

## THE PECULIARITIES OF LEGAL REGULATION OF THE REFUGEE INTEGRATION SYSTEM IN LITHUANIA

**Marina Popova**

*Klaipėda University, University of Lapland*

### **Abstract**

In recent years the European Union has experienced an unprecedented influx of refugees and asylum seekers that has continued up until now. This issue is relevant to Lithuania as well, since the country has committed to host 1105 asylum seekers from Greece and Turkey, and their successful integration to large extent depends on legislation adopted by the Government. The present article analyses the concept of the international asylum law and the peculiarities of legal regulation of the refugee integration system in Lithuania. Both the analysis of legislative documents and experience in working with refugees has disclosed a gap between the existing theoretical system and its implementation in practice. The author discloses the problems of the refugee integration, when regulation of the social relationships is required; however there is no relevant legal norm that could be applicable in a particular case. The article also discusses the priorities and regulatory documents of the Lithuanian policy on integration; however the main focus is made on the theoretical analysis of the Description of the Procedure for Providing State Support for the Refugee Integration and – referring to the practical experience – on insights into its implementation measures. The analysis has disclosed that implementation of the refugee integration measures is hindered due to lack of a long-term policy on the refugee integration in Lithuania, lack of collaboration between the state and private sector and prevalent negative attitudes in the society; the above factors result in loss of interrelation between the legal norms and the social relationships that are to be regulated.

KEY WORDS: refugee integration, law regulation, description, asylum law.

### **Anotacija**

Europos Sąjunga pastaraisiais metais patyrė didžiausią pabėgėlių ir prieglobsčio prašytojų antplūdį, kuris tęsiasi iki šiol. Ši tema aktuali ir Lietuvai, nes valstybė įsipareigojo priimti 1105 prieglobsčio prašytojus iš Graikijos ir Turkijos, o jų sėkminga integracija priklauso nuo Vyriausybės priimtų įstatymų. Šiame straipsnyje nagrinėjama tarptautinės prieglobsčio teisės koncepcija, analizuojami prieglobsčio gavėjų integracijos sistemos teisinio reguliavimo ypatumai Lietuvoje. Teisinių dokumentų analizė ir patirtis, dirbant su pabėgėliais, parodė esamos teorinės sistemos ir jos praktinio įgyvendinimo neatitikimą. Autorė atskleidžia pabėgėlių integracijos problemas, kai būtina reguliuoti visuomeninius santykius, tačiau nėra atitinkamos konkrečiam atvejui taikytinos teisinės normos. Kartu aptariami Lietuvos integracijos politikos prioritetai ir teisiniai dokumentai, tačiau pagrindinis dėmesys skiriamas valstybės paramos prieglobsčio gavėjų integracijai, teikimo tvarkos aprašo teorinei analizei ir, remiantis praktine patirtimi, jo įgyvendinimo priemonėms. Analizė atskleidė, kad pabėgėlių integracijos priemonių įgyvendinimas apsunkinamas dėl ilgalaikės pabėgėlių integracijos politikos Lietuvoje nebuvimo, valstybinio ir privačiojo sektoriaus bendradarbiavimo stokos bei visuomenėje vyraujančių neigiamų nuostatų, todėl nebėra ryšio tarp teisinių normų ir visuomeninių santykių, tai būtina reguliuoti.

PAGRINDINIAI ŽODŽIAI: pabėgėlių integracija, teisinis reguliavimas, aprašas, prieglobsčio teisė.

