calculation is therefore made in part on the basis of the asylum seeker allowance (€204 per month for a single person). The difficulty arises in the fact that the Family Allowance Funds (CAF) can pay the RSA income support minus the amount of the asylum seeker allowance for the first few months even if the person no longer actually receives this support in the absence of a document certifying that the asylum seeker allowance has stopped.¹²⁴ In his report on integration Deputy Aurélien Taché recommended that the Ofii and the Family Allowance Funds share information in order avoid these problems.¹²⁵

Opening a bank account is a necessary step on the path to integration, to receive RSA income support and other welfare benefits or to rent an apartment. The agreement signed on 9 October 2012 by the Ofii and the La Poste group seeks to enable foreign nationals to access banking services. In reality, many foreign

¹²⁴ The asylum seeker allowance (ADA) is paid at the end of the month in which the beneficiary is notified that they have been granted international protection.

¹²⁵ Taché Aurélien, *Report to the Prime Minister: 72 recommendations towards an ambitious policy on the integration of foreign nationals arriving in France*, February 2018 [French].

nationals, including beneficiaries of international protection, are refused due to a lack of funds or even because they do not have an employment contract.

Good practices

The **Youth Guarantee** was created for people under 25, including beneficiaries of international protection, who do not have any financial resources. In the event of unemployment, the latter are not entitled to unemployment support or RSA income support, and before its withdrawal in September 2017, they were not entitled to the temporary waiting allowance (ATA) for beneficiaries of subsidiary protection either.

The Youth Guarantee scheme is a general statutory scheme accessible at all local branches since January 2017.¹²⁶ The local branches are hubs offering tailored guidance to young people aged 16 to 25.

The Youth Guarantee is aimed at young people in highly precarious situations, who do not get any help from their parents, who lack funds and who are not in employment, education or training. It provides an allowance of €484.82 per month (which is adjusted depending on the RSA amount) as well as employment advice and support. The allowance amount is adjusted in accordance with income from work received by the young person over the course of the support.

Trialled since March 2013, few young beneficiaries of international protection have been able to access this support due to their low level of French. As such, since 2016 a dozen local branches have been trialling a tailored version of the Youth Guarantee for non-native French speaking young people. In Paris, on the initiative of the prefecture, in spring 2017, the local branch ran a special promotion for non-French speaking beneficiaries of international protection. The first few months of the guidance were dedicated to learning French via the Ofii courses.

¹²⁶ Decree No. 2016-1855 of 23 December 2016 on the contractual employment support and independence pathway and the Youth Guarantee.

7. Health

In France, like all people with stable and regular work or residence in France, asylum seekers and beneficiaries of international protection with few financial resources benefit from health care covered by health insurance through the universal health insurance scheme (Protection universelle maladie - Puma, previously CMU) and complementary universal health insurance (CMU-C), without conditions relating to how long they have been in the country.¹²⁷ The Puma and the CMU-C insurance schemes cover all medical and hospital fees for free. In reality, accessing entitlements can take weeks or even months. Asylum seekers also have to provide their asylum application certificate to support their claim and considering how long it takes to receive this certificate in some regions, accessing care can take time.

The Puma provides basic cover that can enable individuals to benefit from third-party payment schemes in some cases. However, beneficiaries could be asked to pay in advance when hospitalised, which could delay or prevent treatment. Furthermore, it was highlighted in interviews that one in four doctors do not take on patients covered by the Puma, due to the slow payment of fees by the social security funds.¹²⁸

A major barrier to accessing care is the lack of interpreters able to assist health care professionals with properly diagnosing and treating patients. The Primo Levi centre notes that access to a professional interpreter is rarely provided at public facilities like hospitals or private GP surgeries because it is often considered too costly and complicated to provide such services. Although the National Authority for Health recommends that patients have to access an interpreter, this service is rarely provided.¹²⁹

In practice, beneficiaries of international protection face difficulties (for example, long waiting times) when accessing care. This is often the case for psychiatric or psycho-social care, a sector in which there are not enough specialists to meet demand. Some doctors refuse to see foreign nationals, in particular asylum seekers and beneficiaries of international protection, asserting that their level of

¹²⁷ Article D160-2 of the Social Security Code.

