

The integration of refugees in France



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Abstract

This report highlights four key issues. Firstly, despite the calls for evidence-based policy, there is a need for full and accurate data on refugees. Secondly there needs to be more support for beneficiaries of international protection seeking to secure timely access to services. Time that could be spent usefully acquiring skills for integration is being consumed by seeking to meet bureaucratic demands. Thirdly, in terms of French language support, there needs to be attention to appropriate pedagogy and to the development of opportunities for connecting language acquisition to social and professional development. Fourthly the report calls for a view of integration as a dynamic process involving a global approach through the active participation of refugees, state and of civil society actors. Mutually productive connectivity with host nation citizens lies at the heart of successful integration.

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LIST OF ABBREVIATIONS

| | |
|--------------|--|
| CADA | Center for asylum seekers (<i>Centre d'Accueil pour les Demandeurs d'Asile</i> – in its French acronym) |
| CASP | Protestant Centre for Social Action (<i>Centre d'action sociale protestant</i> – in its French acronym) |
| CIR | Republican Integration Contract (<i>Contrat d'intégration républicaine</i> – in its French acronym) |
| CNDA | French national court of asylum (<i>Cour national du droit d'asile</i> – in its French acronym) |
| DIHAL | Interdepartmental Directorate for housing and access to accommodation (<i>Direction interministérielle à l'hébergement et à l'accès au logement</i> – in its French acronym) |
| FTDA | France Land of Asylum (<i>France terre d'asile</i> – in its French acronym) |
| OFPRA | French asylum office (<i>Office Français de Protection des Réfugiés et des Apatrides</i> – in its French acronym) |
| OFII | French office for immigration and integration (<i>Office Français de l'Immigration et de l'Intégration</i> – in its French acronym) |
| RSA | Active Solidarity Income (<i>Revenu de Solidarité Active</i> – in its French acronym) |
| HRW | Human Rights Watch |
| BIP | Beneficiaries of International Protection |

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EXECUTIVE SUMMARY

In France the integration of refugees is predominantly managed through a mainstream approach. That is to say once an individual obtains international protection, they enter the regime of common law (*droit commun*). This means that they are treated equally to any other French citizen and can benefit from all mechanisms of social protection. Thus, according to the common law approach there is little need for specific measures for refugee populations.

France's main targeted integration policy is that of the Republican Integration Contract (*Contrat d'Intégration Républicaine*, CIR). The CIR is obligatory for all third country nationals, including beneficiaries of international protection, who wish to settle in France. Last revised in 2016, the CIR seeks to provide signatories with a personalised integration process. The main tools for integration in the framework of the CIR are a two-day civic course and up to 200 hours of language training courses to reach an A1 level (of the Common European of Reference Framework for Languages). These integration measures have been widely criticised by institutional and civil society actors alike. Evaluations of the civic course tend to point towards its dense content, its removal from the challenges of everyday living in France, and the lack of interpreting facilities during the course. Criticisms of the language training courses include concerns about the course duration; the A1 level is seen as too low to allow professional integration; heterogeneous class populations that do not take into account different levels; or lack of targeted support for illiterate populations.

Beyond the CIR, one of the key challenges for the integration of refugees in France regards access to (adequate) housing. Refugees often experience extremely precarious living situations once they receive their protection status and have to leave the reception centres for asylum seekers. There is often a waiting period of between one to two years before refugees are able to access social housing. While the French state has devoted more resources towards facilitating refugee access to housing, this remains a chronic problem.

Furthermore, refugees are confronted with difficulties regarding accessing the labour market from insufficiently speaking the language, to holding no professional experience in France, not being able to have their qualifications recognised and a lack of social networks. Young refugees are a particularly vulnerable group in France. Under 25 year olds are not eligible for minimum income support (RSA), thus they can find themselves in situations in which they have no source of assistance from the state. The programme "*Garantie jeune*" (Youth Guarantee) which provides some form of assistance to this age group has recently been extended to include refugees, although only a few schemes for this population have been set up so far.

There is growing recognition that the successful integration of refugees requires targeted approaches that go beyond a common law approach. To this effect various pilot programmes have been created to improve integration prospects, often adopting a comprehensive approach. They provide refugees with a type of support package including, for instance, accommodation, language and vocational training and minimum income support. These initiatives tend to involve collaborations between state and non-state actors at the national, regional or local level. While they remain at the pilot level they may be extended in the coming years. The mobilisation of non-state actors regarding the provision of language training is noteworthy. Indeed, many NGOs and local authorities, like the City of Paris, have set up specific training programmes for illiterate migrants and refugees, a group that was somewhat neglected by the French state's integration policy.

The integration landscape is certainly changing in France. President Macron declared refugee integration as a priority for his migration agenda. In late 2017, MP Aurélien Taché was commissioned to carry out an in-depth consultation with relevant stakeholders involved in refugee integration. In February 2018, the findings were published as a comprehensive set of recommendations aimed at improving integration policies. The Ministry of Interior also organised a series of multi-stakeholder working groups on integration. Finally, an inter-ministerial delegate for refugee integration was created in early 2018, which will strive to improve harmonisation between different sectors. Thus, in the following years we can expect less reliance on a mainstream approach and more targeted policies to promote the integration of refugees into French society.

1. THE DIMENSIONS AND MAIN FEATURES OF THE INFLOW OF REFUGEES AND OTHER MIGRANTS

1.1. Evolution of the inflows of refugees and other migrants in the country since 2010

In recent years, France has seen unprecedented numbers of asylum claims. With two peaks in 1990 (61,422) and 2004 (65,614), these numbers continue to rise each year, from 35,520 in 2007, to 66,251 in 2013 and 85,726 in 2016¹.

In 2017, OFPRA (*Office Français de Protection des Réfugiés et Apatrides*) registered 100,412 asylum requests, an increase of 17 % from 2017². Almost 43,000 asylum seekers were accorded protection. While the rate of increase remains significant, this rise is less sharp than those registered in other European countries like Germany and Sweden. France granted 35,825 residence permits (*titres de séjour*) to beneficiaries of international protection in 2017³. It should be noted that the number of asylum applicants only covers those whose claims are referred to OFPRA, excluding asylum seekers whose cases are channelled under a Dublin procedure by the Prefectures.

The change in arrivals and asylum seekers in France reflects the change in the migration routes that occurred in more recent years. In the context of the so-called migration crisis, massive and unlawful push backs of migrants and refugees have taken place at the Italian border throughout 2016 and 2017 in the area of Menton. This has led to a shift in migratory routes from the Southern Mediterranean towards riskier journeys through the Alps. Calais remains an important transit point for migrants on their way to the United Kingdom. The number of migrants residing in Calais has fluctuated from several hundreds to thousands. In 2002, the refugee camp in Calais, Sangatte, held over 2,000 migrants. Sangatte was closed down that same year leaving migrants to sleep in makeshift camps. In 2016, the "Jungle" camp, allegedly hosting over 6,000 migrants and refugees was destroyed by the French authorities. The migrants dispersed into temporary accommodation centres known as the "Centre d'Accueil et d'Orientation".