DOI: <http://dx.doi.org/10.15181/tbb.v79i2.1780>

## Introduction

Today, the world is experiencing the greatest wave of migration and the so-called refugee crisis after the World War II. During the period of 2013–2014, over 8.3 million people left their homes because of the war according to the data of the International Organization for Migration, 1,011,700 asylum seekers arrived to Europe by sea and over 34 thousand arrived by land in 2015 (Asylum and first time asylum applicants by citizenship, age and sex Annual aggregated data, 2015). A lot of people in need of international protection come to the EU for asylum. Protection is provided for people who are fleeing from their native country and cannot return back because of a well-founded *fear of being persecuted* or a real *risk* of suffering *serious* harm. 1 out of 3 asylum seekers arriving to the EU are citizens of Syria, Iraq, Afghanistan, Nigeria and Pakistan. The problems of asylum seekers' migration, adaptation and integration have gained considerable social, economic and political significance in Europe and its individual territorial units. The situation is an extraordinary, ongoing and requiring resources as well as active and determined involvement of host countries. Statistics show that the number of persons returning to the country of origin over the last decades has been extremely low due to long-lasting, difficult-to-solve military conflicts. Many displaced people stay in the host country, about 60% settle in urban areas (increasingly preferring non-camp type settlements, and lodging in separate dwellings). The host countries face a number of challenging tasks – to save lives, to protect human dignity, to ensure primary humanitarian aid, to mitigate the socio-economic situation as well as to facilitate further integration actions – not only to contribute to improving the internal capacities of the individual, but also to promote openness and positive approach in the society to the integration of refugees (Spiegel, 2015, p. 445). An increased flow of refugees has changed the old integration patterns and has forced to look for new strategies, which would help them to adapt to the host society. Over the last 20 years, the European Union has established some of the strictest standards in the world for granting an asylum. The implementation of European migration policy has made a tremendous progress over the last years, since the European Migration Agenda proposed by the European Commission in May, 2015 was successfully implemented (The EU and the migration crisis, 2017). The agenda is primarily aimed at proposing solutions that will allow Europe to make progress in the refugee integration in the short and medium term. However, if we want to tackle these issues effectively and sustainably in the long-term, the strategic patterns in the migration issues must be further developed.

It's important to note that the situation in Lithuania reflects both the general migration trends and the current issues of the refugee integration. By ratification

of the Geneva Convention, the country has undertaken to provide asylum to foreigners and to comply with the requirements of the international standards on human rights in order to ensure the refugee integration. Until 2014, the number of asylum seekers in Lithuania ranged in average from 500–600 persons annually. Referring to the statistics, 425 applications for asylum were filed in 2016 and Lithuania has committed to relocate 1105 persons from the camps in Greece and Turkey by 2019. One of the key steps to tackle the refugee integration problems is that the Government of Lithuania approved the Description of the Procedure for providing State Support for the Integration of refugees, which regulates the grounds for granting, organization, implementation of the state support for the integration of refugees, periods of support for the integration in the Refugee Reception Centre and a municipal territory, payment of cash benefits and allowances, education and employment, the grounds for termination and renewal of support for the integration, dissemination of the information on the integration of refugees to the public (LR socialinės apsaugos ir darbo ministerija [LR Ministry of Social Security and Labor], 2018). Nevertheless, despite the support and integration measures declared in the description, there are some obstacles in Lithuania related to the practical functioning of the refugee integration system. It should be noted that the integration measures provided by legislation are difficult to implement both due to negative attitude towards refugees in the Lithuanian society and absence of a long-term integration policy.

Therefore, understanding of the process of the refugee integration requires considering its legislative framework as well as analysing the priorities of the integration policy and other aspects that forms the refugee integration system in Lithuania and influence its processes. The article focuses on the Description of the state support for the refugee integration and other legislative acts that stipulate the integration measures and their implementation mechanisms.

The aim of the research – to make an assessment of the peculiarities of legal regulation of the integration system of refugees in Lithuania.

The objectives:

1. To analyse the concept and evolution of asylum law.
2. To assess the effectiveness of the measures of the Lithuanian policy on the refugee integration.
3. To disclose the peculiarities of management of the integration process of adult refugees in the municipalities.

The object of the research: legal regulation of the refugee integration system in Lithuania.

