

Mapping the training needs of beneficiaries of international protection and the existing mechanisms for training provision in Malta

The People for Change Foundation

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Introduction

This research is the first output of the INTEGRA-TRAIN project.¹ The project aims to foster a knowledge-sharing network between Member States with a long history of refugee integration and those with a less developed integration framework. The project also plans to increase the capacity of NGOs and governmental organisations to offer integration courses and other support, especially to women beneficiaries of international protection.

This report seeks to identify the training needs of beneficiaries of international protection in Malta and to map out the existing mechanisms for training provision, in order to better facilitate the integration of beneficiaries of international protection and asylum seekers (especially women) into society, by increasing skills and training in cultural, linguistic and various other aspects. It is important to note that this report will not focus on legal and procedural information relevant to the asylum process but on integration-related information and training.² The report provides recommendations on addressing the existing gaps. Through other outputs in the Integra-Train project, The People for Change Foundation will make training modules available through courses run directly by the

¹ The project runs for 24 months (from 1st January 2017) is funded by the Asylum, Migration and Integration Fund of the European Union.

² This analysis is provided through the INFORM Project, currently being implemented in Malta by The People for Change Foundation. See: <http://www.pfcmalta.org/inform.html>



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Foundation, by making module materials available for others to use and by supporting the capacity of migrant community organisations³ to provide similar training.

This report is structured as follows. This introductory section presents the scope of the report, its context within the broader INTEGRA-TRAIN Project, and the methodology used. Part I briefly introduces the migration dynamics in Malta, outlining the various trends and sub-trends in recent years. Part II focuses on the national system for reception and integration of beneficiaries of international protection, including the institutional framework in place and the structures for the provision of information and integration training for beneficiaries of international protection and asylum seekers. Part III examines the training needs of this group highlighting gaps in what is provided. Part IV presents some overarching conclusions and makes recommendations to address the training needs of migrant women in Malta. The annex of the report presents the accompanying statistical tables.

Methodology

There is a lack of comprehensive data on availability, accessibility and quality of integration related information and training for migrants. To address the existing knowledge gaps, this report maps out existing projects and initiatives, using existing literature, focus groups, and interviews. Information about addressed training needs was gathered primarily from stakeholder focus groups convened by UNHCR, which covered, among other things, training offered by NGOs.⁴ Secondly, interviews were conducted with representatives of relevant programmes. A focus group of six participants with the Sudanese community was also held, which runs courses for its members and which participants are also beneficiaries of some of these courses was also held. Finally, the issues were discussed at a stakeholder roundtable organised as part of the Integra-Train project.

Part I: The scope and trends in Refugee and Migration Inflows (2014 – 2017)

The total share of foreign nationals in Malta has increased from 9% in 2014 to 11% in 2016, with a minor decline to 10.6% in 2017.⁵ Of these, 56% were male and 44% were female.⁶ Despite public debate focusing on boat arrivals and asylum seekers, the largest proportions of migrants living in Malta are EU nationals (30,248 in 2017)⁷, which represents over 56% of foreigners in Malta. The share of

³ In the implementation of this project The People for Change Foundation is working closely with the Migrant Women Association Malta and African Media Association Malta.

⁴ The People for Change Foundation is a regular participant in these meetings and permission to use the notes from these meetings has been secured from UNHCR.

⁵ Eurostat, dataset [migr_popctz], accessed March 7, 2018.

⁶ Eurostat, dataset [migr_popctz]

⁷ Eurostat, dataset [migr_pop1ctz]



third-country nationals stood at 4.6% of the total population, up 2 percentage points from 2014 when it stood at 3.2%. According to the now somewhat dated census (2011), the largest non-Maltese groups were British (6,652), Somali (1,041), Italian (947), Bulgarian (850), and German (736).⁸

According to the National Statistics Office, the immigration of third country nationals to Malta during 2016 totalled 6,709 persons of which 3,742 were male and 2,967 were female.⁹ In 2015, 4,279 male and 3,251 female third country nationals moved to Malta, up from 4,071 and 2,584 respectively in 2014.¹⁰ The net migration rate for 2016 stood at 19.2%.¹¹

Data by length of residence in Malta shows that the number of residence permits for third country nationals not shorter than 12 months was 4,606 in 2014, 6,880 in 2015, and 6,530 in 2016.¹² Nearly half of these were for remunerated activities, and a third for 'other' reasons, which include (but are not limited to) international protection.¹³ Data presented in Parliament regarding the most highly represented nationalities (outside of the EU) with residence permits noted these as being: Libyans (3,507), the Philippines (1,628) and Russia (1,617), followed closely by Somalia (1,172) and China (888).¹⁴

Whilst the number of boat arrivals dwindled to naught over the past 3 years, the number of first time asylum applications filed with the office of the refugee commissioner stood at 1,275 in 2014, 1,695 in 2015 and 1,730 in 2016.¹⁵ Of the latter, 162 were recognised as refugees; 1,095 received subsidiary protection; 147 humanitarian protection and 154 applications were rejected.¹⁶ In a marked shift from previous years, the largest share of asylum applicants over this period came from Libyans and Syrians. In previous years, Somalis and Eritreans represented the largest share of applications for protection.

Levels of naturalisation after a period of residence in Malta remain critically low. According to Eurostat¹⁷, 271 male and 251 female third country nationals acquired Maltese citizenship in 2015 – up from 62 and 84 respectively in 2014. The increase also reflects the adoption of the 'Individual Investor Programme' which is a citizenship scheme whereby applicants can acquire a Maltese passport for a

⁸ National Statistics Office, "Census of Population and Housing 2011," Final report (Valletta, 2014), https://nso.gov.mt/en/publications/Publications_by_Unit/Documents/01_Methodology_and_Research/Census_2011_FinalReport.pdf, accessed June 16, 2017.

⁹ National Statistics Office. "World Population Day: 11th July 2017" (Valletta, 2017), accessed June 16, 2017, https://nso.gov.mt/en/News_Releases/View_by_Unit/Unit_C5/Population_and_Migration_Statistics/Documents/2017/News2017_111.pdf

¹⁰ Eurostat, dataset [migr_imm1ctz], accessed March 26, 2018.

¹¹ Eurostat, dataset [demo_gind], accessed March 26, 2018.

