The Integration of Refugees into Host Country Labor Markets: Barriers and Best Practices in the EU

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Abstract. This article aims to identify ways of integrating refugees on the labor market in countries belonging to the EU, considering the barriers and difficulties that refugees face when they want to get hired in the host state. In the first part of the research, I identified various parties involved in the integration of beneficiaries of international protection, both at territorial level, governmental departments and third parties that play a role in the integration of refugees. The importance of studying this subject is given by the necessity of knowing the value of the right to work for the refugees. The question of this research is the following: "Is the integration of refugees in host societies a challenge for the EU?". One objective of this research is analyzing the economic situation in the host countries selected from EU28, which is important for establishing the ability of the member states to integrate refugees into the labor market. In the last part of the article we will find an analysis of the German experience in terms of the labor market integration of refugees, the reason for choosing this state is that Germany it’s an example of good practice on the topic.

Keywords: refugees, labor market, host countries, integration, best practices, EU

1. Introduction

The need of research for this subject of interest for European countries it’s explained by the fact that with the acceptance of refugees in EU member states, the involved ones are forced to help facilitate the integration of refugees on their labor market.

This article is divided into several parts, thus, in the first part of the research are presented the existing barriers to enter into the labor market for the people that decided to flee in a country belonging to the European Union. This is necessary in order to understand the difficulties experienced by refugees before they integrate into the labor market. Further, the solutions found to cope with the problem mentioned above are designed to improve access to the labor market for
the refugees, which will lead to many benefits for both the refugees that are established in the territory of an EU member state and also for the economy of that state.

The second part of the research it aims to determine the possibilities of Europe to support in terms of financial integration those who have decided to leave their country of origin, having as main reasons: war and persecution. To illustrate the economic situation of the host countries, the research provides an analysis of an indicator on refugee integration and highlights the ability of European countries to successfully cope with the requirements imposed in order to integrate refugees who were granted asylum in a member state of the European Union.

The last part of the research is necessary to identify the best practices used in Germany, which has expertise in terms of addressing issues on the integration of immigrants, the more so, as we refer to a special category of immigrants that need urgent assistance.

2. Entry barriers on the labor market of refugees in EU member states

In the first phase, it is essential to provide the refugee status to those who qualify to receive it. In this case the first problem they have to stand up to is the period during the resolution of the application which they submitted to obtain permission to remain in the host state and be considered refugee. The right to work is limited in the period prior receiving refugee status, and during this time they can not be hired, so they live using the financial support provided by the state where they applied for asylum.

Why is this a problem for integration in the labor market? Besides the aforementioned arguments, comes another issue, that at the time when they expect the resolution of the case, time in which they don’t have the right to work, they cannot get any help in terms of learning foreign languages and they can not participate in training to match the demands of the labor market in which they will work if they get the right to do it. Given these things, when they will receive the refugee status, they will not be prepared to enter the labor market, which means that they will continue for a further period to be dependent on social assistance of the authorities, while becoming a financial burden for the host state.

Also, lack of language skills leads to a problem with the integration of refugees in social terms and especially in terms of their employment, even more
that employers are not familiar with the situation of this category of people.\footnote{Christopher Chope, “Refugees and the right to work”, Committee on Migration, Refugees and Displaced Persons – Council of Europe, 2014}

The main problem regarding the chance to learn a foreign language in the case of refugees is the cost of such courses, costs that includes on one hand tuition, but there are also indirect costs related to the journey of refugees to centers learning, gap that often deters refugees to attend these courses, a specific case of a country where there were such situations is the Great Britain.\footnote{The European Migration Network (EMN), “Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices”, European Commission, 2016}

Another impediment to refugees in order to access the labor market is the lack of training and the absence of work experience, which leads to difficulties regarding their employment. On the other hand, refugees that learned in their countries of origin and have qualifications and experience in broad areas, may face time at the same time with their departure from home and their establishment in Europe, problems regarding the recognition of prior experience, skills acquired and studies or qualifications obtained in their country of origin.\footnote{Idem 1}

3. Who is involved in the integration of refugees on labor market?

There are many parts that are involved in the implementation of refugee integration policies on the labor market, and this fact shows us the variety of barriers that they face when they want to engage. In the table below we can see the level of involvement locally and also the government departments that are involved in labor market integration policies of refugees. In this way, we can draw a conclusion, that all countries in the table, except Belgium, assume full or partial responsibility in terms of integration policies on the labor market.