1.2. Evolution of the profile of recent inflows

In France, the median age of asylum seekers remains at 31 years. The proportion of women also remains steady at around 35 % of asylum applicants. More than half of applicants declare themselves to be single, while around 43 % declare themselves to be married. 2017 saw an increase in the number of unaccompanied minors (+24.7 %) with the main nationality being Afghan⁴.

In 2010, the main nationalities of asylum seekers were from Kosovo, Bangladesh, Democratic Republic of Congo, Russia and Sri Lanka. Almost 35 % of applications were made by women. Between 2009 and 2010, the number of Bangladeshi applications dramatically increased, almost doubling in size. By 2015, the main nationalities of asylum seekers in France in ascending order were: Sudan, Syria, Kosovo,

¹ OFPRA (2017), *Rapport d'activité 2017*, available in French at: <https://www.ofpra.gouv.fr/fr/l-ofpra/nos-publications/rapports-d-activite>.

² Ibid.

³ Ministry of Interior (2019), *La délivrance des premiers titres de séjour en 2017: Révisions successives des données*, available in French at: <https://www.immigration.interieur.gouv.fr/content/download/114410/915635/file/EM-2019-26-La-delivrance-des-premiers-titres-de-sejour-en-2017-revisions-successives-des-donnees.pdf>.

⁴ EUROSTAT (2017), *Asylum and first time asylum applicants by citizenship, age and sex Annual aggregated data*, available at: http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr_asyunaa&lang=en.

Bangladesh, Haiti. France counted an overall acceptance rate of 23 %. Protection rates were highest among persons from Iraq, Syrian, Central African Republic, Yemen and Afghanistan.

In 2017, the main countries of origin of asylum seekers in France were Albania (7,630 asylum claims), Afghanistan (5,987), Haiti (4,934), Sudan (4,486), Guinea (3,780) and Syria (3,249). The nationalities that obtained the highest protection rates were from Syria (95.2 %), Afghanistan (83.1 %) and Sudan (59.6 %) while Albania only obtained 6.5 % and Haiti 2.8 %. The protection rate of OFPRA stands at 27 % – with an overall rate of 36 %, taking into account decisions made by the “*Cour national du droit d’asile*” (CNDA).

Migrants, asylum seekers and refugees are concentrated in large cities and their suburbs. Asylum seekers are predominantly located in large metropolitan centres and particularly in the “Ile-de-France” region (21, 747 applicants)⁵.

1.3. Overview of the level of integration of refugees in the country

It should be noted that the French state does not collect data regarding employment rates, unemployment rates, type of jobs and number of benefit claimants of refugees. Public services only collect data on nationality, birth or date of entry into France when they have an impact on the public service concerned (for instance, a period of residence required for the payment of a social benefit). Consequently, little data is collected by the administration to study the impact of different public policies on the various aspects of the integration of foreigners (professional integration, access to rights, etc.).

The labour market integration of refugees is in general much slower when compared to the other migrants, and in the short-term, refugees are likely to present worse employment conditions than economic immigrants. Asylum applicants have worse labour market conditions than recognised refugees. Interviews indicate that in practice, very few asylum seekers apply for a work permit and even fewer are accorded one. Young refugees are a particularly vulnerable group in France. Under 25-year olds are not eligible for minimum income support (RSA, *Revenu de solidarité active*) thus, young refugees can find themselves in situations in which they have no source of assistance from the state. The programme “*Garantie jeune*” (Youth Guarantee), which provides some form of assistance to this age group was extended to include refugees in 2017, although only a few schemes for young refugees have been set up so far. Vocational training programmes are managed at regional level in France. The city of Paris has also invested in language and vocational training opportunities for asylum seekers and refugees.

The integration landscape seems to be changing in France. President Macron declared “refugee integration” as a priority for his migration agenda. In 2017, the Ministry of Interior also organised a series of multi-stakeholder working groups on integration. Finally, an inter-ministerial delegate for refugee integration was created in early 2018, which will strive to improve harmonisation between different sectors. We can thus expect less reliance on a mainstream approach and more targeted policies to promote the integration of refugees into French society in the following years.

⁵ OFPRA (2017), *Rapport d’activité 2017*, available in French at: <https://www.ofpra.gouv.fr/fr/l-ofpra/nos-publications/rapports-d-activite>.

1.4. Overview of the main challenges related to asylum seekers and refugee inflows in the country

According to interviews with OFPRA, in the past, refugee flows were characterised by two dominant profiles: French speaking, with low levels of schooling and non-French speaking populations who had attended schooling. Over the last five years, however, France has received a growing number of non-French speaking asylum flows with little schooling, with a significant part of this population being illiterate. This creates new needs and challenges for French integration policy.

2. EVOLUTION OF THE POLITICAL CLIMATE AND POLICY DEBATE IN THE COUNTRY

Media coverage

According to our interviewees, under Sarkozy, Holland and Macron, governments had a securitised discourse on refugees which dominated the public and media debate. In 2016, the destruction of the Calais migrant camp known as the “Jungle” attracted much international critique. More recently, migrant solidarity figures such as the French olive farmer, Cédric Herrou, have attracted a great deal of media attention within debates on the growing phenomenon concerning the criminalisation of humanitarian assistance towards migrants, particularly in relation to two key points of passage along migration routes, the “Vallée de Roya” and the “Nord-pas-de-Calais” region.

Public opinion

According to our interviewees, public opinion has become increasingly sensitive to migration and integration policies. In France, public opinion tends to be more favourable towards migration in cities. If we take the vote of the far right as an indicator of anti-immigrant sentiment, the party gains the most votes in rural France, and particularly in the North-East and along the Mediterranean. Ironically, the far right is strongest in regions with little or no migration.

Role of civil society and NGOs

While reception policies are the responsibility of the national level, local and non-state actors, including NGOs, have proved pivotal in providing humanitarian assistance and shelter for asylum seekers and refugees. For instance, the mobilisation of non-state actors regarding the provision of language training is noteworthy. Indeed, many NGOs and local authorities, like the City of Paris, have set up *ad hoc* training programmes for illiterate migrants and refugees, a group that was somewhat neglected by the French state’s integration policy. “France terre d’asile” set up a mentoring programme (*Duos pour demain*) where asylum seekers and refugees are paired up with a local, who helps their refugee/asylum seeker learn French, master administrative processes and more generally settle into French society. Associations such as Welcome and SINGA offer temporary accommodation with families, and some have specific housing programmes: “Forum Réfugiés” (the ‘Accelair’ programme) and “France Terre d’Asile” (‘Cap vers l’intégration’ and ‘Reloref’). As many refugees lack professional contacts, SINGA also aims to connect refugees with relevant people who could help them find a job or set up their own business. In 2017, they accompanied 300 refugees towards entrepreneurship, with 23 % of them reaching financial autonomy after six months of taking part in the programme⁶. The NGO “Action Emploi Réfugiés” in France has set up an online portal where employers can post job openings, allowing refugee candidates to apply directly. Additionally, they also offer support for creating CVs.