¹² Eurostat, dataset [migr_resfirst], accessed March 7, 2018

¹³ Eurostat, dataset [migr_resfirst]

¹⁴ TVM News, "This is how many non-EU nationals are in Malta and where they live," (1 February, 2017), accessed March 9, 2018, <https://www.tvm.com.mt/en/news/in-numbers-this-is-how-many-non-eu-nationals-are-in-malta-and-where-they-live/>.

¹⁵ Eurostat, dataset [migr-asyappctza], accessed March 26, 2018.

¹⁶ UNHCR, "Asylum Decisions", accessed March 26, 2018,

<http://www.unhcr.org/mt/charts/category/17/year/9>.

¹⁷ Eurostat, dataset [migr_acq], accessed March 7, 2018.



fee of 650,000 Eur for the principal applicant (additional fees apply for spouses and children).¹⁸ This programme, which is also known as the ‘Cash for Passports’ scheme generated a surplus of 163.5 million euro for the Maltese economy in 2016.¹⁹ No improvement was noted in issue of access to citizenship for people residing in Malta who are not part of the scheme.

In 2014, the activity rate among third country nationals was 70% - above that of EU (65%) and Maltese nationals (66%).²⁰ The source does not distinguish between beneficiaries of international protection and other third-country nationals. In 2016, the activity rate of third country nationals stood at 73.8%, with a significant difference between men and women: for men the activity rate was 89% and for women the figure stood at 58% in 2016.²¹ JobsPlus, the state employment service, reports that the number of EU nationals in employment far exceeds the number of non-EU nationals (Table in the statistical annex), with the top EU countries in 2016 being Italy (6,077), the UK (4,564), Bulgaria (2,247), Germany (1,109) and Sweden (1,234). Conversely, in 2016, there were a total of 6,090 men and 3,803 women from third countries in employment.²²

Table 1 below shows the employment trends of asylum seekers and beneficiaries of protection, segregated by gender.

Table 1. Employment trends of asylum seekers and beneficiaries of protection

	2014	2015	2016
Men	1,172	1,372	1,648
Temporary Humanitarian Protection	302	365	435
Asylum Seekers	477	523	582
Subsidiary Protection	274	325	491
Refugees	119	159	140
Women	139	155	183
Temporary Humanitarian Protection	27	34	51

¹⁸ Identity Malta, “Individual Investor Programme of the Republic of Malta” (2014), accessed March 26, 2018. http://iip.gov.mt/wp-content/uploads/2014/07/IIP-Brochure-v1.2_updated.pdf

¹⁹ NSO, “News Release: General Government Balance and Debt under the Maastricht Treaty – First reporting for 2017” (2017), accessed March 26, 2017, https://nso.gov.mt/en/News_Releases/View_by_Unit/Unit_A2/Public_Finance/Documents/2017/News2017_069.pdf.

²⁰ People for Change Foundation and Integra Foundation, “Migration in Malta: Country Profile 2015” (Naxxar: International Organization for Migration, 2016), accessed June 16, 2017, http://www.pfcmalta.org/uploads/1/2/1/7/12174934/mp_malta_13july2016_0.pdf.

²¹ Eurostat, dataset [lfsa_argacob], accessed March 9, 2018.

²² JobsPlus, “Foreign Nationals Employment Trends,” accessed June 16, 2017, <https://jobsplus.gov.mt/resources/publication-statistics-mt-mt-en-gb/labour-market-information/foreigners-data#title1.1>.



Asylum Seekers	62	66	56
Subsidiary Protection	31	33	43
Refugees	19	22	33
Total	1,311	1,527	1,831

Source: JobsPlus²³

JobsPlus data further indicates an increase in the number of third country nationals working in professional, scientific, technical, administration and support service activities since 2011, and since 2013 this is the largest market segment for employment of third country nationals.²⁴ Accommodation and food service activities is the second-largest sector.²⁵ Anecdotal evidence indicates segmentation in the labour market between the various groups of third country nationals with asylum seekers and refugees having been described as filling jobs that were ‘dirty, dangerous and degrading’. A recent survey showed that out of 91 respondents (asylum seekers and beneficiaries of protection), three in four did not have a contract and the majority worked informally.²⁶

In a study of 72 households of asylum seekers, beneficiaries of protection and rejected asylum seekers, 46% of heads of household were unemployed and in 39% of households surveyed, adults worked less than a fifth of their total work potential.²⁷ Furthermore, 85.7% of asylum seeking women surveyed by the Migrant Women Association reported being unemployed. The main reason for this was reported as not being able to find a job, as well as childcare responsibilities. Finding a job with a stable contract was highly difficult, with 73.3% of the female respondents working without a contract.²⁸ Participants in the study cited word of mouth as the most common way to find employment, which could often lead to more informal types of work. Lack of personal referral networks (human and social capital) has also constituted an obstacle to finding gainful employment.²⁹

As a result of underemployment and precarity, many asylum seekers, beneficiaries of international protection, and especially rejected asylum seekers find themselves in situations of destitution and poverty.³⁰ Representative surveys are lacking, but, according to Eurostat,³¹ 34% of adult male and 33%

²³ JobsPlus, “Foreign Nationals Employment Trends.”

²⁴ JobsPlus, “Foreign Nationals Employment Trends,”

²⁵ Ibid.

²⁶ Chana Merino, “Stepping up: An Investigation of Female Asylum Seekers and Employment in Malta,” (Migrant Women Association Malta, March 2017), accessed June 16, 2017, <http://migrantwomenmalta.org/wp-content/uploads/2017/03/stepping-up.pdf>.

²⁷ Julian Caruana, “Struggling to Survive: An Investigation into the Risk of Poverty among Asylum Seekers in Malta,” Project Integrated (Birkirkara: aditus and Jesuit Refugee Service Malta, October 2016), <http://aditus.org.mt/Publications/strugglingtosurvive.pdf>.

²⁸ Merino, “Stepping up.”

²⁹ Anziani e Non Solo et al., “Early Needs of Young Asylum Seekers. State of the Art and Need Analysis in Italy, Greece, Cyprus and Malta,” “Blend In” Project, Co-Funded by Erasmus+ (2016), http://blend-in.eu/phocadownload/Blend-in_O1_report.pdf.

³⁰ Caruana, “Struggling to Survive: An Investigation into the Risk of Poverty among Asylum Seekers in Malta.”