In Belgium, the responsibility is assumed by local or regional authorities, integration policies on the labor market is decentralized regionally in Flanders and Wallonia. A concrete example in that case is the fact that Flemish Community Commission (VGC) it’s in charge with the integration for dutch language. On the other side, French Community Commission (COCOF) is responsible for integrate those who are speaking French.\footnote{Idem 2}
Locally, there are several organizations that deal with helping refugees to their entry into the labor market. This organizations complete the assistance offered by the Public Employment Service (PES). PES is designed at national and regional level and then implemented locally. When it comes to local organizations, we talk about non–governmental organizations (NGOs), non–profit businesses, trade unions and employers.\(^5\)

The public agencies for employment of labor have an important role regarding the implementation of integration policies in the labor market, a concrete example in this case is Sweden. The Swedish Public Employment Service (PES) coordinates some actions designed to help refugees in order to integrate them into the labor market. Through these actions we can find the implementation of assistance for people who want to find a house or determining quotas of refugees to be resettled in areas that are in cooperation with the Swedish Migration Board. The power distribution between territorial entities matter, so the responsibility of integration can be divided into different levels of government. For example, in Spain the responsibility for migration and asylum are at the state level,

\(^5\) Organisation for Economic Co-operation and development, “From immigration to integration local solutions to a global challenge”, 2006
but the regional and municipal services are offering education, health, employment and housing in order to integrate refugees. Also, Estonia’s integration policies of beneficiaries of international protection are made at national level, the local authorities are implementing the policies and the municipalities are meant to provide social assistance attribution and payment of social services, which are granted from the state budget.\(^6\)

The measure in which different stakeholders get involved in the integration of refugees varies from state to state, considering the current partnerships that they have at that time, the power which they possess and the responsibilities they have routinely. Examples of European countries where municipal authorities have the power to plan partnerships are Spain, Italy and Britain. Also, syndicates have a say in Spain and Italy, but in the case of UK, trade unions are not present into a large extent in order to support local initiatives to facilitate the integration of refugees, thus being at the opposite end of Spain and Italy. Thus, in Europe, employment in the private sector it is very rare and integration efforts made at local level are too low. An exception to this case does Italy, where local chambers of commerce encourages refugees to develop local entrepreneurship.\(^7\)

In the table below we can see the third parties involved in the integration of refugees on the labor market, and the states in which these parties stands out as having a big contribution to the integration.

Regarding the social partners, namely employers’ associations and trade unions, they had a significant role on the integration of refugees in countries such as Austria and Finland, while businesses have contributed especially in Cyprus. On the other hand, churches were involved to integrate refugees in Austria and the Czech Republic. Besides, in Ireland and Sweden are involving several third parties, such as Private Organizations, International Organizations and Non-Governmental Organizations. Moreover, International Organizations are involved in the integration of refugees on labor market, among them we can find the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM).\(^8\)

\(^6\) Idem 2
\(^7\) Idem 5
\(^8\) Idem 2
### Table 3.2 The involvement of third parties in implementing policies to integrate refugees into EU countries

<table>
<thead>
<tr>
<th>Third Party Type</th>
<th>Countries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social partners</td>
<td>Austria, Finland</td>
</tr>
<tr>
<td>Businesses</td>
<td>Cyprus</td>
</tr>
<tr>
<td>Churches</td>
<td>Austria, Czech Republic</td>
</tr>
<tr>
<td>Private organisations/businesses</td>
<td>Ireland, Italy, Sweden</td>
</tr>
<tr>
<td>Public and private educational institutions</td>
<td>Germany, Ireland, Malta, Sweden, Slovenia</td>
</tr>
<tr>
<td>International organisations</td>
<td>Cyprus, Estonia, Greece, Great Britain</td>
</tr>
<tr>
<td>Non-Governmental Organisations (NGOs)</td>
<td>Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Estonia, Greece, Spain, Finland, France, Ireland, Lithuania, Luxembourg, Latvia, Netherlands, Sweden, Slovenia, Slovakia, Great Britain</td>
</tr>
<tr>
<td>Foundations</td>
<td>Netherlands</td>
</tr>
<tr>
<td>European institutions and Agencies</td>
<td>Greece</td>
</tr>
</tbody>
</table>