However, few French NGOs focus their activities on the professional integration of refugees and asylum seekers as they mostly deal with reception issues and the asylum procedure. Cimade and Gisti, which provide legal assistance, systematically encourage asylum seekers to apply for a work permit. However, they generally do not engage in litigation on work permit refusals, because, given the resources available, initiatives related to the asylum procedure have priority. The “Centre d’action sociale protestant” (CASP) runs a counselling activity in finding a job or vocational occupations. They advise refugees in dealing with “Pôle Emploi”, in following administrative files such as applications for the

⁶ OECD (2018), *Working Together for Local Integration of Migrants and Refugees*, OECD Publishing, Paris, available at: https://ec.europa.eu/regional_policy/sources/docgener/studies/pdf/local_integration.pdf.

recognition of diplomas, they organise language training and workshops. According to the 2014 association report, this action facilitated the employment access for 97 refugees (CASP 2015).

Regarding refugees, most civil society organisations think that due to the specific vulnerabilities of the refugee population and due to the obstacles to integration that they face, their inclusion in the common law (*droit commun*) in itself is not sufficient. They advocate for specific measures to be adopted, including professional interpreting, social and cultural mediation, and more language training.

The Jesuit Refugee Service carried out an advocacy campaign on the professional integration of refugees and asylum seekers. The NGO prepared an appeal in front of “*Conseil d’Etat*” contesting Article 744 - 11 of CESEDA on the asylum seekers’ right to work. The NGO argued that the conditions and requirements provided by Article 744 - 11 prevented effective access to the job market, thereby contravening Article 15 of the EU Directive 2013/33/UE. The NGO added that asylum seekers are discriminated against because all foreign nationals can apply for a work permit as soon as they arrive in France, whereas asylum seekers can do it only after nine months from the start of the asylum procedure.

While these citizen initiatives proved very successful, it is important for the state to assume its responsibility in receiving asylum seekers and refugees in a dignified manner. It is also crucial that the state allocates more resources to provide more of its own structures for this population. Thus, it is important to strike a balance between promoting the role of citizens in welcoming migrants and refugees but also in making sure the state lives up to its responsibilities.

Furthermore, France has known an upsurge in prosecutions in the name of “*délit de solidarité*” (crimes of solidarity), aimed at preventing the expression of solidarity with migrants, particularly in two border zones, “*Nord-pas-de-Calais*” and the “*Valley de la Roya*”. This practice has received much critical attention and has recently been condemned by the constitutional council in the name of fraternity. It would be interesting to pursue the relationship between the criminalisation of solidarity and migrant practices in France.

Political landscape

The politicisation of immigration is associated primarily with the far-right National Front (FN) – recently renamed “*Rassemblement National*” – which incorporates a xenophobic and discriminatory rhetoric portraying non-European immigrants as a threat to French national identity, fuelling crime and creating a climate of insecurity. The 2017 National Front manifesto renewed its commitment to a massive reduction in legal immigration. Long before the Paris attacks of November 2015, Marine Le Pen made a link between immigration and militant Islamism. In the immediate aftermath, she proposed to expel foreigners “who preach hatred on our soil” and to strip dual-nationality Muslims, with extremist views, of their French citizenship. 2018 evidence suggests that municipalities hosting refugees showed a decrease in support for far-right parties. They investigated the impact of refugees relocated to temporary accommodation centres after the closure of the Jungle and found that the presence of these centres reduced the vote share.

Violence

Refugees in northern France have been subjected to aggressive use of tear gas and repeated destruction of possessions at the hands of the police in the region. A report, requested by the interior ministry in response to a report by Human Rights Watch (HRW) in July 2017, found that police used chemical sprays on refugees, including children, while they were sleeping and in other circumstances where they posed no threat. Officers also regularly spray or confiscate sleeping bags, blankets, and

clothing, apparently to press people to leave the area. Local authorities attempted to prevent food distribution by aid groups and refused to provide migrants with access to drinking water and showers⁷.

The repeated destruction and dismantlement of the camps in Calais and Paris (Jaurès and Stalingrad metro stations) forced many of the refugees to sleep without shelter as very few were provided with housing each time. Another report released by "*L'Auberge des Migrants*" and the Calais-based organisation Human Rights Observers showed that between November 2017 and November 2018 French police carried out 393 separate camp evictions against refugees in the port area. Furthermore, volunteers working in Calais were monitored and filmed on a daily basis, reflecting a desire to intimidate volunteers working in Northern France when enforced systematically. Intimidation ranged from systematic identity checks to parking fines, threats, insults and physical violence⁸.

⁷ Human Rights Watch (2017), *France: Inquiry Finds Police Abused Migrants in Calais*, available at: <https://www.hrw.org/news/2017/10/24/france-inquiry-finds-police-abused-migrants-calais>.

⁸ Human Rights Observers (2018), *Calais: the police harassment of volunteers*, available at: <https://helprefugees.org/wp-content/uploads/2018/08/Police-Harrassment-of-Volunteers-in-Calais-1.pdf>.

3. EVOLUTION OF THE LEGAL AND POLICY FRAMEWORK

Since the early 1970s, French migration and asylum policy has been focused on deterrence and stopping migration. Despite these efforts, France has nonetheless received on average 100,000 new entries per year through student visas, family reunification and asylum channels⁹. In the early 1990s, the conservative government's interior minister, Charles Pasqua, put forth the goal of "zero-immigration". The so-called Pasqua Laws prohibited foreign graduates from accepting employment, increased the waiting period for family reunification from one to two years and denied residence permits to foreign spouses who had been in France illegally prior to marrying. The legislation also enhanced the powers of police to deport foreigners and eliminated opportunities to appeal asylum rejections. In 1997, France began to move away from this zero-immigration policy, to one that sought to maintain a tough stance on unwanted forms of migration, but at the same time to attract highly skilled migration.

Since the 2000s, France adopted a securitised paradigm which treats migrants and refugees as a problem and/or a threat and aims to reduce legal pathways, reinforce border controls, increase expulsions and reduce access to asylum structures.

The 2018 asylum bill on migration and asylum dramatically reduces migrants' rights and access to asylum in France, notably reducing appeal times and increasing detention times (including of children) to step up returns. The bill was widely criticised by UNHCR, experts and civil society and resulted in a number of strikes from practitioners at OFPRA, as well as from the "*Cour nationale du droit d'asile*" (CNDA). This trend to introduce different kinds of barriers to reduce the number of individuals able to lodge an asylum claim is expected to continue in future years, notably through the EU's external dimension. Asylum is increasingly less about deciding on who is eligible for protection, rather France and the EU as a whole are setting up a bureaucratic apparatus making it increasingly difficult to register an application in the first place.

3.1. Evolution of the legal and policy approach and strategies

In France, the integration of migrants and refugees is predominantly managed through a national, mainstream approach. Once an individual obtains international protection, they enter the regime of common law (*droit commun*). This means that they are treated equally to any other French citizen and can avail themselves of all mechanisms of social protection. Thus, according to the common law approach, there is little need for specific measures for refugee populations.

France's main targeted integration policy is that of the Republican Integration Contract (*Contrat d'Intégration Républicaine*, CIR). The CIR is obligatory for all third country nationals, including beneficiaries of international protection, who wish to settle in France. Last revised in 2016, the CIR seeks to provide signatories with a personalised integration process. The main tools for integration in the framework of the CIR are a two-day civic course and up to 200 hours of language training courses to reach an A1 level (of the Common European of Reference Framework for Languages). These integration measures have been widely criticised by institutional and civil society actors alike. Evaluations of the civic course tend to point towards its dense content, its removal from the challenges of everyday living in France, and the lack of interpreting facilities during the course. Criticisms of the language training courses include concerns about the course duration; the A1 level being seen as too low to allow for professional integration; heterogeneous class populations that do not take into account different levels; or lack of targeted support for illiterate populations.