³¹ Eurostat, dataset [ilc_peps05], accessed March 9, 2018.



of female third country nationals were at risk of poverty or social exclusion in 2016. For female third country nationals, this is an increase of 4% from 2015. Typically, asylum seekers, beneficiaries of international protection and rejected asylum seekers are more likely to be in this situation than third country nationals who come to Malta for employment, education or family reasons. This is due to the uncertainty surrounding their employment as well as the added financial demands and other requirements surrounding the issuance of residence permits.

Part II. The national system for reception & integration of beneficiaries of international protection

Two major pieces of **legislation** shape the reception and integration mechanisms in Malta. The Immigration Act³² and its subsidiary legislation make provision for immigration and undocumented immigration, as well as setting out the framework and legal basis for detention and a broad range of residence permits available under Maltese law. The Refugees Act³³ makes provision for the legal and institutional framework to deal with applicants for international protection in Malta. One legal notice in particular regulates reception conditions.³⁴ Other important provisions are available across other areas of legislation including the Criminal Code³⁵, the Civil Code³⁶ the Marriage Act³⁷ and the Citizenship Act.³⁸

Beyond primary and secondary legislation, the national system for the reception of asylum seekers is set out in the Strategy for the Reception of Asylum Seekers and Irregular Migrants published in December 2015.³⁹ The system is different for people who arrive via irregular channels and seek international protection and for those who arrived in Malta via other channels and then seek international protection. The strategy makes provision for the initial reception centres (moving away from the policy of automatic detention) as well as the network of open centres and addresses some of the entitlements for asylum seekers and beneficiaries of protection.

³² "Immigration Act", Chapter 217 Laws of Malta

³³ "Refugees Act," Chapter 420 Laws of Malta § (2001),
<http://justiceservices.gov.mt/DownloadDocument.aspx?app=lom&itemid=8886>.

³⁴ "Reception of Asylum Seekers Regulations", Subsidiary Legislation 420.06 (Amended by LN 417 2015)
<http://justiceservices.gov.mt/DownloadDocument.aspx?app=lom&itemid=10662>

³⁵ "Criminal Code", Chapter 9 Laws of Malta § (1854),
<http://www.justiceservices.gov.mt/DownloadDocument.aspx?app=lom&itemid=8574>

³⁶ "Civil Code", Chapter 16 Laws of Malta § (1874),
<http://www.justiceservices.gov.mt/DownloadDocument.aspx?app=lom&itemid=8580&l=1>

³⁷ "Marriage Act", Chapter 255 Laws of Malta § (1975),
<http://www.justiceservices.gov.mt/DownloadDocument.aspx?app=lom&itemid=8749&l=1>

³⁸ "Maltese Citizenship Act", Chapter 188 Laws of Malta § (1964),
<http://www.justiceservices.gov.mt/DownloadDocument.aspx?app=lom&itemid=8702&l=1>

³⁹ Ministry for Home Affairs and National Security, "Strategy for the Reception of Asylum Seekers and Irregular Migrants," (2015) <https://homeaffairs.gov.mt/en/MHAS-Information/Documents/Migration%20Policy%20181215.docx>.



The first 'Migrant Integration Strategy and Action Plan' in Malta entitled 'Integration = Belonging' was launched in December 2017. The strategy includes a series of measures to be implemented, as well as the institution responsible for each action and the intended timeline. The strategy presents the key framework on integration governance, as well as outlining the role of various institutions, most notably the Human Rights and Integration Directorate and Integration Unit, the Inter-Ministerial Committee on Integration, and the forum on Integration Affairs. Moreover, the national integration portal is to be updated, in order to improve and facilitate access to the relevant information.⁴⁰ This is planned to be redeveloped by the end of 2018.⁴¹

Other measures are planned to be initiated through the strategy and action plan such as the development of a pool of trained cultural mediators to be deployed as required in public services and the implementation of confidence-building awareness campaigns and a 'befriend a migrant project'. The Action Plan also provides for: strengthening the integration role of the migrant health liaison office, the issuance of employment licences of equal duration to the validity of status certificate issued by the Refugee Commission, setting up an integration hub on Gozo, developing a Local Council's Integration Charter and a local integration fund to support local councils' integration related initiatives, undertaking research and related action focusing on the specific integration needs of vulnerable groups and finally, to undertake initiatives aimed at putting integration on the international agenda. The Action Plan also foresees future measures for monitoring and evaluation of the strategy and relevant measures through quarterly reports to the Inter-Ministerial Committee on Integration, an Annual Report and an Annual Conference.

Moreover, under the new Integration Strategy and Action Plan, the 'I Belong' Programme includes various training elements. Following the submission of a formal request to integrate in Malta, an integration itinerary is set up. The first stage of the itinerary is the Pre-Integration Certificate which consists of accredited classes in Maltese and English language and basic cultural and societal (pegged at Malta Qualification Framework Level 1), as well as a record and assessment of existing qualifications, trade, work experience and skills. Stage 2 of the programme is aimed at individuals who intend to apply for permanent residence status and involves a course of at least one hundred hours covering topics such as social, economic, cultural and democratic history and environment of Malta, with a specific focus on the Constitution, law, democratic values and practical sessions. Stage 2 also requires MQF Level 2 in Maltese language. Applicants will be assigned a case worker and a personal integration plan will be drawn up. The applicant will also be supported with other aspects, such as entering into formal employment and accessing healthcare and education. At the end of the programme, the applicant and the Integration Unit will discuss the integration itinerary and a final integration assessment will be drawn up.⁴²

⁴⁰Government of Malta, 'Integration Web Portal', accessed March 8, 2018, <http://integration.gov.mt/en/Pages/Home.aspx>

⁴¹ UNHCR Integration Roundtable, February 27, 2018.