¹²⁸ Interview, Le Vinatier Hospital, Lyon, 10 July 2017.

¹²⁹ National Authority for Health, *Interprétariat linguistique dans le domaine de la santé – Référentiel de compétences, formation et bonnes pratiques* [Interpreting in health – Competency framework, training and good practices], October 2017.

French is not high enough to enable medical professionals to provide the right care. According to Primo Levi, the general statutory health care scheme is not suited to the specific needs of refugees suffering trauma.¹³⁰ Few health care centres are specialised in caring for victims of trauma or torture.¹³¹ Furthermore, there is a need to train health care professionals to identify and treat victims of psychological trauma.

8. Family reunification

*'I waited a year before being reunited with my wife. I was consumed by her absence.'*¹³²

In France in 2016, 4 929 beneficiaries of international protection submitted an application for family reunification, compared with 5 761 in 2015.¹³³ In 2016, 2 844 applications by beneficiaries of international protection were accepted and 1 394 were rejected. In 2015, 4 150 applications were accepted and 1 485 rejected.

The family reunification procedure, reserved for refugees and beneficiaries of subsidiary protection, differs from the family reunification procedure for third-country nationals as the sponsor is not required to fulfil conditions relating to how long they have been present in France, their financial resources, housing or compliance with the fundamental principles of the Republic.¹³⁴ The family members of a beneficiary of international protection who can benefit from family reunification are the adult spouse, civil partner, or cohabiting partner, whose marriage or shared life with the beneficiary predated the application for asylum, as well as the unmarried children of the couple, aged 19 or under when the visa application was submitted. Unmarried minor beneficiaries of international protection may apply for reunification with their parents, and since 1 January

¹³⁰ Centre Primo Lévi, *Accueillir les réfugiés, c'est aussi les soigner* [To welcome refugees, is also to care for them], 2016.

¹³¹ France terre d'asile and Parcours d'exil, *Identifier, accueillir et soigner les victimes de torture dans la procédure d'asile en France*, [Identifying, welcoming and caring for victims of torture in the French asylum process], December 2015.

¹³² Syrian refugee, in France for two years.

¹³³ European Migration Network (EMN), *Regroupement familial et réunification familiale des ressortissants de pays tiers en France* [Family Reunification of Third-Country Nationals in France], April 2017.

¹³⁴ Article L752-1 of the Ceseda, amended by Law No. 2018-778 of 10 September 2018 - Article 3.

2019, with their unmarried minor siblings.¹³⁵ As regards marriages and births that occurred after they were granted international protection, refugees or beneficiaries of subsidiary protection may apply for family reunification but the aforementioned conditions will then apply.

French law does not impose a deadline by which to apply. The administration has in some instances requested that the application be submitted within a 'reasonable timescale', but no specific timeframe has been laid down.

Prior to the Asylum Law of 29 July 2015, beneficiaries of international protection could not apply for family reunification before they had been issued their residence permit and the Ofpra had established their civil status, which could take several months. Thanks to this law, they can now apply once they have received the notification that they have been granted protection on the basis of the documents in their possession proving family ties. If the applicant does not have any civil status documents, other evidence provided by the applicant or protected person and the Ofpra can serve as evidence of family ties (for example, photographs). The applicant must have noted the members of their family on their asylum application.

In practice, the veracity of family ties or the authenticity of the documents submitted is often contested by the administration, in particular if there is no marriage certificate and in the case of unmarried couples. Furthermore, beneficiaries of international protection, who are no longer permitted to approach the authorities of their country of origin, face the added difficulty of obtaining the necessary documents, which is compounded if there is a change in the legislation of their country of origin over the same period. Furthermore, some embassies require additional or translated documents to be provided at the cost of the family, though this is not a requirement under French legislation.

The procedure is also long and complicated as it is difficult to get an appointment and it may even be necessary to attend several embassies. For example, Afghan nationals have to go to Islamabad, in Pakistan, following the closure of the French consulate in Kabul. However, they must first obtain a visa allowing them to enter Pakistan.