⁹ OFPRA (2017), *Rapport d'activité 2017*, available in French at: <https://www.ofpra.gouv.fr/fr/l-ofpra/nos-publications/rapports-d-activite>.

In France, asylum seekers do not have access to citizenship. Refugees can apply for citizenship upon receiving their protection status (they do not have to prove five years residency in France like other migrant categories); however, beneficiaries of subsidiary protection can apply for citizenship only after five years of residency in France. This includes the period waiting for asylum. Problems in the registration of asylum applications at the “single desks” have not improved since 2016. In most areas, the Prefectures have been unable to register claims within the three working day deadline set by the law.

Asylum seekers receive modest income support (€6.80 per day for a single person). In France only people of 25 years and over are eligible for income support which left many young refugees with no resources. The “*garantie jeune*” (Youth Guarantee) was opened to refugees in 2017 in order to meet this need.

Accommodation measures

Decisions for admission in accommodation places for asylum seekers, as well as for exit from or modification of the place of residence, are taken by OFII (*Office Français de l'Immigration et de l'Intégration*) after it has consulted with the Director of the place of accommodation. Despite the creation of 25,000 additional accommodation places in 2017, the national reception centres for asylum seekers and refugees are insufficient to accommodate all asylum seekers. As of 1 March 2018, the national reception system has 40,420 authorised places for reception centres for asylum seekers (CADA). The accommodation is mainly located in “*Ile-de-France*”, “*Auvergne-Rhône-Alpes*” and “*Grand Est*”. However, it is the “*Pays de la Loire*”, Brittany, New Aquitaine and Occitanie regions that have experienced the greatest number of creations.

The main operator is ADOMA ahead of COALLIA, FTDA, Refugee Forum-Cosi. According to the circular of 4 December 2017, the CADAs are intended to accommodate people whose application is in normal procedure and the most vulnerable people in accelerated procedure. In addition to this CADA scheme, the state has set up AT-SA centres (temporary reception of the Asylum Service). With a national vocation, the system managed by ADOMA included 2,160 places at the beginning of 2015. With the migrant plan of July 2015, 3,616 places were created by various operators and in new regions for a daily price of €15.65. To compensate for the lack of CADA places, an emergency accommodation system for asylum seekers (HUDA) had developed during the 2000s. Unlike AT-SA places, this system is essentially regional. It is very developed in “*Auvergne-Rhône-Alpes*” and in the “*Grand Est*”. According to the circular of 4 December 2017, this device is intended to accommodate people in fast track procedures or those who have been “Dublined”.

Set up to guide people living in makeshift camps in the “*Calais*” region and developed for its dismantling, the system of reception and orientation centres (CAO) accord 8,000 places including 2,000 places dedicated to minors between November 2016 and March 2017. This system has been budgeted since 2017 from the credits of the asylum and immigration mission (BOP 303). It is used today to orient people who are housed in the first reception centres of Paris. People can be admitted without their asylum application being registered. Unlike people from “*Calais*”, these people may be under a kind of house arrest during the transfer process.

Although funded by the prefecture of the “*Ile-de-France*” region for emergency shelter, the CHUM (Migrants Emergency Shelter) system shares many features with the previous one. Created to resolve the issue of Parisian migrant camps, the device is mainly used to guide people leaving the centre of first reception in Paris which closed its doors on 31 March 2018. Reception in this structure was conditioned to an examination of the administrative situation by the prefecture of police who carries out a fingerprint search for possible asylum applications in another Member State. The state has

10,000 places. The people hosted were required to register their administrative situation, but these provisions were cancelled by the Administrative Court of Paris. This device will be transformed in 2019 into asylum accommodation places. 7,800 will be HUDA and 1,500 temporary accommodation centres. In the meantime, emergency shelters for refugees (CHUR) have been set up.

Measures to support labour market access and integration

In July 2015, a reform of the asylum law was approved. Concerning access to the labour market, no major changes were made, except bringing down, from twelve to nine months, the period before which asylum seekers can apply for a work permit.

Asylum seekers

Asylum seekers are generally not allowed to work during the examination of their application in France. Access to the labour market is allowed only if OFPRA has not ruled on the asylum application within nine months after the registration of the application and only if this delay cannot be attributed to the applicant. There is no official data on the work permits requested by and granted to asylum seekers.

Interviews indicate that in practice, very few asylum seekers apply for a work permit due to the heavy requirements, including the need to obtain an offer of employment (*promesse d'embauche*). It is unlikely that an asylum seeker would find an employer willing to recruit him, when his residence permit is valid only for three months and mentions that the holder is not authorised to work. The fact that the duration of the work permit cannot exceed the duration of the residence permit entails additional administrative hurdles. It should also be noted that about two thirds of asylum seekers are accommodated outside the reception system and most of them do not have access to counselling and legal/administrative support to prepare an application file. Furthermore, the inability to access employment for several months creates a gap in their employment history.

In 2013, OFPRA committed itself to speeding up the asylum procedure, so as to shorten the period of limbo. However, when the right of asylum seekers to work was debated at the General Assembly in 2015, all parties – except the Socialist and the Green parties – were in favour of keeping the existing limitations.

Refugees

Formally, refugees have legally unrestricted access to the labour market as well as employment-related support. They have immediate access to the labour market upon receiving their protection status; however, the prefecture often takes weeks or months to produce their residency permit. During this time the refugee is given a “*récépissé*”. While this document is supposed to attest to the same rights to enter the labour market, it is often not accepted by employers (it has a three or six-month expiry period).

The main issues that negatively impact the labour market integration prospects of refugees are the length of the asylum procedure, insufficient language competence and holding no professional experience in France. Too often, refugees are also unable to have their qualifications recognised in the host country. In France, there is no principle of juridical equivalence between diplomas obtained abroad and those delivered by the Ministry of Education. The Enic-Naric, the body responsible for validating foreign titles, can only certify the validity of the documents and attest the duration of studies abroad with respect to diploma recognition. For refugees, however, the procedure is free and a more flexible process.

Refugees are also confronted with difficulties when accessing the labour market due to the lack of social networks. In most cases, refugees lack contacts and personal networks or occupational opportunities that would serve as a solid support for integration into the French labour market.

Furthermore, some jobs are restricted to French nationals such as civil servants, public-accountants, solicitors, lawyers, court bailiffs, veterinary surgeons and tobacco dealers. A number of occupations are regulated (*reglementées*), which means their practice is conditional to the authorisation by a professional association and to the possession of a diploma obtained in France. If a refugee wants to practice one of these professions, he/she has either to retake the diploma in France or to pass a test.

In 2016, an agreement was signed between *Pôle Emploi*, OFII, Ministry of Employment and the Ministry of Interior to favour the social integration of TCN newcomers. It included BIPs and aimed to promote better cooperation and exchange of information between OFII and *Pôle Emploi*. In practice, enhanced cooperation between these actors has not yet happened.