⁴² Ministry for European Affairs and Equality, "Integration=Belonging: Migrant Integration Strategy and Action Plan" (2017) accessed March 26, 2018, <https://meae.gov.mt/en/Documents/migrant%20integration-EN.pdf>



II.1. Institutional framework and reception and integration mechanisms in Malta

II.1.A Reception stage

The institutional framework for reception in Malta is centralised. Status determination is the responsibility of the Office of the Refugee Commissioner⁴³ and the Refugee Appeals Board.⁴⁴ Legal aid is also available through Legal Aid Malta (the government legal aid agency),⁴⁵ but only at the appeal stage.⁴⁶ Some NGOs (notably JRS and Aditus) offer legal assistance. The initial reception centre, which is a core component of the reception framework especially for those arriving to Malta irregularly, is managed by the Agency for the Welfare of Asylum Seekers (AWAS).⁴⁷ The Initial Reception Centre can accommodate up to 188 individuals.⁴⁸ Detention centres are run by Detention Services⁴⁹ which, like AWAS, fall under the remit of the Ministry for Home Affairs and National Security.⁵⁰ Accommodation centres, in the form of open centres, or specialised centres for minors or families also fall under the responsibility of AWAS. A number of centres are owned and managed by NGOs including the Malta Emigrants Commission and Peace Lab, with financial support from AWAS. In the past, some NGOs were responsible for managing open centres owned by Government, although that model is not being implemented at present. The total capacity of open centres and other institutional housing is 2,200 beds. Housing units of the open centres can accommodate between four and 24 persons in shared rooms, with common cooking areas, showers and toilets.

A broad range of other institutions are also involved in reception services including the Police and Identity Malta⁵¹ which manage residence permits, JobsPlus,⁵² which is responsible for the issuance of work permits, the Migrant Health Unit⁵³ and the Health Department more broadly for the provision of healthcare services to asylum seekers and beneficiaries of protection, the department of education (and in particular the migrant learners unit)⁵⁴ for provisions relating to the education of migrant

⁴³ <https://homeaffairs.gov.mt/en/MHAS-Departments/The%20Office%20of%20the%20Refugee%20Commissioner/Pages/Refugee.aspx>

⁴⁴

<https://www.gov.mt/en/Government/Government%20of%20Malta/Ministries%20and%20Entities/Officially%20Appointed%20Bodies/Pages/Boards/Refugee-Appeals-Board-.aspx>

⁴⁵ <https://justice.gov.mt/en/LegalAidMalta/Pages/home.aspx>

⁴⁶ Aditus Foundation and JRS Malta, "Legal Assistance for Review of Detention", accessed March 26, 2018,

<http://www.asylumineurope.org/reports/country/malta/legal-assistance>.

⁴⁷ <https://homeaffairs.gov.mt/en/MHAS-Departments/awas/Pages/AWAS.aspx>

⁴⁸ Aditus Foundation and JRS Malta, "Types of Accommodation", accessed March 27, 2018,

<http://www.asylumineurope.org/reports/country/malta/reception-conditions/access-forms-reception-conditions/types-accommodation>.

⁴⁹ <https://homeaffairs.gov.mt/en/MHAS-Departments/Detention-Services/Pages/DS.aspx>

⁵⁰ <https://homeaffairs.gov.mt/en/Pages/Home.aspx>

⁵¹ <https://identitymalta.com/>

⁵² <https://jobsplus.gov.mt/>

⁵³ <http://deputyprimeminister.gov.mt/en/phc/mhlo/Pages/mhlo.aspx>

⁵⁴ <https://migrantlearnersunit.gov.mt/en/Pages/About%20us/about-us.aspx>



children. International Organisations (notably UNHCR and IOM) and NGOs (including Migrant Community Organisations) also play a role in some of these services.

II.1.B. Integration stage

Migrant integration falls within the Ministerial portfolio of the Minister for European Affairs and Equality. Within the Ministry, responsibility for integration falls to the Integration Unit within the Integration and Human Rights Directorate. This is a relatively small and new unit, having been created only in the last year. The unit primarily plays a coordination role and indeed most areas fall within the remit of relevant Ministries, as discussed in the reception section above in line with the Strategy's approach of mainstreaming integration services. The Ministry does however manage the 'I Belong' Programme launched in the strategy, the Government integration website and a number of other integration related projects, including the one that informed the development of the integration strategy. An inter-ministerial committee on integration has been set up through the integration strategy with the task of coordinating Government's actions in the field of integration, drawing general approaches and assisting horizontal collaboration and assisting in the development of ministry level action plans.

In terms of the official entities involved, the integration stage does not vary greatly from the reception stage. Employment issues are managed by JobsPlus, which manages work permits and related issues, it manages the national unemployment register (which is also accessible to refugees) and provides mainstream vocational training. Education services for both minors and adults are provided through mainstream services, managed through the education department that, as noted above, includes a specialised migrant learner unit. Healthcare is provided through the mainstream health service and supplemented by the Migrant Health Unit. Family reunification, residence and citizenship issues fall within the responsibility of Identity Malta. The agency brings together a number of previously distinct offices including the Central Visa Unit and the Citizenship and Expatriate Affairs Unit.

Beyond Ministries and governmental departments and entities, a number of other entities are involved in integration. In various localities, local councils are for instance involved in integration measures including the provision of orientation training and the integration strategy prioritises their role. Some churches and schools have also been involved in integration related measures, albeit to a limited degree and of limited scope. Trade unions and others have played a minimal role. International Organisations most notably UNHCR and IOM, as well as the Malta Red Cross have also been heavily involved in integration matters through the provision of information (e.g. UNHCR), the development of information material (e.g. IOM) or the provision of language classes and other services (e.g. Red Cross). NGOs have been a *sine qua non* of the integration scene in Malta – ranging from local branches of international NGOs to smaller local organisations, volunteer groups and migrant community organisations. The last decade has seen a significant increase in the number of organisations involved



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in the area.⁵⁵ In particular, Malta has noted a welcome notable shift in the development and active participation of migrant community organisations of which a significant number are now active at both the service provision and activism level. UNHCR has actively sought to support the coordination of the broad range of activities and initiatives undertaken by the various NGOs by providing a space for regular meetings to discuss initiatives and updates. The Integration Strategy also makes reference to the Forum on Integration Affairs which brings together representatives of the migrant community organisations to advise Government on migrant integration-related solutions, any necessary amendments to legislation and policy, and the improvement of services offered.

Part III The provision of information and orientation trainings to beneficiaries of international protection (and asylum seekers)

Given the mainstreaming of integration related services, provision of information and training is similarly dispersed across a broad range of institutions and organisations including: government departments and agencies (starting from the Office of the Refugee Commissioner and including the various service providers), international organisations, local councils, NGOs and migrant community organisations. The tools for the provision of information and orientation trainings are varied and include: leaflets and hand outs, websites and apps, group and one to one sessions, drop in services amongst others. This section provides an overview of the orientation and training services available to beneficiaries of international protection. It is not intended to provide an exhaustive list of all information and training provided.