Source: processed by the author using European Commission database

Regarding Non-Governmental Organizations (NGOs) we can see in the table from above that they are implicated in most states, becoming the most involved third party in the integration of refugees into the labor market in host states. These organizations contribute to the integration of refugees by offering them help on training, language courses, medical and psychological counseling to recover from the trauma suffered and still an important support offered by NGOs is that refugees are helped to find affordable housing. In some EU countries, the actions undertaken by NGOs are funded by the European Union, often funded through Asylum, Migration and Integration Fund (AMIF) and the European Social Fund (ESF). In Belgium, for instance, activities undertaken by NGOs with funds provided by the European Union in the field of migration are most often based on a project and this shows that these organizations do not have a long-term cooperation with regional or federal governments.⁹

⁹ Idem 2
4. Solutions to combat the integration difficulties experienced by refugees - Positive effects of facilitating their access to labor market both for state and refugees

To be successfully integrated into the labor market in the states in which they receive the right to work, refugees should be encouraged and supported by the host state by applying the following measures to facilitate their integration: language courses and recognition of qualifications acquired until that moment.

One of the solutions needed to facilitate a successful access in the labor market for the refugees, if the state consider to disperse refugees across the country, is taking into account if there are jobs available that correlate with their skills in that regions. A state that distributes refugees across the country is Sweden, but before doing it, they take into account the level of education of the refugees and their work experience. The reason behind this decision of sharing refugees in several areas is explained by the fact that such costs are divided, in that way it’s easier to provide decent houses and also avoid segregation. Another solution is related to treating refugees differently depending on their educational history. This means that there must be a difference of approach on different levels of support, namely, those who have a higher education will require a different preparation to those who do not have even basic qualifications. An example in this case is Denmark who is offering a foreign language program that can last up to five years for refugees who have no training and a lower level of education.¹⁰

Given the fact that many refugees do not speak the national language of the state in which they arrive and get settled, neither English as an international language, leads to complications in attempting to find a job, preventing them to access public services and socialize with residents of the receiving state. EU member states provide language training for refugees, the number of hours offered differs from state to state and the refugees availability to classes depends on whether the course is at a suitable level at which each person stands for. A state that represent an exception to the foregoing on language courses is Croatia which is in a period of preparation of an integration program for refugees, which aims both language learning and guiding them in terms of Croatian culture and history.¹¹

There are countries in the EU where there is higher availability for refugees

¹¹ Idem 2

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to benefit from language courses and the sources that offer these courses are manifold. These countries include: Austria, Germany, France, Italy, Luxembourg and Sweden, countries that give evidence of good practice in terms of the multitude of sources that provide language courses to the third country nationals. In contrast, ranks states that have a reduced availability to provide training, such as Greece who have available projects for learning, but only for a limited number of people, while other EU countries do not have the resources available to subsidize these courses, therefore the number of people accessing such courses is limited among countries like Ireland and Latvia. Still there are countries where the demand for this kind of courses is so high that resources are unavailable for the large number of applicants, which is the case of countries such as Belgium and Finland. Another measure designed to promote the integration of refugees on labor market is the initiatives and programs that have as goal the recognition of qualifications obtained by refugees prior to their arrival in the host country. Such programs are necessary in order to allow refugees to find jobs matched with their skills and qualifications. However, if they can prove their competences, they must fulfill a lot of administrative formalities and procedures, that can often be very expensive and take a long time.12

There are two major reasons why it is necessary for refugees to find employment, primarily for themselves, and then the host society.

In the first place, finding a job according to their level of training brings regaining self-respect and dignity for refugees, can give them hope and the satisfaction that they managed to integrate in the society in which they are going to live. On the other hand, finding a job also helps establish financial independence and reduces the risk of material deprivation. The integration of refugees on labor market may lead to their return into their country of origin, once the war it’s over, this will be possible if the refugees will integrate into the labor market in the European countries, and then with the financial situation obtained in the host country, with the skills acquired along the way, they will be able to return to their countries of origin.13

Advantages registered by the host societies with the integration of refugees on labor market are diverse. Among the advantages we find that some of the refugees have a high level of education and therefore have a lot of knowledge

12 Idem 2
13 Idem 1
and skills formed in their home countries that they can use in the European countries. Once with their employment, they will pay taxes, will buy goods that ultimately will lead to the increase of revenue for the host state.