## 1. The Concept and Development of Asylum Law

Asylum law and first aid for refugees began to take shape after the Second World War. It is known that, after the war, there were many foreign nationals who were forcibly displaced in German territory. After the war, most people returned to their native countries, but many people remained in Germany in occupational zones of the United States, Britain and France. Then the question arose about the fate of the remaining people and who could help solve the problem of persecution. With the rise in the international dimension of the refugee problem, the United Nations has started to set up an organization to help returnees and refugees return home or move to other countries. Already in 1946, on April 20th, the International Refugee Organization (IRO), together with the UN in May–June, adopted a resolution on assistance to refugees and displaced persons. It was envisaged that the IRO would formally assist in the work of at least 15 States ratifying its status (which took place on August 20, 1948). Four conferences with representatives of the majority of countries signatory to the IRO were held in the context of the issues of repatriation and emigration of refugees. The Fourth IRO Conference concluded that emigration was the most probable way of managing migrants' destiny. In 1948, it was planned to transport 320 000 people from different countries to Europe. Until then, there was a dual emigration: (a) Individual, when people themselves found the opportunity to emigrate to a country, and IRO paid travel expenses; (b) mass emigration, when the IRO concluded treaties with States on the admission of certain refugees and relocated them. Contracts were concluded with all IRO members, except for the United States and England (Pšibilskis, 2000, p. 91). At the end of 1948, 14 countries had already begun to open the borders for refugees. Subsequently, an international agreement was signed, under which 31 countries undertook to provide refugees with legal custody. This was an important step in shaping the right of asylum.

The International Refugee Organization was liquidated on January 30, 1952. 70,000 people altogether were repatriated throughout the organization's existence. Over 1 million people found homes in new countries. In order to ensure the legal protection of refugees, the United Nations established the United Nations High Commissioner for Refugees (UNHCR) in 1950. The United Nations General Assembly has given UNHCR the authority to take care of international protection for refugees and, together with governments, seek solutions to long-term refugee issues. Since its inception, the organization has helped more than 50 million people. At the international level, UNHCR monitors the protection of refugees and compliance with international agreements. At the local level, the organization carries out direct work in the field of protection of refugees: relocating refugee

camps away from state borders, providing refugee women with opportunities to participate in the food allocation process, actively facilitating family reunification, monitoring asylum policies, etc. The organization is currently active in helping refugees and asylum seekers in 126 countries. 57 Governments, as members of the UNHCR, contribute to the development of policy strategies to improve the situation of refugees around the world. The organization has received a refugee protection mandate for dealing with long-term refugee issues and is working in compliance with the international laws and standards, such as the Universal Declaration of Human Rights (1948), the four Geneva Declarations (1949), and other relevant international instruments with legal force.

One of the most important steps to improve the situation of refugees in Europe is the United Nations General Assembly's 1948 resolution. On December 10 the Universal Declaration of Human Rights was adopted, which, along with other fundamental human rights and freedoms to be guaranteed, includes the right to asylum, free movement and citizenship:

Article 13

1. Everyone has the right to freedom of movement and the right to choose his place of residence in the territory of each State.
2. Everyone has the right to leave any country, including his own, and return to his country.

Article 14

1. Everyone has the right to seek asylum from and prosecution in other countries.
2. This right may not be exercised when persecuted for non-political crimes or acts contrary to the purposes and principles of the United Nations.

Article 15

1. Everyone has the right to a nationality.
2. No one shall be arbitrarily deprived of his nationality or the right to change it (Universal Declaration of Human Rights 1948).

It is important to emphasize that human rights are universal, belonging without exception and equal to every human being. Some of the norms of the Universal Declaration of Human Rights have become (*jus cogens*) the imperative norms of general international law expressing the most important principles of international law that States must abide by. One of the fundamental imperatives of human rights is the principle of the non-refoulement of the individual, which follows from Article 14 of the Universal Declaration of Human Rights and provides for the right to seek and use refuge from prosecution and asylum in other States as provided for.