General Orientation

General orientation information and training is provided through both online and offline services, through one to one sessions as well as group sessions. A booklet distributed by AWAS includes practical advice and information about a range of issues including employment, health and transport.⁵⁶ Similarly, a JRS booklet, albeit dated, provides information about services available and the institutions and organisations providing those services. UNHCR Malta offers outreach sessions in cooperation with the local government LEAP centres (who provide support for those at risk of poverty in the community). These sessions aim to provide general guidance and information on a number of topics, as well as distributing resources in writing for those in attendance. The Maltese government's integration portal is another tool in this regard. It provides information on a number of issues including residency, employment, social security and childcare.⁵⁷ However, the service is not specifically tailored

⁵⁵ This has included both the setup of new organisations and the prioritization of integration work by organisations that had been active in other areas.

⁵⁶ AWAS, "Information Booklet for Residents of Open Centres" (European Refugee Fund, 2013), 27.

⁵⁷ <https://integration.gov.mt/en/Pages/Home.aspx>



for beneficiaries of international protection. Some information about rights is also available on the UNHCR Malta website and the websites of various NGOs.

The International Association for Refugees has established a mobile phone app called Love Europe, which provides free information on the different services and organizations and will be available in English, Arabic, Amharic, Tigrinya, and Somali.⁵⁸ Similarly, through the 'Blend In' project, the Foundation for Shelter and Support for Migrants is working on enhancing the social, civic, intercultural competences of young refugees and migrants with the help of an integration toolkit, which is also in the form of a mobile phone application.⁵⁹

Moreover, AWAS caseworkers are trained to guide an individual according to their needs and thus deal with any queries which may arise. UNHCR, NGOs and migrant community organisations also offer one to one guidance to individuals seeking assistance in managing the various rights and services to which one might be entitled. The International Association for Refugees for instance provides one to one support.

Limited elements of cultural orientation are also provided through courses provided by the Local Councils' Association (however these are targeted at migrants who are not beneficiaries of international protection), in sessions provided by the Jesuit Refugee Service (including to relocated migrants) and by the Foundation for Shelter and Support for Migrants. Basic societal and cultural orientation will also be offered in the first stage of the 'I Belong' Programme, as well as being covered more extensively in the second phase, for those intending to apply for permanent resident status. This second phase covers training in social, economic, cultural and historic elements of Malta as well as legal and constitutional aspects. The aim of the programme is to integrate individuals into Maltese society.⁶⁰

Language Training

Language training has tended to focus on English (primarily beginner and intermediate level), with Maltese being added relatively recently. English at beginner level is provided by a number of organisations including at reception centres, by NGOs, migrant community organisations and local councils. The International Association for Refugees in Malta also holds beginner-level English classes at St Andrew's Scottish Church, providing lessons to 50-60 individuals in several groups.⁶¹ Throughout 2017, courses in English targeting 200 participants and courses in Maltese for 100 participants were offered during the AMIF funded project, 'Training Third Country Nationals in Cultural Orientation, Language and Work-Related Skills for Employment' run by the Foundation for Shelter and Support to Migrant in partnership with other organisations.⁶²

⁵⁸ UNHCR Malta, Integration roundtable, February 27, 2018.

⁵⁹ Blend-In Project, accessed September 27, 2017, <http://blend-in.eu/en/about/outputs>

⁶⁰ Ministry of European Affairs and Equality, "Migrant Integration Strategy and Action Plan: Integration=Belonging"

⁶¹ St Andrews Malta, 'English Language Teaching', accessed June 16, 2017, <http://www.standrewsmalta.com/english-language-teaching>

⁶² Foundation for Shelter and Support to Migrants, 'AMIF', accessed June 16, 2017, <http://fsmmalta.org/amif/>



A number of programmes address the language needs of specific groups. The Migrant Learners' Unit (within the Ministry of Education) provides language courses for children within the mainstream school system, as part of an induction programme for foreign students. The focus is on children's fluency in Maltese through both formal and informal teaching methods.⁶³ The Migrant Women Association Malta organises courses specifically for women, making additional arrangements such as childcare in order to enhance accessibility of the courses. The Jesuit Refugee Service and the Paolo Freire Institute offer specific programmes for relocated migrants. Some reception centres (although not all) run language courses for their residents. The Local Councils Association runs language courses for migrants who are not beneficiaries of international protection.

Beneficiaries of international protection, like other residents of Malta, can apply for subsidised English and Maltese courses from the Directorate for Lifelong Learning on a first come – first served basis. Subsidised English as a foreign language classes are also offered by various colleges and primary schools against a fee (around 35 eur). Furthermore, JobsPlus offers courses in foreign languages (including English and Maltese) to registrants for work, as well as to other members of the public, including migrants which are free of charge. Basic language skills (MQF Level 1) in English and Maltese are also offered in the Pre-Integration Certificate stage of the 'I Belong' Programme (as part of the new integration strategy), should individuals wish to apply.⁶⁴

When this research was being undertaken, efforts were also underway to develop self-learning tools especially targeted towards individuals who due to work commitments are unable to attend regular classes. The aforementioned IAFR app includes phrasebooks intended to support language learning in Maltese for individuals unable to make it to the courses that they offer.

A number of programmes are also seeking to upskill the level of English rather than focusing on beginner language levels. For instance, Spark 15 and Integra are providing courses allowing participants to sit for their IELTS English exams, which is required in order to enroll in University Courses. The Sudanese Community is similarly offering advanced language courses.

Vocational Training and Employment Support

Information and training on issues relating to employment is also offered by a number of providers. A key example is the Migrant Skills Register that acts as an employment agency for beneficiaries of protection, but also provides support in preparing for employment, applying for jobs and identifying and presenting one's skills. Integra Foundation offers a drop-in service four evenings per week for CV support and job interview skills. The Jesuit Refugee Service runs employment orientation courses for their clients, with whom they have long-term engagement. Groups benefited from four hours per day, five days a week training at St Aloysius College. As a result, 45 persons received a certificate, and 483 CVs were filed during the past year.⁶⁵

⁶³ Examples of activities can be seen at:

https://www.facebook.com/migrantlearnersunitmalta/?hc_ref=PAGES_TIMELINE

⁶⁴ Ministry of European Affairs and Equality, "Migrant Integration Strategy and Action Plan: Integration=Belonging".