During the time in which the asylum seekers and refugees have not received the right to work, it is likely that they begin to work on the black market, thus contributing to the underground economy.

There is another scenario where refugees do not get the right to work, this may give rise to dependence on social assistance from the state. This can lead to high costs from the member states, which is undesirable, but to prevent this, UNHCR - The UN Refugee Agency supports the idea that those who require international protection to receive a temporarily work permit, with the requirement that they have accomplished a half a year since living in that country.\textsuperscript{14}

5. Discrimination as a factor that makes more complicated the integration of refugees in the labor market

There are many factors that complicate the integration of those who benefit of international protection, including instability of a house, the process of receiving asylum which often lasts a longer period of time and the most common factor that prevents the successful integration of refugees is discrimination.

Many countries have brought to the fore discrimination as a major problem leading to complicate integration of refugees, the most obvious example is the case brought into view by the National Reference Group from Ireland. They mention that employers can implement discriminatory or racist practices and in this case refugees may face a lack of understanding of the ways through which they can get a job in Ireland. Also in Austria discrimination may prevent employment of refugees on grounds connected with the skin color or with the cases where muslim women wear hijab. What is representative for the refugee communities in Austria, is that there were many cases in which asylum seekers have experienced situations in which they have been discriminated even by economic migrants settled in Austria, especially in the construction sector. Given the above, refugees prefer to work for companies owned by Austrians than in a company headed or owned by a migrant. Moreover, in France there were refugees who were frequently confronted with

\textsuperscript{14} Idem 1
negative responses at the time to get hired, despite the fact that they were highly motivated to work.\(^\text{15}\)

Also, in Finland they have identified cases of discrimination against refugees and immigrants, such cases have been attributed to the presence of institutional and attitudinal resistance factors that were found on the labor market and this leads to find these people in a marginal posture even if they make efforts to integrate.\(^\text{16}\)

Norwegian Refugee Council (NRC) shows that there are many refugees mainly from Eritrea who say they often face discrimination on the labor market, which leads to a complicate situation of finding a job and have a decent living. NRC notes that this discrimination made by employers when hiring displaced persons is based on their concerns about the probability that they have connections with terrorist groups in Somalia or Sudan.\(^\text{17}\)

6. The capacity of the European states to receive and integrate refugees into the labor market - selected states of EU28

The role of this analysis in the current research is to identify the economic situation in the member states of the European Union related to their power in terms of integration into the host society. To make this possible, I identified an indicator able to show us if European countries can give refugees the chance to find a job. The analyzed indicator is the population at risk of poverty and social exclusion, this indicator shows what percent of the total population of a state is at risk of poverty and social exclusion. For this analysis I chose some member states from EU28, which have experienced the arrival of a large number of refugees, the analysis is performed for the period 2013-2015.

We can see from the chart below that in 2015 the state with the highest percentage of population exposed to poverty and social exclusion is Hungary, with a share of 26.5%, this being the state with the highest rates recorded in all the

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\(^{15}\) “A new beginning Refugee Integration in Europe”, *UNHCR The UN Refugee Agency*, 2013


three years analyzed, exceeding the EU average in the analyzed period. This is one of the reasons why Hungary has decided to build fences on the his borders thus preventing the entry of the refugees on its territory, that action was taken after recording a large number of refugees, registered still the onset of the crisis.

Figure 6.1 People at risk of poverty or social exclusion - selected countries from EU28

Neither Italy nor Spain have a very high power of integrating refugees if we take in consideration the population at risk of poverty and social exclusion. Thus, in the graph we can see that both countries exceed the EU average in all the three years of the analysis. Spain's situation aggravate with the passage of the years, starting with a rate of 23.3% in 2013 and reaching 25.1% in 2015 compared to Italy where, although the population at risk of poverty and social exclusion is higher than one in Spain, in 2014 experienced an improvement in comparison with the previous year.