Interviews indicate that despite the impediments they face in labour-market access, asylum seekers and refugees are willing to start working as soon as possible. In practice, many asylum seekers work on the black market. In other cases, asylum seekers prefer not to engage in undeclared work because they may fear compromising their legal situation. As for refugees, some manage to find work through ethnic networks and often work on the informal market, in sectors like construction, catering industry and personal care.

Access to education and training

Children seeking asylum do not seem to face particular barriers to enrol in compulsory education and they are typically registered with a school within a few days after arrival. Some difficulties might arise for registering with a "*collège*" in the middle of the school year, which can delay school attendance. Youngsters after the compulsory school age face significantly more challenges as they are not entitled to education and schools are not obliged to enrol them.

Children seeking and benefitting from international protection receive extensive language support through the special "UPE2A" immersion classes, but after this initial period they need to rely on often inadequate and overburdened mainstream support services.

Access to healthcare

In France, asylum seekers and refugees can access the Universal Health Coverage (*Couverture Maladie Universelle*, CMU), which lasts for one year. The person can still benefit from it for the remaining period, even if their asylum application is refused. There is an individual assessment established by law, yet it does not lead to regularly monitored and evaluated health care support throughout the reception phase.

Access to welfare benefits and social protection

Contention between different levels of governance can be observed. For instance, the city of Paris has repeatedly called on the state to provide emergency reception centres for migrants and refugees sleeping in makeshift camps in Paris and elsewhere. To date, hundreds of migrants, refugees and asylum seekers remain without housing solutions. An inter-ministerial delegate for refugee integration was created in early 2018, which strives to improve harmonisation between different sectors and levels of governance involved in integration.

Lessons learnt from successful practices and from failures in particular as regards the factors that support (or not) the successful integration of refugees in the country.

Various pilot programmes have been created to improve integration prospects, often adopting a comprehensive approach. That is to say they provide refugees with a kind of package support including, for instance, accommodation, language, vocational training and minimum income support.

These initiatives tend to involve collaborations between state and non-state actors at the national, regional or local level. While they remain at the pilot level they may be extended in the coming years.

In parallel, or sometimes in the absence of, national reception and integration strategies, some cities developed or updated their own response to asylum seekers and refugee arrivals. Asylum seekers do not have access to state sponsored language courses at national level. The city of Paris has repeatedly called on the state to enable this population to access language training, and since 2016, Paris finances and supervises associative activities on its territory which offer French classes to asylum seekers. Many NGOs have set up ad hoc training programmes for illiterate migrants and refugees. Another example of a municipal reception and integration strategy is the Paris 18-point plan launched for reception in October 2015 (*Plan de mobilisation de la communauté de Paris pour l'accueil des réfugiés*) and the Paris Strategy for refugee reception and integration drafted in November 2017. Both initiatives were launched by Dominique Versini, the Vice-mayor in charge of solidarity, fight against exclusion, refugee reception and child protection. The strategy focuses on four aspects including language and labour inclusion as well as social, cultural and inclusion through sports activity. Civil society organisations are currently involved in the formulation of the integration strategy¹⁰.

Another example is that of Damien Carème, mayor of “Grande-Synthe” who, in conjunction with Doctors Without Borders, decided to build a humanitarian camp with sanitary facilities and facilities for the associations to help migrants/refugees, despite the lack of funding from the state. This position, which contrasts with that of other mayors in the region, earned him admiration and respect from the political and associative world.

3.2. Main strengths and weakness of the approaches/strategies adopted and lessons learnt

Actors in the field agreed that linguistic, economic and social integration of asylum seekers and refugees is insufficient in France. Asylum seekers and refugees encounter excessive administrative delays and waiting periods when seeking first support measures and employment. Some refugees encounter difficulties in getting their residence permits issued or renewed. Their residence permits have to be issued within three months following their request for such documentation. OFPRA takes longer than expected to deliver the necessary documentation that has to be submitted for the issuance of their permits.

Another key reception and integration challenge regards access to (adequate) housing. Less than 50 % of asylum seekers receive dedicated accommodation, and refugees often stay for extended periods in emergency accommodation, reception centres for asylum seekers or even in makeshift camps. Indeed, refugees often experience extremely precarious living situations once they receive their protection status and are supposed to leave the reception centres for asylum seekers. There is often a waiting period of between one to two years before refugees are able to access social housing if they wish to stay close to France’s major cities. While the French state has devoted more resources towards facilitating refugee access to housing, this remains a chronic problem. While reception policies are the responsibility of the state, ad hoc initiatives may take place at the local and regional level. This is increasingly the case since the so-called 2015 migration crisis. For example, in 2016 the city of Paris created a migrant reception centre to respond to the makeshift camps where migrants and refugees had been forced to sleep.

¹⁰ OECD (2018), *Working Together for Local Integration of Migrants and Refugees*, OECD Publishing, Paris, available at: https://ec.europa.eu/regional_policy/sources/docgener/studies/pdf/local_integration.pdf.

Asylum seekers do not have access to state sponsored language courses at national level. The state remains reluctant to offer asylum seekers access to language training on the basis that their stay in France is only treated as temporary. However, cities such as Paris, call on the state to enable this population to access language training. Since 2016, the City of Paris finances and supervises associative activities on its territory which offers French classes to asylum seekers.

For refugees, the level of language that can be acquired through the training is considered to be insufficient for labour market integration in France. The six-month French courses included in the welcoming and integration contract (WIC) are delivered six months or one year after recognition of refugee status. However, courses are of very poor quality. For instance, people with different levels of education are in the same class (an illiterate person in the same class as someone with a university education) and courses normally run throughout the day and are thus extremely intensive.

4. THE ROLE OF EU SUPPORT

4.1. The use of EU support and funding for reception

The Asylum, Migration and Integration Fund (AMIF - DG HOME) was set up for the period 2014 - 2020, with a total of EUR 7.06 billion for the seven years.

In France, AMIF long-term (allocation 2014–2020) amounted to €570,741,520.00.

Table 1: Financial Support to France under the Asylum, Migration and Integration Fund and the Internal Security Fund.

| | Long-term Funding 2014-2020 | | | |
|--------|-----------------------------|---|-----------------------|-----------------------------|
| | AMIF Allocation | ISF-Borders Allocation (incl. Smart Borders) | ISF-Police Allocation | TOTAL AMIF + ISF Allocation |
| France | €570,741,520.00 | €122,582,824.00 | €79,858,668.00 | €773,183,012.00 |

Source: Updated ANNEX 8 (16-01-2019) of Communication from the Commission to the European Parliament and the European Council and the Council, available at: https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/press-material/financial_support_to_mss_under_amif_and_isf_en.pdf.

4.2. The use of EU support and funding for migrants' and refugees' integration

The "*Direction Générale des étrangers*" en France is the authority responsible for the distribution of AMIF funds in France, with a budget of €302,277,520 for the period 2014-2020. The AMIF co-funds the RELOREF project by "*France terre d'asile*" which supports refugee integration. The European project "Network for the employment and housing of refugees" (RELOREF), implemented by "*France Terre d'Asile*" since 2004 creates bridges between the actors of employment and vocational training and refugees in order to give them the opportunity to develop and implement a career path, with the ultimate goal of access to employment. In addition to partnerships with language training organisations, the network has developed partnerships with companies, such as Starbucks who, through a specific recruitment process, promote access to employment among refugees. More than 600 job and training offers have been sent to the France insertion network for asylum in two years.