⁶⁵ The beneficiaries were 83% male and 17% female, mostly holders of subsidiary protection (52%).



Migrant Women Association Malta has also offered specialised courses including food handling certificate courses (in cooperation with JobsPlus)⁶⁶ training in beekeeping (in the in the form of the 'Honey Project'⁶⁷) and pre-labour training (in collaboration with FOPSIM).⁶⁸ The Sudanese Community has offered IT training for its members. UNHCR and the Migrant Health Unit provide training for cultural mediators to work in various sectors.⁶⁹ Training in entrepreneurial skills is also going to be provided by The People for Change Foundation through the My Site Project.

Other vocational training was provided in the form of creative writing courses for migrants fluent in English offered by the RIMA project⁷⁰ and art workshops currently being offered by The People for Change Foundation as part of the COME IN Project (in collaboration with the African Media Association Malta and with the Migrant Women Association Malta).

Beyond training, a number of organisations also offer employment-related advice including the Migrant Skill Registry, the employment advisory services of JobsPlus, organisations offering legal advice (like JRS Malta and Aditus Foundation) and organisations offering advice in situations of discrimination (including PfC's Report Racism Malta⁷¹ and the Department for Employment and Industrial Relations).

Community Empowerment

Beyond the individual services available, a number of programmes also aim to support the development of multipliers, not least through the training of migrant community organisations and leaders. The Foundation for Shelter and Support to Migrants ran a project entitled 'Training Migrants as Community Mentors, Trainers, and Peace Builders' which was funded by the Voluntary Organisations Projects Scheme (VOPS) and managed by the Ministry for Social Dialogue, Consumer Affairs, and Civil Liberties (2016-2017).⁷² The training programme focused on mentoring, communication, education and testing tools for language, IT and literacy skills so that migrant organisations can act as multipliers.⁷³ Softer approaches are also available through, for instance, the

⁶⁶Paola Blanco and Ainara Chana, "Cooking for World Music Festival," *Migrant Women Association Malta*, May 17, 2017, <http://migrantwomenmalta.org/cooking-for-world-music-festival/>.

⁶⁷ Migrant Women Association Malta, 'Honey Project', accessed March 9, 2018, <http://migrantwomenmalta.org/portfolio/honey-project/>

⁶⁸ <http://migrantwomenmalta.org/portfolio/fopsim-pre-labour-training/>

⁶⁹ European Migration Network, "Country Factsheet: Malta 2015," 2016, https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european_migration_network/reports/docs/country-factsheets/19_malta_country_factsheet_2015.pdf.

⁷⁰RIMA Project 'Creative Writing and Storytelling', accessed September 27, 2017, <http://www.rimaproject.org/2/38/Creative-Writing-and-Storytelling>

⁷¹ www.reportracism-malta.org

⁷²European Website on Integration, 'San Giljan - Training migrants as community mentors, trainers and peacebuilders', accessed June 16, 2017, <https://ec.europa.eu/migrant-integration/event/san-giljan---training-migrants-as-community-mentors-trainers-and-peacebuilders>

⁷³Foundation for Shelter and Support to Migrants, 'Developing Migrants as trainers, mentors and peace builders', accessed June 17, 2017, <http://fsmmalta.org/community-mentoring-and-peacebuilding-in-malta-cmp/>



Communication Sessions organised by the Migrant Women Association Malta, that provide a safe and welcoming space for migrant women to raise their concerns and gain information and support.⁷⁴

III.1 The training needs of beneficiaries of international protection

A number of further needs are highlighted through this research, interestingly often related to some of the areas where some of the needs are addressed. For instance, it is noted that whilst language classes are available across various organisations, accessible advanced level Maltese and English classes are less readily available.

Information and training on labour rights (including as regards working hours and conditions of employment) and the value of legal and registered employment appeared to be lacking. Whilst these issues are covered in some of the general courses, this research found a need for greater engagement with these issues. Awareness of support measures in this regard, including the possibility of joining trade unions is also limited.

Whilst some mainstream services and courses (e.g. courses offered by the Lifelong Learning Department or Jobs Plus) are also available to beneficiaries of international protection, often at a reduced rate, they are often not accessible to beneficiaries of international protection, either due to language barriers, issues around timing especially as it relates to shift work, or because they do not address other possible needs of migrant groups, such as cultural support.

Beyond the more linguistic and vocational skills, the research also identified the need to explain local dynamics to migrants including explaining how things work and bottlenecks in the system. This will also help avoid frustrations arising from assumptions that certain unreasonable expectations are required because of one's immigration status, which in reality are sometimes bottlenecks in the administrative structures. The possibility of accessing support on such measures from NGOs and other service providers should also be explored. On a related note, participants in this project noted the need to raise awareness of Malta as a destination for beneficiaries of international protection overcoming the idea held by some that people's stay in Malta is only transitory and ensuring that Malta is promoted as a place one wants to integrate into.

Conclusions and Recommendations

This report has sought to map out the training needs of beneficiaries of international protection and the existing mechanisms for training provision in Malta. Beyond what courses are and are not available, a number of cross cutting issues are also identified.

⁷⁴ <http://migrantwomenmalta.org/our-work/>



There is a great deal of engagement in training provision by a range of institutions at the State, local and NGO level. NGOs and migrant community organisations continue to play a vital role in expanding the guidance, support and training on offer and bringing it closer to the target population. This cross-sectorial engagement is commendable. It has also allowed for a better understanding of the needs of the target populations and a focus on the provision of courses that support integration in the labour market and elsewhere. The involvement of this range of institutions requires greater coordination between the various entities involved and therefore efforts like those being coordinated by UNHCR Malta (in seeking to bring together the various providers on a regular basis to share information) are critically important. Such coordination will help avoid overlaps and identify gaps in what is being provided.

Despite the existence of courses including mainstream courses, it is often difficult for some beneficiaries of protection to access courses due to timing (as it relates to shift work), childcare responsibilities and other factors. The availability of a range of courses, across different areas and managed by different groups helps to overcome some of these challenges. However, there is a need to ensure greater accessibility of existing services, especially mainstream services. Accessibility can be improved through timing adjustment, location where the training is provided and building the capacity of service providers in the provisions of courses to diverse audiences.