This principle reflects the concern of the international community and the commitment to guaranteeing basic human rights to persons in need of international protection, including the right to life, freedom from torture, cruel, inhuman or degrading treatment or fear, the right to liberty and personal security (Vysockienė, 2000, p. 58). In assessing other principles of the declaration, it is important to consider the prospects of the document “growth”, which are directly related to the preparation of international documents. Human rights were enshrined in the International Covenant on Economic, Social and Cultural Rights and in the International Covenant on Civil and Political Rights, adopted by the United Nations General Assembly in 1966 on December 16. The Universal Declaration of Human Rights and the two pacts are known in the world as the International Bill of Human Rights, which defines fundamental universal rights and fundamental human rights and is closely linked to the protection of refugees.

To ensure the right to asylum, in 1951 The United Nations Conference of Representatives approved the Convention Relating to the Status of Refugees (Geneva Convention), which became the basis of international asylum law. The Geneva Convention established the grounds for the granting of refugee status, the content of the granting of this status, and provided a solid basis for the protection of human rights of refugees. *According to the 1951 Refugee Convention, a Refugee is a person who, because of a fully justified fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political convictions, is outside his country of origin, is afraid to use the defense of that country or for fear of persecution cannot or is afraid to return to it.* The preamble to the Convention sets out one of its main objectives, i.e. to ensure that refugees enjoy the fullest possible protection of their fundamental rights and freedoms and to oblige States to comply with refugee protection requirements. Nevertheless, the Geneva Convention was aimed at individuals who were unable to return to their countries of origin because of circumstances which had arisen before 1951. A new wave of migration from former colonies to Europe in the early 1960s led Europe to seek solutions and to abandon time and geographical restrictions for refugees. In 1967 a protocol on the status of refugees was adopted. Although the protocol is a separate document, it has become a universal document, along with the Geneva Convention.

The Convention and the Protocol on the Status of Refugees define three important points:

1. The Protocol on the Status of Refugees formally established the extension of the definition of refugee, which goes beyond the definition given in the Convention.
2. Legitimate refugee status in asylum-seekers, rights and obligations granted, including refoulement. Article 33 of the Convention provides that “no

Contracting State shall in any way send or return refugees to a country where their life or freedom would be threatened by race, religion, nationality, membership of a particular social group or political affiliation” (International Geneva Convention Relating to the Status of Refugees, 1951).

3. The obligations of State parties to the Geneva Convention and its Protocol and cooperation with the UNHCR to assist refugees in integrating. Article 35 of the Refugee Convention states that “Contracting States undertake to cooperate with the Office of the United Nations High Commissioner for Refugees or any other body of the United Nations Organization”. Paragraph 2 of this article provides for the obligation of contracting States to provide information and data to UN bodies on:
  - the condition of refugees;
  - the implementation of this Convention;
  - laws, regulations and decrees which are, or may hereafter be, in force relating to refugees (International Geneva Convention Relating to the Status of Refugees, 1951).

Thus, the parties to the Convention and the Protocol on the Status of Refugees must adhere to common principles and rules. At the same time, the Convention on the Status of Refugees is complemented by various legal and political instruments that are legally binding on integration. Some documents are recommended and cannot guarantee compliance, but there are documents with legal obligations binding on all parties that have ratified them. It is important to keep in mind the analysis of the fundamentals of the law of asylum. In 1969, the International Convention on the Elimination of All Forms of Racial Discrimination came into force. The legal principles of the Convention clearly indicate the meaning of its application in the context of the right of asylum and help to protect the rights of a person. In 1992 a convention was adopted on the participation of foreigners in the public life of a community. Its purpose is to permanently grant political and civil rights to foreign citizens residing in another State, including the right to vote. Some documents are of a purely recommendatory nature, as there is no general agreement between the parties on the definition of refugee integration. Integration is understood as the final result of a dynamic, multidimensional, two-way process involving three interrelated aspects – legal, economic and sociocultural.

The common European asylum system has evolved in the framework of human rights and the Geneva Convention. At the end of the 20th century, two major treaties were signed on which the asylum policy and its practical functioning are based. The first is the Treaty of Rome, which was later given the title of the Treaty on the Functioning of the European Union (TFEU), the second- the Amsterdam

Treaty, which was signed in 1997 and came into force in 1999. All other contracts, named after the renowned European cities (Maastricht, Nice, Lisbon), were intended to modify or supplement the founding treaties.