Family members of a refugee can apply to be granted protection, even if they do not themselves fear persecution, on the principle of family unity. If they do not want to apply for protection from France, the family members will receive the

¹³⁵ Article L752-1 of the *Ceseda*, amended by Law No. 2018-778 of 10 September 2018 - Article 3.

same residence permit as the beneficiary, i.e. a residence permit valid for ten years for relatives of refugees and a multi-year residence permit valid for a maximum of four years stating ‘family member of beneficiary of subsidiary protection’ for relatives of beneficiaries of subsidiary protection.¹³⁶

Previously the Ministry of Interior provided a family tracing service, but funding for this service, which was already meagre, was reduced in 2009. The service was completely discontinued in 2013. Today, only the Red Cross offers this service. The Red Cross has seven family tracing branches in France. In 2016, 57 % of cases processed through the family tracing service had a positive outcome.¹³⁷

Good practices

In 2017, the **France-Visas platform** was launched by the Ministry of Interior and the Ministry of Foreign Affairs to simplify visa application procedures, including for ordinary family visas and family reunification. This scheme enables visa applications to be submitted and appointments to be booked online.¹³⁸

9. Building social bridges

‘Singa made me feel like I have a family in France.’¹³⁹

As noted above (Section 5), beneficiaries of international protection have to sign the Republican Integration Contract, which involves undertaking training on the values of the Republic. However, this requirement is largely ceremonial and does not respond the need for contact with French citizens, a must for integration.

Although civil society had always been active in this regard, to various degrees, since 2015 we can observe a proliferation of initiatives seeking to offer a better welcome to beneficiaries of international protection and integrate them into French society. These initiatives range from offering language course to running

¹³⁶ Article L313-25 of the Ceseda, established pursuant to Law No. 2018-778 of 10 September 2018 - Article 1.

¹³⁷ Red Cross, "Le rétablissement des liens familiaux... Qu'est-ce que c'est ?" [Restoring Family Links... What does it mean?].

¹³⁸ www.france-visas.gouv.fr

¹³⁹ Syrian refugee, in France for 18 months.

exchange programmes and social and cultural events, as well as career development activities.

The DiAir, via its Volont'R programme, run in partnership with France terre d'asile, coordinates the deployment of 1 500 civic service places for refugees and 500 outreach posts to promote the civic engagement of refugees in public interest missions, which are paired with French courses, two half-days per week, during their civic service.¹⁴⁰

As explained above (see the chapter on language), many initiatives seek to pair language courses with interaction with citizens and local residents. There are also sponsorship and mentoring initiatives, such as France terre d'asile's Duos de demain [duets for tomorrow] programme, Singa's Buddy programme and the activities run by Réfugiés Bienvenue.

Good practices

Duos de demain, a sponsorship project run by France terre d'asile since 2015, involves building a close relationship between someone who has lived in France for a long time and a beneficiary of international protection. The sponsor's role is mainly to facilitate integration by creating social ties and helping the beneficiary to learn about French society. The programme seeks in particular to help beneficiaries improve their level of French, discover the local area and leisure activities and learn about French culture and values.¹⁴¹

Access to cultural activities can play an important role in helping beneficiaries to feel they belong and can flourish. Cultural understanding gives confidence, beyond the issue of language, builds self-esteem and respect for their own culture. Museums, galleries, shows and libraries are places to meet and interact and they can therefore facilitate integration. Organisations such as Singa, Langues Plurielles and Emmaüs all run cultural outings for refugees. Professionals in the world of culture also have a role to play in facilitating the integration of refugees.

¹⁴⁰ DiAir, *Volont'R, le grand programme national de service civique pour les réfugiés [Volont'R, the major national civic service programme for refugees]*, 23 June 2018.

¹⁴¹ www.france-terre-asile.org/parrainage

Good practices

The **Louvre**, like other museums, has introduced free entry for refugees and asylum seekers. Its cultural democratisation service regularly welcomes groups of refugees led by Syrian or Iraqi refugee speakers.

The public reference library at the **Centre Pompidou** has welcomed refugees since 2010 and offers conversation workshops, employment advice and information on rights, in addition to encouraging the self-study of French as a foreign language. A study hall is run twice a week by a France terre d'asile facilitator who welcomes refugees and migrants and provides them with information about their rights.