This research identified a strong reliance on project funding for the purpose of providing information and training services. Whilst such funding is critical to the provision of this training, a number of key concerns arise from the structural reliance on project funding most notably that training provision will too often depend on the priorities of the specific funding call, that the training is provided for a relatively short period of time and that there are often restrictions as to who can benefit from which training. Moreover, as is the nature of project funding, each new call for projects sets new priorities, and will put a preference on new courses rather than funding the continuation of existing courses. This also requires the investment of considerable time and effort by the relevant organisations who might otherwise use that time to continue to offer their training services. Seeking to move towards more sustainable funding systems that allow institutions and organisations to offer courses over the medium to long term could contribute to the improvement of the quality of service provided.

Related to the issue of funding and structural issues, the research also identified a heavy reliance on volunteers and interns in the provision of information and training services. Whilst having its benefits, this raises a risk to the standard of the training provided. It is critically important that the standards of training providers are maintained, irrespective of whether the course is offered on a remunerated or voluntary basis. Further investment in training for service providers in this regard is therefore encouraged.

Greater investment is required as well as commitment to monitoring and evaluation of the various courses available, in order to ensure that highest standards are maintained across the various providers involved in the area. Across the various services identified for the purposes of this research, evaluation was very limited. Focusing on monitoring and evaluation will also help enhance the quality and sustainability of the services being provided, ensuring they are meeting the needs of the beneficiaries.



The adoption of the integration strategy in 2017 reflects that Malta has started to better acknowledge the value of integration and the need for integration measures moving forward. The involvement of the range of stakeholders and the effort undertaken by institutions and NGOs in the area of integration related information and training provision is encouraging and shows recognition of the need for these services to support the effective integration of beneficiaries of international protection in Malta. This report has sought to map out the framework and the services provided, and our hope is that it will be only a first step in a broader discussion of how integration services can be improved and integration made a reality for beneficiaries of international protection on the island.

Recommendations

1. Ensure greater coordination between the various providers of information and training services to avoid excessive overlap and gaps in the services provided. Support existing efforts in this regard including existing measures such as those coordinated by UNHCR.
2. Continue to develop courses and programmes that address the needs of the communities involved through consultation with those communities.
3. Develop increasingly longer-term and more sustainable funding structures for the provision of information and training.
4. Undertake and publish regular monitoring and evaluation of the courses being provided ensuring that the standards
5. Support providers of existing mainstream training services in ensuring that the courses are accessible to beneficiaries of international protection.

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Annex: Statistical tables

Table 5. Number of Third country nationals

Year	Number		Share from the overall population		Number	
	Total	Share overall population (%)	Male	Share overall male population (%)	Female	Share overall female population (%)
2014	13,810	3.2	7,962	3.7	5,848	2.7
2015	18,894	4.2	11,039	5	7,855	3.6
2016	23,177	5.1	13,312	5.9	9,865	4.4
2017	24,073	5.2	13,552	5.8	10,521	4.6



Source: calculations based on Eurostat [migr_pop1ctz]

Table 6. Number of long-term residence permits issued

Year	Number		Share from the overall population		Number	
	Total	Share overall population	Male	Share overall male population	Female	Share overall female population
2014	4,606	1%				
2015	6,880	2%				
2016	6,530	2%				

Source: Eurostat [migr_resfirst]

Data on long-term (12 months or more) residents by gender are not available for Malta on Eurostat [migr_resfas].

The table below presents the total number of foreigners in Malta, registered as long-term residents.

Table 7. First permits by reason - Malta

	2014	2015	2016
Total	4,606	6,880	6,530
Family reasons	1,104	1,387	1,219
Education reasons	317	400	177
Remunerated activities reasons	971	2,664	2,971
Other	2,214	2,429	2,163

Source: Eurostat [migr_resfirst]

The table below presents the age profile of third country nationals. However, the categories used (0-19) do not coincide with the legal definition of maturity (18), and thus these numbers are imperfect indicators of the number of children and adults.

Table 8. Profile of TCNs

Year	Adults – number (20+)	Share of women	Children – number (0-19)	Share of girls	Share of children
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Co-funded by the Asylum, Migration and Integration Fund of the European Union

	Men	Women	from the overall TCN population (%)	Boys	Girls	from the overall number of TCN children (%)	from overall TCN population (%)
2014	6,429	4,789	35	1,533	1,059	40	19
2015	8,758	6,229	33	2,281	1,626	42	21
2016	10,821	7,816	34	2,632	2,049	44	20
2017	10,846	8,342	35	2,706	2,179	45	20

Source: Eurostat [migr_pop1ctz]

There is some discrepancy in the numbers provided by different sources on the number of migrants by country. Whereas JobsPlus only deals with migrants in employment, its reported numbers are higher for some nationalities, notably Filipinos, compared to EMN data on residents.

Table 9. Countries of TCN (long term residents) - top countries of origin - in numbers

Year	Serbia		Libya		Philippines		Russia		Syria		India	
	M	F	M	F	M	F	M	F	M	F	M	F
2014	297		1,134		175		514		402		43	
2015	821		1,294		694		688		299		198	
2016	958		776		677		427		379		273	

Source: Eurostat [migr_resfirst] (data not available by gender for Malta)⁷⁵

Table 10. Countries of TCN workers - top countries of origin - in numbers

Year	Philippines		Serbia		China		Eritrea		Libya		Russia	
	M	F	M	F	M	F	M	F	M	F	M	F
2014	1,248		866 (with Montenegro)		380		330		432		352	
2015	1,191		1,039 (with Montenegro)		354		296		477		354	

⁷⁵ Eurostat [migr_resfirst]



2016	1,751	1,580	295	298	401	401
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Source: JobsPlus (data not available by gender)⁷⁶

Table 11. Asylum related migration - in numbers (national data)

Year	Asylum applications		Granted refugee status		Granted subsidiary protection*		Terminated procedures		Rejected asylum applications	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
2014	1,083	269	191		1,068				476	
2015	1,386	458	263		987				241	
2016	1,358	570	167		1,025				243	

Source: NSO⁷⁷

* "other forms of protection status" (data not available by gender)

Table 12. Asylum related migration - in numbers (Eurostat data)

Year	Asylum applications		Granted refugee status		Granted subsidiary protection*		Terminated procedures		Rejected asylum applications	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
2014	1,085	270	5	5	15	10			190	35
2015	1,385	460	15	10	30	10			255	45
2016	1,360	570	10	15	25	15			200	65

Source: Eurostat [migr_asyappctza]

In the NSO's dataset, children are defined as those aged 0-17 according to national legal definitions.