However, in 2015 Italy recorded the second highest population exposed to poverty and social exclusion among the analyzed countries, reaching 26% of the population at risk of poverty and social exclusion.

Given these considerations, the integration of refugees in Spain and Italy it’s going to be achieved with difficulty having in consideration that their economic situation is more difficult compared with France, Austria and Sweden, which in
2015 recorded the lowest rates of population at risk of poverty or exclusion social.

7. Germany - the best example of good practice on the inclusion of refugees in host countries

Although the integration of the applicants for international protection is a difficult process that takes a long time, there are still countries that manage to successfully integrate refugees. The best example of good practice regarding the integration of refugees is Germany, which was ranked among countries that received most refugees since the start of the crisis. As a result, of its prosperous economic situation, Germany has agreed to receive refugees, being considered as a preferred state for the applicants of international protection. What is the reason why Germany accept so easily a huge number of refugees on his territory? Firstly, the arrival of refugees in Germany brings a great advantage for the German society, because the population is in a strong aging process.

In the recent years, the policy of integrating refugees in Germany has made a very high progress, thus registering major improvements, so were made reforms regarding language teaching and accessing the labor market, but also in early evaluations skills. These things lead to prepare the Germans on the field of the integration of the applicants for international protection.\(^\text{18}\) The National Integration Plan noted that there are several areas where they have to engage for the integration of the refugees, those areas of interest are: education, foreign language, local integration, gender equality, culture, research, sports and more. After identifying these areas of interest, they established targets and over 400 measures to achieve the objectives.\(^\text{19}\)

In the period of December 2014 - September 2016 estimations show that about 40,000 refugees have received a job in Germany, on the other hand the estimates show that for the same period were registered approximately 110,000 unemployed refugees. However, the integration of refugees will last and it is likely that only some of them will be integrated, especially those who have reached the beginning of the crisis. German experts believe that during the period in which the asylum applications are analyzed, refugees should be trained to learn the official

\(^{18} \text{“Influx of refugees: Integration as a key challenge”, German Council of Economic Experts, 2016}  \\
^{19} \text{Bruce Katz, Luise Noring and Nantke Garrelts, “Cities and Refugees—The German Experience”, Brookings, 2016}
language of the host state in order to be prepared to enter the labor market, and for that it is very important to assess the qualifications of the refugees and their level of foreign language, those things have to be done in the initial stage. The Germans put a lot of emphasis on the training of the refugees, who consider that the investment in education, especially for young people, is important for their integration in the labor market, even if on short term this would mean the loss of opportunities to earn money explained by the period of training that prevents them to work for a time.\(^\text{20}\)

Economic and social integration in Germany requires that the refugees should have knowledge of the German language at a high level and this is explained by the fact that to work in Germany requires a working competence in this language. Given the fact that few refugees that are arriving in Germany know this foreign language, many of them having an adult age that has passed the period of schooling, means that learning them remains in the job of the non-profit organizations or civic groups.\(^\text{21}\) Germany offers 600 hours of German language funded by the state for asylum seekers that have chances of acceptance of their application. Also, Germany began in 2015 a program of early assessment skills and experiences for refugees, while providing in addition an assessment of qualification through the "Professional Qualifications Assessment Act".\(^\text{22}\)

In community colleges from Germany, refugees but also those who have not yet received the refugee status and are only applicants for international protection may participate in free language courses, reaching a level of A1-B1 and we have to mention that these courses comprise a total of 400 hours of language. After reaching the B1 level of foreign languages and their legal status is determined, refugees can continue their studies in the center jobs, centers that offers courses at the levels of B1 and C1 and what brings new this classes is that refugees follow language courses adapted to their preferences regarding the future job. Given that these courses are in high demand among refugees, German colleagues began to prepare volunteers qualified for them to be able to teach them the German language and also advising them during the time in which their

\(^{20}\) Idem 18
\(^{21}\) Idem 19
application for asylum is analyzed.\textsuperscript{23}

On the other hand, for the refugees who have the adequate age that allows them to work, their integration into the labor market as quickly as possible it is necessary to obtain a source of income and improve their german language. However, previous years showed us that the generations of refugees reach employment rates comparable to economic migrants after about 15 years from their acceptance of refugee status, while economic migrants take one or two years to reach the same level.\textsuperscript{24}