Article 78 TFEU announces:

1. The Union shall develop a common policy on asylum, subsidiary protection and temporary protection for third-country nationals in need of international protection with a view to proposing appropriate status and ensuring that the principle of non-refoulement is not violated. This policy must not contradict the 1951 July 28 Geneva Convention and 1967 January 31 The Protocol on the status of refugees and other relevant agreements.
2. For the purposes of paragraph 1, the European Parliament and the Council, acting in accordance with the ordinary legislative procedure, shall adopt measures for a Common European Asylum System, consisting of:
  - a uniform asylum status for third-country nationals throughout the Union;
  - the same level of subsidiary protection for third-country nationals who, in the absence of European asylum, require international protection;
  - a general temporary protection system for displaced persons in the event of mass influx;
  - a common procedure for granting and withdrawing asylum status or subsidiary protection status;
  - criteria and mechanisms for determining which Member State is responsible for examining an application for asylum or subsidiary protection;
  - conditions for the reception of asylum seekers or applicants for subsidiary protection;
  - partnership and cooperation with third countries in order to manage influxes of asylum seekers, persons in need of additional or temporary protection.
3. In one or more Member States due to the sudden influx of third-country nationals in the event of an emergency situation, the Council, acting on a proposal from the Commission, may adopt interim measures in favor of the Member State (s) concerned or several Member States. It shall decide after consulting the European Parliament (Sutartis dėl Europos Sąjungos veikimo [Treaty on the Functioning of the European Union], 2012, No. C 326/01).

It can be argued that the Treaty on the Functioning of the European Union reflected the general attitude of Europeans towards refugee issues. Therefore, in order to strengthen the social dimension of the Union, the Treaty of Amsterdam was signed, in which the elimination of discrimination has become one of the



objectives of the Treaty. The Amsterdam Treaty gives the EU new competences in the areas of border management, immigration and asylum, including visa and return. The culmination of this process was the signing of the Treaty of Lisbon, after which the EU acquired a new competence to take care of the integration of third-country nationals. In this context, the European Community and, subsequently, the Union have made efforts to establish a common European asylum system and to improve existing legal instruments. In 1999, June 21<sup>st</sup>, Luxembourg signed and came into force in 2002 June Agreement between the European Community and its Member States, of the one part, and the Swiss Confederation, of the other, on the free movement of persons, OJ 2002 L 114/6. The following were adopted: the Race Equality Directive ([2000] OJ L180 / 22), the Employment Directive ([2000]), OJ L303 / 16) and other relevant documents. Today, two main forms of asylum have become established in EU countries: refugee status and subsidiary protection. These forms are regulated by Directive 2011/95 / EU of the European Parliament and of the Council on the qualification and status of third country nationals or stateless persons as beneficiaries of international protection, equal treatment of refugees or beneficiaries of subsidiary protection and the nature of the protection granted. (Directive of the European Parliament and of the council, 2011, No. 2011/95/EU). Refugee status may be granted to non-EU nationals or stateless persons who are outside their country of origin and who are reluctant or unable to return to it because of a reasonable fear of being persecuted for reasons of race, religion, nationality, political opinion or membership of a particular social group (The Refugee Convention, 1951). If a person cannot be regarded as a refugee on the basis of these criteria but still cannot return to his or her country of origin because of a real high risk (death penalty or execution, torture or inhuman or degrading treatment, serious personal threat to life or person due to chaotic violence) has right to additional protection. It is important to emphasize that the beneficiaries of the Classification as a beneficiary of international protection (2011/95 / EU), in which Article 13 (on refugee status) and Article 18 (on the granting of subsidiary protection status to persons in need of international protection but who cannot obtain refugee status) explicitly defined the right to obtain refugee status or subsidiary protection status. Under the aforementioned directive, persons who have acquired subsidiary protection status are entitled to non-repayment (which means that the person will not be returned where he is at risk of being prosecuted), residence permits and travel documents. It is important to emphasize that people with subsidiary protection are subject to the same social protection principles as refugee people: access to work in the host country, social welfare and medical care, access to education systems and any programs that could help people integrate into the

country. However, beneficiaries of subsidiary protection may, in certain cases, e.g. using a social welfare system, be treated less favorably under national rules.