⁷⁶JobsPlus, "Foreign Nationals Employment Trends."

⁷⁷National Statistics Office, "World Refugee Day: 20 June 2017"; National Statistics Office, "World Refugee Day: 20 June 2016."



Table 13. Age profile of asylum seekers (national data)

Year	Children numbers		Share of girls from the overall number of child asylum seekers	Adults numbers		Share of women from the overall number of adult asylum seekers	Share of children from the overall number of asylum seekers
	Boys	Girls		Men	Women		
2014	203	111	37	880	158	15	23
2015	232	165	42	1,154	295	20	21
2016	244	209	46	1,114	361	24	23

Source: NSO⁷⁸

Table 14. Age profile of asylum seekers (Eurostat data)

Year	Children numbers		Share of girls from the overall number of child asylum seekers	Adults numbers		Share of women from the overall number of adult asylum seekers	Share of children from the overall number of asylum seekers
	Boys	Girls		Men	Women		
2014	205	115	37	880	160	15	23
2015	230	165	42	1,150	295	20	21
2016	245	210	46	1,115	360	24	23

Source: Eurostat [migr_asyappctza]

Table 15. Countries of origin asylum seekers - top countries of origin – in numbers

Year	Libya		Syria		Eritrea		Somalia	
	Male	female	male	female	male	female	male	female

⁷⁸National Statistics Office, "World Refugee Day: 20 June 2016," n.d., https://nso.gov.mt/en/News_Releases/View_by_Unit/Unit_C5/Population_and_Migration_Statistics/Documents/2016/News2016_096.pdf.



2014	342	78	240	67	40	20	109	19
2015	709	192	328	88	36	42	34	22
2016	470	195	211	119	199	88	202	41

Source: NSO⁷⁹

When it comes to beneficiaries of international protection, there are significant inconsistencies between the data reported by NSO and Eurostat.

Table 16. Age profile of beneficiaries of international protection (BIP) – in numbers (national data)

Year	Children numbers		Share of girls from the overall number of child BIP	Adults numbers		Share of women from the overall number of adult BIP	Share of children from the overall number of BIP
	Boys	Girls		Men	Women		
2014	170	93	35	850	146	15	21
2015	156	130	45	776	188	20	23
2016	210	170	45	609	203	25	32

Source: NSO⁸⁰

Table 17. Age profile of beneficiaries of international protection (BIP) – in numbers (Eurostat data)

Year	Children numbers		Share of girls from the overall number of child BIP	Adults numbers		Share of women from the overall number of adult BIP	Share of children from the overall number of BIP
	Boys	Girls		Men	Women		
2014	0	0	N/A	20	10	33	0
2015	5	5	50	45	20	31	14
2016	5	5	50	30	25	50	15

⁷⁹National Statistics Office, “World Refugee Day: 20 June 2017.”

⁸⁰National Statistics Office, “World Refugee Day: 20 June 2016”; National Statistics Office, “World Refugee Day: 20 June 2017.”



Source: Eurostat [migr_asydcfina]

Table 18. Countries of origin beneficiaries of international protection - top countries of origin – in numbers (national data)

Year	Libya		Syria		Eritrea		Somalia	
	Male	female	male	female	male	female	male	female
2014	235	58	281	77	126	11	232	55
2015	602	165	222	47	22	31	34	22
2016	530		359		102		92	

Source: NSO⁸¹

Table 19. Countries of origin beneficiaries of international protection - top countries of origin - in numbers (Eurostat data)

Year	Libya		Syria		Eritrea		Somalia	
	Male	female	male	female	male	female	male	female
2014	5	5	0	0	0	0	5	5
2015	10	5	10	5	5	0	5	5
2016	10	5	0	0	0	0	0	10

Source: Eurostat [migr_asydcfina] (“total positive decisions”)

Table 20. Number of Third country workers

Year	Number	Share from the overall labour supply	Number		Number	
	Total		Male	Share overall male workers	Female	Share overall female workers
2014	7,314	3.7	4,541	3.8	2,773	3.5
2014 – irregular	1,311	0.6	1,172	0.9	139	0.2

⁸¹National Statistics Office, “World Refugee Day: 20 June 2017”; National Statistics Office, “World Refugee Day: 20 June 2016.”



2015	7,770	3.7	4,894	4	2,876	3.4
2015 – irregular	1,527	0.7	1,372	1.1	155	0.2
2016	9,893	4.5	6,090	4.7	3,803	4.2
2016 – irregular	1,831	0.8	1,648	1.3	183	0.2

Source: JobsPlus⁸²

Table 21. Third country nationals in selected occupations: (female dominated occupations marked in bold)

Occupation	Male	Female
Medical doctors	32	45
Nurses and midwives	47	70
Childcare workers	2	108
Healthcare assistants	35	117
Home-based personal care workers	29	274
Cooks	26	16
Domestic housekeepers	20	49
Software and applications developers and analysts	66	13
Accountants	43	51

Source: EMN factsheet⁸³ (data from 2014)

Table 22. Third country nationals by Major Occupation Group

Major Occupation Group	2015	2016
Managers	787	719
Professionals	865	1,034

⁸²JobsPlus, “Foreign Nationals Employment Trends.”

⁸³Ministry for Home Affairs and National Security and European Migration Network, “Determining Labour Shortages and the Need for Labour Migration from Third Countries in the EU: Malta.”



Technicians and Associate Professionals	839	1,061
Clerks and support workers	288	440
Services and sales workers	1,185	1,859
Skilled Agricultural, fishery and forestry workers	22	29
Craft and related trades workers	1,113	1,215
Plant and machine operator and assemblers	276	316
Elementary Occupations	2,395	3,220

Source: JobsPlus⁸⁴

Table 25. Third country nationals (aged 15-64) by educational attainment level (%)

Level of Education	2014			2015			2016		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Less than primary, primary and lower secondary education	47.7	36.8	46.4	50.8	42.0	46.4	50.3	44.3	47.3
Upper secondary and post-secondary non-tertiary education	23.9	19.0	21.7	28.1	22.7	25.4	29.5	29.1	29.3
Tertiary Education	28.4	43.4	36.7	21.1	35.3	28.2	20.2	26.6	23.4

Source: Eurostat [edat_ifs_9912]

⁸⁴ JobsPlus, "Foreign Nationals Employment Trends."