The *Accelair Programme* run by *Forum Réfugiés* was launched in 2002 in the Rhone Department under the European programme "Equal". It was renewed under the European Social Fund (2005-2007), then under the European Refugee Fund (2008-2013). Since 2014, Accelair is supported by "*Fonds Asile Migration Intégration*", funded half by the state and half by the EU. It offers individual support for the search for accommodation, job and vocational training to newly recognised refugees (in the first year after recognition). In 2014, some 800 households (some 1,200 adults) of 55 nationalities received support, and two thirds of the beneficiaries of the project had access to training or to a job. The speed of access to the first training was 4.9 months and 8.7 months for a job. Since its creation, it has allowed 2,150 households to access accommodation, more than 1,600 training places and 2,700 job contracts. Today, the project supports some 90 per cent of the newly-recognised refugees in the Rhone Department. Since 2008, there have been several attempts to export this project to other Departments, but budgetary challenges have prevented its expansion so far.

5. CONCLUSIONS AND POLICY RECOMMENDATIONS

5.1. Conclusions

An important objective of this report is to raise issues to be discussed in the light of contemporary challenges for the integration of beneficiaries of international protection. The way we think about integration and the language we use to express it frames our assessment of appropriate structures and services for refugees. We have found different and often contradictory integration models in literature. Some have adopted a universalist or republican approach, emphasising citizenship and what humans have in common, others a multicultural approach focused on diversity. Many have tried to merge the two. In particular, our discussions with various organisations revealed an integration model based on a unidirectional path to be followed by the refugee; a process of adaptation to the standards of the host country, leaving it to the citizens of the host countries to offer their “welcome”. This could encourage seeing refugees as being responsible to adapt to a fixed and undisturbed vision of what is considered as being ‘French’. This vision may underestimate the contribution of encounters between refugees and French citizens, and the potential for mutual enrichment and beneficial change that can result. This potential is indicated in the following excerpt from the French government's definition of integration:

“The aim is to encourage the active participation in national society of variable and different elements, while accepting the subsistence of specific cultural, social and moral characteristics and bearing in mind that the whole is enriched by this variety and complexity.”

It seems implicit in this statement that rather than considering refugees or French citizens as unconditional bearers of specific identities, they can be considered as potentially reflexive subjects, managing complex experiences about themselves and others. Such a vision allows a more dynamic and forward-looking integration concept than adaptation. It also makes it possible to appreciate the heterogeneous nature of the respective refugee and French populations.

However, this report revealed a number of cases where mutual enrichment seemed a distant possibility. Being a refugee for some is like working in itself, implying the need, for example, to wait for documents to be issued, for diplomas to be recognised, for residence to be granted. It is clear that full integration can only be achieved when a refugee is released from the combatant's path. A comprehensive approach should be developed that addresses all dimensions of integration. We found that language acquisition was central in two respects. First, as an obvious element of integration; and second, because the best way to facilitate language acquisition has positive effects in other critical areas such as workplace-based programmes that combine language skills with employment prospects.

The report highlights the difficulties faced by refugees in negotiating with bureaucratic systems in order to access their rights and the obstacles this represents for successful integration. More support should be provided for refugees in order to ensure rapid and full access to different services. The time that could usefully be spent on acquiring skills for better integration is often spent trying to respond to bureaucratic demands. By examining the availability of language training and access to professional development opportunities, including work experience, it appears necessary to unlock rigid and outdated practices.

The integration landscape is certainly changing in France. President Macron declared refugee integration as a priority for his migration agenda. In late 2017, MP Aurélien Taché was commissioned to carry out an in-depth consultation with relevant stakeholders involved in refugee integration. In February 2018, his findings were published as a comprehensive set of recommendations aimed at improving integration policies. The Ministry of Interior also organised a series of multi-stakeholder

working groups on integration. Finally, an inter-ministerial delegate for refugee integration was created in early 2018, which strives to improve harmonisation between different sectors. Thus, in the following years we can expect less reliance on a mainstream approach and more targeted policies to promote the integration of refugees into French society.

5.2. Policy recommendations

In late 2017, MP Aurélien Taché was commissioned to carry out an in-depth consultation with relevant stakeholders involved in refugee integration. In February 2018, his findings were published as a set of recommendations aimed at improving integration policies in France. This paper deems relevant the following recommendations echoed in the 2018 report.

Improve data on beneficiaries of international protection

There is a clear lack of data collection regarding asylum seekers and refugees in France, especially in relation to their economic situation, employment, and access to various public services. Public services only collect data on nationality, birth or date of entry into France when they have an impact on the public service concerned (for example, a period of residence required for the payment of a social benefits). Consequently, little data is collected by the administration to study the impact of different public policies on the various aspects of the integration of foreigners (professional integration, access to rights, etc.).

- Major public services (CNAMTS, CAF, Pôle emploi) should include objective data on nationality in order to measure the effective access of foreigners to their systems.
- Create an *"observatoire de la politique d'intégration"* (observatory of integration policy) to develop data on asylum seekers and refugees in France.

Create a global approach to all the levers of integration (employment, housing, language social rights, etc.)

In France, there is a clear reluctance to invest in a population whose right to remain is uncertain, namely asylum seekers.

- Improve early professional integration: access to the employment market represents an essential component of the integration process.
- Improve diploma recognition and access to professional training.
- Secure access to adequate and sustainable housing: the difficulties in finding housing and employment trigger a vicious cycle of exclusion.
- Adapt social services and reduce the administrative burden to address barriers that asylum seekers and refugees experience (for example, social housing (HLM) should treat refugees as a highly vulnerable, and thus priority, group).
- Invest in language courses and vocational programmes. For *"non-francophone"* refugees, the lack of language skills is a major obstacle to employment. Effective access to services provided by *"Pôle Emploi"* (the national public agency for access to employment) is possible only if the refugee has a certain level of French.

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ANNEXES

ANNEX I – LIST OF STAKEHOLDERS INTERVIEWED

- Head of asylum seeker and refugee reception, “*Direction Générale des Etrangers*”, Ministry of Interior.
- Head of refugee housing, “*Délégation Interministérielle à l'Hébergement et à l'Accès au Logement*” (DIHAL).
- Deputy Secretary General “*Office Français de Protection des Réfugiés et Apatrides*” (OFPRA).
- Reloref project manager, “*France Terre D’Asile*”.
- Migration expert, Professor of Political Science, “*Sciences Po*”.
- Economist, “*Ecole Normale Supérieure*” (ENS).
- Project Manager – Integration, United Nations High Commissioner for Refugees, (UNHCR).