The **Orchestre de chambre de Paris** chamber orchestra's 'migrants sing' project, brings together migrants, schools, the volunteer network and renowned professionals and artists. It is a participatory musical composition project that works with migrant groups and primary and secondary schools in neighbourhoods in the north-east of the city.

The journal **Liberation** published a special edition entirely produced by refugees in 2017.

10. Conclusion

One of the main objectives of this report is to take an inventory of the policies and legislative measures in force since 2016, current good practices and the obstacles faced by beneficiaries of international protection once protection has been granted, along their pathway to integration. Our study, based primarily on the results of interviews carried out from 2017 to mid-2018 bears witness to the lack of targeted policies and *ad hoc* integration measures tailored to the specific needs and vulnerabilities of refugees and beneficiaries of subsidiary protection. This significantly jeopardises their pathway to integration, deemed by some we met to be a real ‘uphill struggle’. Over recent years we have seen the development of more targeted policies and a gradual recognition of the specific needs of this group, in part due to the rise in the number of refugees present in France and the change in migration profiles. This commitment on the part of the state has materialised, in particular, in the adoption of the “Migrant plan” in July 2017, the National strategy for the reception and integration of refugees in June 2018 and the “Asylum – Immigration” Law in September 2018 and even in the appointment of an Interministerial Delegate for the Reception and Integration of Refugees in January 2018.

Although we consider the policy developments over recent years to be positive steps on the road to the integration of refugees, we can however only offer a partial review as not enough time has yet passed to be able to assess their long-term impact. Indeed, the measures on the integration of refugees contained in the “Asylum – Immigration” Law of 10 September 2018 did not enter into force until 1 March 2019, when this study was published. In order to promote the proper implementation of these measures, we consider it essential that they be subject to on-going monitoring and evaluation, in particular by mobilising and collaborating with all relevant stakeholders, whether in the public or private sector.

The constant management and monitoring of the implementation of these measures should also facilitate the development of tailored policies and support schemes to tackle other challenges that remain to be addressed in relation to integration. Therefore, the constant and lasting rise in the number of people granted international protection in France, who often do not speak French and who sometimes have low levels of education, means that access to holistic support must be promoted. Access to education, vocational training with a view to labour market integration, language training and even long-term housing must be facilitated to this end without delay. Likewise, the increase in the number of

beneficiaries of international protection in France suffering from trauma or specific vulnerabilities – linked to the reasons for their exile or the hardship suffered during their journey – will increase the need to facilitate access to care and support that takes these specific needs into account to ensure successful integration. The integration of resettled refugees, who could number 10 000 by 2019 according to commitments made by the government, also presents a distinct challenge, considering the vulnerability of these individuals. Finally, viewing integration as a two-way process, strengthening social ties between the local population and refugees, will be a major challenge in the long term, in particular as regards promoting social cohesion across the whole country.

11. Annexes

11.1 List of abbreviations

ADA	Allocation pour demandeurs d'asile	Asylum seeker allowance
Afpa	Agence nationale pour la formation professionnelle des adultes	National Agency for Adult Vocational Training
ATA	Allocation temporaire d'attente	Temporary waiting allowance
BPI	Bénéficiaire d'une protection internationale	Beneficiary of international protection
BPS	Bénéficiaire d'une protection subsidiaire	Beneficiary of subsidiary protection
Cada	Centre d'accueil pour les demandeurs d'asile	Reception Centre for Asylum Seekers
CAF	Caisse d'Allocations Familiales	Family Allowances Fund
CAI	Contrat d'Accueil et d'Intégration	Reception and Integration Contract
CEFRL	Cadre européen commun de référence pour les langues	Common European Framework of Reference for Languages
Ceseda	Code de l'Entrée et du Séjour des Etrangers et du Droit d'Asile	Code governing the entry and residence of foreign nationals in France and the right of asylum
CHU	Centre d'hébergement d'urgence	Emergency accommodation centre
CIR	Contrat d'intégration républicaine	Republican Integration Contract
CMU	Couverture Médicale Universelle	Complementary universal health insurance
CPH	Centre provisoire d'hébergement	Temporary accommodation centres