In 2014 June The European Council defined strategic guidelines for legislation and action plans for the area of freedom, security and justice in the coming years (Article 68 TFEU) on the basis of the progress made in implementing the Stockholm Program. The Action Plan of the program emphasizes the absolute priority of the full transposition and effective implementation of the Common European Asylum System (CEAS). In this way, those who are fleeing persecution and asking for protection of the international community must ensure the basic means of general protection and social integration. It should be noted that this document is not binding on Member States, but since the Action Plan reflects the principles of EU law and justice, it attaches great importance to national refugee integration programs. Seeking to continue to improve refugee integration strategies in 2016 July 5 The European Parliament adopted a resolution on refugees: social inclusion and integration into the labor market (Europos Parlamento rezoliucija dėl pabėgėlių: socialinė įtrauktis ir integracija į darbo rinką [European Parliament resolution on refugees: social inclusion and integration into the labour market], 2016, No 2015/2321(INI)). The newly adopted resolution is the answer to the questions raised by refugees in the host country's labor market. This integration instrument expanded the economic field of integration and opened up new opportunities for asylum seekers. Until this time, asylum seekers could not claim to work until they got refugee status, which made integration difficult.

In conclusion, it can be argued that the origins of the international law of refugees formed after the Second World War and remained relevant to these days. In many countries, the national legislation governing the granting of refugee status and further refugee integration is based on the Universal Declaration of Human Rights (1948), the Geneva Convention (1951) and the Protocol on the Status of Refugees (1967). All other newly adopted international instruments and regulations complement the already existing binding legal acts. It is important here to emphasize that the legal aspect of the integration of refugees confers various rights and freedoms in accordance with the rights and freedoms enjoyed by the citizens of the host country. In this way, the aim is to regulate the relationship between the refugee and the host country itself, which includes freedom of movement, access to education, training and the labor market, receive social support, including healthcare, and travel with valid travel and identity documents. Another important aspect of integration is family reunification and the right to permanent residence in the country in which asylum and nationality are sought.

## 2. Refugee Integration Policy in Lithuania

Lithuania, like other EU countries, joined the Geneva Conventions and the Protocol on the Status of Refugees. International documents were ratified in 1997 and since then the country has begun to formulate a national policy on refugee integration. For a long time, two basic laws were in force in Lithuania, regulating the rights and duties of refugees and migrants differently: “On the status of refugees” and “on the legal status of aliens”. In 2004 the Law of the Republic of Lithuania on the Legal Aid of Aliens was adopted, which, after entry into force, made obsolete the two previous laws. This legal regulation covers all groups of foreigners who arrive or are in Lithuania, as well as asylum seekers and refugees. The new law defines for the first time all three forms of refugee protection: refugee status, subsidiary protection and temporary protection. Recognition of all these forms of protection, also known as asylum forms, is very important not only because of the implementation of Lithuania’s international obligations and EU asylum legislation, but also (and even more importantly) because it takes into account the protection needs of various refugee groups (Jakulevičienė, 2005, p. 24). The integration of an alien in Lithuania begins with the official granting of one of the above statuses. The integration process is divided into two stages: the first begins at the Refugee Reception Center and lasts up to 3 months with the possibility to extend the vulnerable groups to 6 months; at the end of the first stage, support for integration is provided in the municipalities of the country where the refugee moves to live and lasts 12 months, while the vulnerable groups can be extended to 36 months. It is important to emphasize that such distribution of the integration program was approved in 2016 by the decision on the procedure for the submission of state aid for the integration of refugees (hereinafter the Description):

8. Support for integration in the center or in other residential premises provided by the center is provided for up to 3 months from the date of signing the contract with the beneficiary of the support for integration. If, during a specified period, the vulnerable persons fail to prepare for the integration into the municipality, this period may be extended by the decision of the director of the center.