ANNEX II – TABLES

Table 2: Main legal and policy provisions for the reception, recognition and integration of asylum seekers and refugees in France

| Policy Field | Asylum seekers (during asylum procedure) | Persons granted asylum (refugees) | Main changes since 2014 |
|---|--|--|--|
| Residence permits | | <p>If the refugee status is recognised, they receive a resident permit “<i>Carte de resident</i>” valid for 10 years. That permit is granted <i>ipso jure</i> to their family.</p> <p>Article L314-11 and L. 313-13 of the CESEDA.</p> | The law of 7 March 2016 on the rights of foreigners introduced a renewal for beneficiaries of subsidiary protection every 2 years. |
| Right to Family reunification | | <p>Only spouses/partners and minor children qualify for derivate status.</p> <p>Article L313-11, N°7, L311-13 D of the CESEDA, article 8 ECHR.</p> <p>Law transposing 2011/95/EU Article 23.</p> | The Law of 29 July 2015 on asylum strengthened the legal framework of the procedure because it codified the procedure for family reunification of beneficiaries of protection. |
| Settlement restrictions (for persons granted asylum) | | | |

| | | | |
|---|--|---|---|
| Initial reception, emergency measures, and referrals <ul style="list-style-type: none"> • Emergency housing • Emergency health care • Basic subsistence needs • Reception and recognition provisions • Family reunification • Settlement restrictions • Referrals <i>Distinguishing between exceptional and ordinary reception procedures</i> | | | |
| Access to accommodation/housing <ul style="list-style-type: none"> • Housing/accommodation/ • Housing support • Other... | | <p>They have the same access as nationals, without general conditions that they could not meet as newcomers.</p> <p>Laws transposing 2011/95/EU Article 32, 33 or the 1951 Convention Article 21.</p> | <p>No. Refugees and beneficiaries of subsidiary protection, as holders of resident permits, can apply for social housing. They must also meet certain conditions with respect to their resources. For the resettled refugees in specific programmes, they are given housing upon arrival.</p> |
| Access to health care <ul style="list-style-type: none"> • Access to Emergency/urgent healthcare; • Access to Full health care, ... | <p>Individual assessment established by law, but it does not lead to regularly monitored and evaluated health care support throughout the reception phase.</p> | <p>Asylum seekers and refugees can access the Universal Health Coverage (<i>Couverture Maladie Universelle</i>, CMU), which lasts for one year. The person can still benefit from it for the remaining period even if their asylum application is refused.</p> <p>Article R744-14, Article L. 744-6 of the CESEDA.</p> <p>Laws transposing 2013/33/EU Article 19, 22.</p> | <p>Before the <i>Loi n° 2015-925 du 29 juillet 2015 relative à la réforme du droit d'asile</i>, there was no vulnerability assessment.</p> |
| Access to education and training <ul style="list-style-type: none"> • School enrolment and attendance • Language courses | No | <p>Article L. 111-2; article L. 131-1; article D612-1; article D612-18 of the education code; "titre III, Décret n°71-376 du 13 mai 1971 relatif à l'inscription des étudiants dans les universités et les établissements publics à caractère scientifique et culturel indépendants des universités".</p> | <p>No changes in law with regard to access to education for refugees.</p> <p>As regards groups of special concerns, Thierry Mandon, "secrétaire d'État chargé de l'Enseignement supérieur et de la Recherche", announced in October 2016 the launch of a "programme</p> |

| | | | |
|--|--|---|---|
| | | | <i>d'accueil de scientifiques en danger</i> ". |
| <ul style="list-style-type: none"> • Vocational education & training • Adult education | <p>In theory asylum seekers can access training after nine months upon receiving a work permit. The law did not foresee that there is another authority charged with access to professional training. The "Pôle Emploi" has its own rules for admission which includes a list of different types of residency, the "recipissé" of asylum seekers is not included in this list.</p> | <p>Same access as nationals, without general conditions that they could not meet as newcomers.</p> <p>Article L6111-1, L6313-1 of the code du travail, Art. L. 744-11, of the CESEDA.</p> <p>Laws transposing 2011/95/EU Article 26 (2) or the 1951 Convention Article 22.</p> | <p>No changes in law with regard to vocational education or training.</p> |
| <ul style="list-style-type: none"> • Language courses | <p>No, they do not have access to state sponsored language courses at the national level.</p> | <p>Free courses are provided, and no further obligations are attached.</p> | <p>The Republican Integration Contract replaces the Reception and Integration Contract (<i>Contrat d'accueil et d'intégration</i>).</p> <p>Language training to reach level A1. Before 2016 a lower level, A1-1 was required.</p> |
| <p>Access to the labour market</p> <ul style="list-style-type: none"> • Skills assessment/validation • Active labour market policy (counselling, mentoring, job search assistance, entrepreneurship promotion, and social networks) • Grants and preparatory courses • Employment subsidies, apprenticeships, traineeships, on-the-job trainings, temporary/voluntary work • Unemployment benefits | <p>Access to the labour market is allowed only if OFPRA has not ruled on the asylum application within 9 months after the registration of the application and only if this delay cannot be attributed to the applicant.</p> | <p>Art. L. 744-11 CESEDA also provides that asylum seekers who have had access to the labour market can benefit from professional training. However, for the moment no vocational training schemes have been launched.</p> <p>Articles L 314-11 8° et L 314-1 du CESEDA, Article L 341-4 of the labour code, "article 5 Loi n° 83-634 du 13 juillet 1983 portant droits et obligations des fonctionnaires. Loi dite loi Le Pors".</p> | <p>Before 2015 asylum seekers could only apply for a work permit after 12 months.</p> |

| | | | |
|---|--|---|---|
| <p>Eligibility for welfare benefits (Social assistance services)</p> <ul style="list-style-type: none"> • Income support, eligibility for welfare benefits • ... | | <p>They have the same general conditions as for nationals, which can be met as newcomers (social assistance, minimum income support, unemployment, sickness and disability benefits, etc.).</p> <p><i>"Article L262-4 code de l'action sociale et des familles; Article R5421-3, R5423-19 - Code du Travail; art. R380-1, L512-2 et D512-1, L311-7, L311-2 du code de la sécurité sociale, la circulaire interministérielle du 21 décembre 2016 relative à l'insertion professionnelle des bénéficiaires d'une protection internationale, Circulaire CNAF du 18 janvier 2017 sur la réforme du droit d'asile et les modalités de gestion des droits aux prestations en faveur des personnes réfugiées, LR n°2017 - 003, Circulaire Inter ministérielle N° DGEFP/DPE/DGEF/DI-HAL/2016/398 du 21/12/2016 relative à l'insertion professionnelle des bénéficiaires d'une protection internationale".</i></p> | <p>In January 2017, a circular on the CAF was released (Circulaire CNAF du 18 janvier 2017 sur la réforme du droit d'asile et les modalités de gestion des droits aux prestations en faveur des personnes réfugiées, LR n° 2017 - 003).</p> |
| <p>Social and political integration measures</p> <ul style="list-style-type: none"> • Early orientation programmes (language, practical orientation, civic education etc.) • Integration programmes such as sport, culture, diversity promotion • Political participation (local level) • Residence and religion rights • ... | | <p>The state does not enhance the involvement of beneficiaries of international protection in civic activities.</p> | |
| <p>Measures for unaccompanied minors</p> | | | |

Source: *France Terre d'asile*, National Integration Evaluation Mechanism National Report – France, 2018.