Another example is related to the encouragement received by refugees to integrate the labor market in Germany for the people who have a diploma. In this respect, after a period of three months the asylum seekers can benefit from these integration aids:\textsuperscript{25}

1. Those who obtained a degree in Germany can apply for any occupation for which they qualify.
2. Persons who have a degree that can be compared to that of a german can apply for a job according to his studies, in this way refugees will be able to produce a gross annual salary of at least € 48 400, according to the Criteria for the EU Blue Card.
3. Applicants for international protection who have a foreign university degree can apply for a job appropriate to their training with the condition that the jobs that they are applying to be retrieved on the list of jobs that records a deficit in Germany. In their case, they can reach a minimum wage of 37.752 €, salary obtained especially in the IT field.
4. Refugees who received a diploma of apprenticeship in Germany can apply for any job for which they are qualified.
5. Persons who have obtained a diploma of apprenticeship in another country can apply for jobs that are found on the list where there is a shortage of employees and in this case refugees can work mainly as craftsmen in various industries like childcare or in elderly care.

After a period of 15 months residency, labor market is open for refugee, thus the barriers to the labor market are amounting.


\textsuperscript{24} Idem 19

\textsuperscript{25} Alexander Fink and Kalle Kappner, “Asylum migration and barriers to labor market entry Policy recommendations for easier access”, \textit{IREF Policy Paper Series}, 2015
Another example that can make us believe that Germany is one of the best examples of good practice on the integration of refugees in the labor market is that the waiting time for the solving a request for asylum was very low compared to other states. In this respect, in 2015 those who have applied for asylum in Germany had to wait an average of five and a half months in order to receive a decision on acceptance / rejection of asylum, unlike Pakistan where the average waiting time is one year and three months.  

8. The methodological approach of the research

To materialize this study, I used several research methods in order to result a comprehensive study in the integration of refugees in host countries, members of the European Union.

The main research method used in this study was to analyze the documents provided by the EU institutions. In this way it was possible to identify the barriers found by refugees at the entrance on the labor market, the various parties involved in the integration. This method was used also to perform the analysis on the example of good practice that Germany offers us regarding the acceptance of applicants for international protection and their integration.

I also used the statistical analysis to identify the population at risk of poverty and social exclusion in selected states from EU28 and to make this particular chart, I used annual data, obtained from Eurostat for the period 2013-2015. Another method used in this study was the comparison to identify the differences applied by different countries from EU regarding the integration of refugees within Europe.

9. Conclusions

Given the refugee crisis, I believe that the integration of the applicants for international protection on the labor market in the host countries is absolutely necessary, both for the host societies because in this way are reduced the costs of supporting refugees who were unable to find a job, but also for themselves as with their integration into the labor market self-esteem of the beneficiaries of international protection increases.

26 Idem 17
The entry barriers to the labor market for refugees are diverse, the most common problem is knowing foreign languages, especially the official language of the host state, which leads to the hinder of labor market access. Refugees also face problems in terms of recognition of their qualifications obtained in their home country, as well as finding a job according to their level of education.

Another common problem that refugees face at the time when they want to enter the labor market is the discrimination experienced by employers, that complicates their integration on the labor market.

The analysis made in terms of the risk of poverty and social exclusion of the population in the EU member states, shows that there are countries that will face difficulties relating to the inclusion of refugees, especially the states that received a large mass of refugees, these countries include Hungary, Italy and Spain. At the opposite there are countries that have a smaller level of the population exposed at poverty and social exclusion, so therefore they have the ability to integrate refugees easier on the labor market, such states are: Austria, Sweden, France, Germany.

Moreover, Germany shows its experience on refugee integration so that beneficiaries of international protection can be integrated successfully into the labor market. Germany reached this performance in terms of integrating refugees after an intense research of this topic through discussion aimed to find solutions to improve the integration policy. Integration policy of the German state is distinguished by the facilities offered, particularly related to offering free language courses, short waiting period for the refugee status and the relatively short period in which they are accepted to work on the labor market.

I believe this subject must be addressed and debated in the high fora, it is necessary to pay particular attention to the situation of the refugees in order to successfully integrate them in host countries and only under this condition we can talk about a integrative Europe which will face a lower cost of this crisis in the long term.

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