DAAEN	Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité	Directorate for Reception, Foreign National Support and Nationality
DGEF	Direction générale des étrangers en France	Directorate-General for Foreign Nationals in France
DiAir	Délégation interministérielle pour l'accueil et l'intégration des réfugiés	Interministerial Delegation for the Reception and Integration of Refugees
Dihal	Direction interministérielle à l'hébergement et à l'accès au logement	Interministerial Delegation for Accommodation and Access to Housing
Direccte	Direction régionale des entreprises, de la concurrence, de la consommation, du travail et de l'emploi	Regional department for business, competition, consumption, labour and employment
DPHRS	Dispositif provisoire d'hébergement des réfugiés statutaires	Temporary accommodation of recognised refugees scheme
ELIPA	Enquête longitudinale sur l'intégration des primo-arrivants	Longitudinal Survey of the Integration of New Arrivals
UNHCR	Haut Commissariat des Nations unies pour les réfugiés	United Nations High Commissioner for Refugees
OECD	Organisation de coopération et de développement économique	Organisation for Economic Co-operation and Development
Ofii	Office français de l'immigration et de l'intégration	French Office for Immigration and Integration

Ofpra	Office français de protection des réfugiés et des apatrides	French Office for the Protection of Refugees and Stateless Persons
NGO	Organisation non-gouvernementale	Non-governmental organisation
Pacea	Parcours contractualisé d'accompagnement vers l'emploi et l'autonomie	Contractual employment support and independence pathway
PIAL	Parcours d'intégration par l'acquisition de la langue	Integration through language acquisition pathway
RSA	Revenu de solidarité active	In-work income support
EU	Union européenne	European Union
UPE2A	Unité pédagogique pour élèves allophones arrivants	Educational Unit for New Non-Native French Speaking Pupils

11.2 List of interviews

Name	Institution	Date
Virginie Lasserre	DGEF - Department for the Reception of Asylum Seekers and Refugees	February 2017
Clotilde Giner	Order of Malta	March 2017
Lionel Pourteau	Habitat et Humanisme	March 2017
Khelil Benheine	Ofii	April 2017
Sophie Pegliasco	Ofpra	April 2017
Joachim Jarreau	Paris Dauphine University	April 2017
Wafa Triek	ENIC NARIC	April 2017
Alice Fermon	L'île aux Langues	May 2017
Faustine Masson	Interministerial Delegation for Accommodation and Access to Housing (Dihal)	May 2017
Bénédicte Maurice	Ofii	May 2017
Thibaud Le Gonidec	Dihal	May 2017 and March 2018
Élise Bord-Levere	Afpa	June 2017
Magali Robert	City of Paris	June 2017
Christelle Caporali-Petit	DGEF - Department of Statistics, Studies and Documentation	July 2017
Christine Huynh, Charlotte Schneider	City of Paris	July 2017
Nicolas Chambon	Le Vinatier Hospital, Lyon	July 2017
Caroline Martinez	Forum réfugiés-Cosi - Essor Health Centre	July 2017
Chloé Monin	Forum réfugiés-Cosi	July 2017 and August 2017
Kavita Brahmhatt	Action Emploi Réfugiés	September 2017

Aurélie de Gorostar-zu	Red Cross	September 2017
Virginie Borel	Alpha B, Tous bénévoles	September 2017
Maelle Monvoisin	Langues Plurielles	September 2017
Claire Verdier	CEFIL	September 2017
Agnès Fontana	DGEF - Directorate for Reception, Foreign National Support and Nationality (DAAEN)	October 2017
Rolince Mbungu	UNHCR	October 2017
Dominique Lavarde	Paris Prefecture	October 2017
Isabelle Ayrault and François Pinel	DGEF - Directorate for Reception, Foreign National Support and Nationality	November 2017
Christian Robin	France langue d'accueil	November 2017
François Pinel	DGEF - Language Learning and Citizenship Office	November 2017
Sarah Schneider	École normale supérieure	April 2018

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