Table 3: Examples of good practices

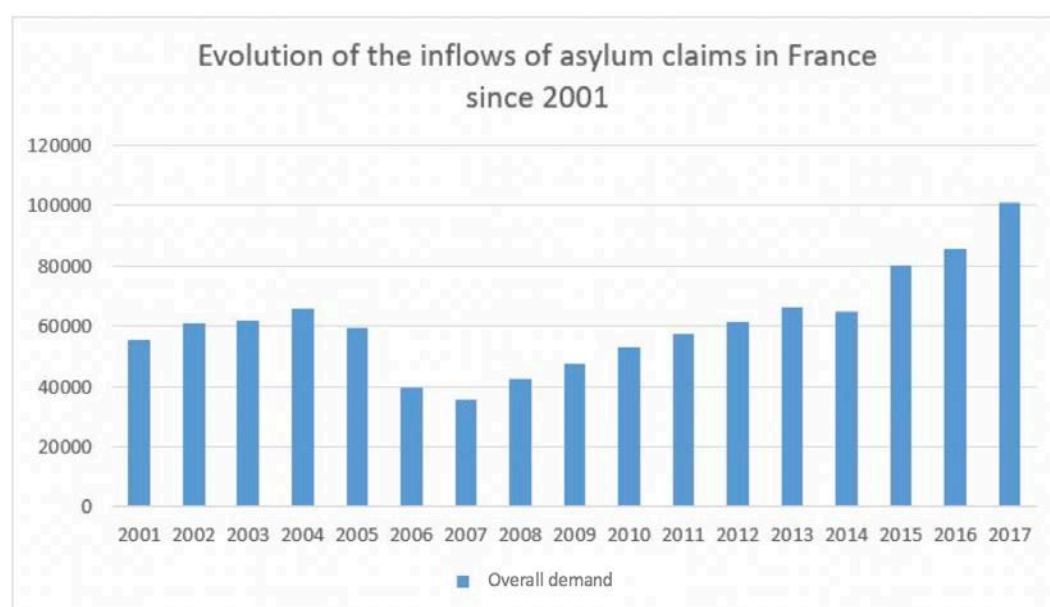
| | |
|---|--|
| Name/title of the measure Period of implementation <i>[Specify when the project/strategy/experience started, if it is still ongoing or finished and if concluded, indicate when]</i> Body responsible for implementation | Reloref, France Terre D'asile, since 2004. |
| Type of intervention <i>[e.g. specify if the initiative concerns the reception or integration of migrants/asylum seekers; the policy field of intervention: employment support; education/training; health care; accommodation; transportation, other...]</i> | Promoting refugee integration, awareness raising to common law actors to promote integration (employment support, access to rights, social housing), training social workers on how to support refugees integrate; the management of temporary housing units for refugees. |
| Territorial coverage (national, regional, local) | National |
| Financial allocations <i>[If possible specify the overall financial assignment and the source of funding (European, national, regional, local). If EU funds involved specify which funds]</i> | French Ministry of Interior, Asylum Migration and Integration Fund. |
| Main goals and reasons for introduction <i>[Specify the objects of the project/strategy/experience and the results it is supposed to achieve]</i> | To support refugees in gaining access to their rights according to common law (housing, employment, health) through training social workers and awareness raising among key public and private stakeholders, developing partnerships. |
| Main target groups | Social workers working for France terre d'asile and refugees. |
| Main partners/stakeholders involved <i>[promoter and partners of the project/policy; typology and roles of actors involved]</i> Main implementation and coordination procedures and mechanisms adopted | France terre d'asile head office coordinates the project. |
| Main actions/measures implemented | See above. |
| Main results/achievements to date and expected longer term expected impacts according to available monitoring/evaluations <i>[Both quantitative and qualitative – specify results and outputs]</i> | Raising awareness in public and private institutions about the specific predicaments refugees face in their integration process – overall objective to support refugees in gaining access to their rights according to common law. |
| Main weaknesses/obstacles and how they have been addressed | |
| Main strengths | Nation wide project, one of France's first projects specifically targeting refugee integration, dialogue with common law authorities to raise awareness about specific predicaments of refugees. |

| | |
|--|--|
| Innovative elements if any | |
| Main lessons learnt Main weaknesses/obstacles <i>[encountered in the implementation and the ways they were overcome]</i> Main positive elements Other relevant aspects | Lack of knowledge on refugee rights framework. Lack of data on refugee integration perspectives so difficult to track what is working/not working. |
| Additional comments (if any) | |

Source: Interview, Reloref, France terre d'asile.

ANNEX III – ADDITIONAL TABLES AND FIGURES

Table 4: Evolution of the inflows of asylum claims in France since 2001



Source: OFPRA, *Rapport d'activité*, available in French at: <https://www.ofpra.gouv.fr/fr/l-ofpra/nos-publications/rapports-d-activite>.

Table 5: Main countries of origin of asylum seekers in France in 2017

| | 2016 | 2017 | Evolution 2016/2017 in % |
|--------------------|-------|-------|--------------------------|
| Albania | 4,601 | 7,633 | 65.9 % |
| Afghanistan | 5,646 | 5,989 | 6.1 % |
| Haiti | 4,927 | 4,939 | 0.2 % |
| Sudan | 5,897 | 4,488 | -23.9 % |

| | | | |
|------------------------|--------|--------|---------|
| Guinea | 2,336 | 3,781 | 61.9 % |
| Syria | 3,615 | 3,319 | -8.2 % |
| Côte d'Ivoire | 1,531 | 3,246 | 112.0 % |
| DRC | 2,551 | 2,942 | 15.3 % |
| Algeria | 1,972 | 2,459 | 24.7 % |
| Bangladesh | 2,276 | 2,411 | 5.9 % |
| Sub-total | 35,352 | 41,207 | 16.6 % |
| Other countries | 28,583 | 32,595 | 14 % |
| Total | 63,935 | 73,802 | 15.4 % |

Source: OFPRA (2017), *Rapport d'activité 2017*, available in French at:
https://ofpra.gouv.fr/sites/default/files/atoms/files/ra_ofpra2017_web_0604.pdf.

Table 6: Financial Support to France under the Asylum, Migration and Integration Fund and the Internal Security Fund

| | Long-term Funding 2014-2020 | | | |
|--------|-----------------------------|--|-----------------------|-----------------------------|
| | AMIF Allocation | ISF-Borders Allocation (incl. Smart Borders) | ISF-Police Allocation | TOTAL AMIF + ISF Allocation |
| France | €570,741,520.00 | €122,582,824.00 | €79,858,668.00 | €773,183,012.00 |

Source: **Updated ANNEX 8 (16-01-2019)** of Communication from the Commission to the European Parliament and the European Council and the Council - Managing the refugee crisis: State of Play of the Implementation of the Priority Actions under the European Agenda on Migration (COM(2015) 510), available at:
https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/press-material/financial-support-to-mss-under-amif-and-isf_en.pdf.

This report highlights four key issues. Firstly, despite the calls for evidence-based policy, there is a need for full and accurate data on refugees. Secondly there needs to be more support for beneficiaries of international protection seeking to secure timely access to services. Time that could be spent usefully acquiring skills for integration is being consumed by seeking to meet bureaucratic demands. Thirdly, in terms of French language support, there needs to be attention to appropriate pedagogy and to the development of opportunities for connecting language acquisition to social and professional development. Fourthly the report calls for a view of integration as a dynamic process involving a global approach through the active participation of refugees, state and of civil society actors. Mutually productive connectivity with host nation citizens lies at the heart of successful integration.

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