11. Upon expiration of the period for the integration of support in the center or other residential premises provided by the center, the director of the center makes a decision on the provision of support for integration into the municipality’s territory. It takes up to 12 months from the date of departure of the asylum recipient from the center or other day-care facilities provided by the center (Nutarimas dėl valstybės paramos prieglobsčio gavėjų integracijai teikimo tvarkos aprašo patvirtinimo [Resolution on the Approval of the Procedure for the Integration of the State Aid for Integration of Beneficiary], 2016).

It needs to be noted that the Description was approved in accordance with Article 20 of the Law “On the Legal Status of Aliens” (amendment of Article 108 of the Law of the Republic of Lithuania) and in order to implement the 2011 Law. December 13 Directive 2011/95 / EU of the European Parliament and of the Council on the qualification and status of third country nationals or stateless persons as beneficiaries of international protection, the status of refugees or beneficiaries of subsidiary protection and the nature of the protection granted (Directive of the European Parliament and of the council, 2011, No. 2011/95/EU). Both the Description and the Directive 2011/95 / EU are based on the provisions of the Geneva Convention (1951) and the Protocol on the Status of Refugees (1967), which can be argued that they reflect the general agreement between the countries on the integration of refugees and Lithuania is complying with its legal obligations. In 2014, the Ministry of Social Security and Labor of the Republic of Lithuania approved the Action Plan for the Implementation of Foreigners’ Integration Policy for 2015–2017 (hereinafter referred to as the Plan) aimed at creating conditions for the integration of foreigners into Lithuanian society. However, it should be noted that during the preparation of the Plan, the guidelines of the Lithuanian Migration Policy, approved by the Government of the Republic of Lithuania in 2014, are taken into account. January 22 Resolution No. 79 “On Approving the Guidelines for Lithuanian Migration Policies” (hereinafter referred to as “the Guidelines”), provisions defining the main migration policy directions in the field of integration of aliens were also taken into account (Užsieniečių integracijos politikos įgyvendinimo 2015–2017 metų veiksmų planas [Action Plan for the Implementation of Aliens’ Inclusion Policy for 2015–2017], 2014). This means that refugee integration is limited in time. Guideline 11.1. The item points out that Lithuania does not have a long-term foreign integration policy and institutions that formulate it, lack of targeted and coordinated work of the institutions involved in the integration of foreigners (Lietuvos migracijos politikos gairės [Approving the Guidelines for Lithuanian Migration Policy], 2014). Thus, according to the Guidelines, it becomes clear why the deadline is set out in the Description of Support for Integration and why refugees must move to the municipalities after the end of the integration deadline. Regarding the absence of a long-term policy of refugee integration, there are difficulties in implementing the integration measures: the limited number of accommodation facilities in the Refugee Center, high-priced accommodation leased in municipalities, and the negative attitudes of the local community about refugees, lack of employment and learning opportunities, and other integration problems. It is therefore important to analyze all aspects of refugee integration, based on the law and practice.

Returning to the short-term issue of the refugee integration strategy discussed above, it is easy to see that all the legal commitments entered into formally in Lithuania are implemented. However, the structural factors of integration (the socio-cultural and economic context of the Rukla town) and the peculiarities of asylum policy (the delimitation of refugees from the labor market) in Lithuania does not allow establishing a more efficient refugee integration infrastructure. Comparison of 2007 and 2013 research data, the main problem areas for refugee integration remain the same: accommodation and employment (Žibas, 2013, p. 60). Five years after this study, similar problems can be observed that reveal the inefficiency of the system and the need to change it.

Based on the description, social support at the Refugee Reception Center is provided by this support:

23.1. Free living space in a living center or in other residential areas provided by the center.

23.2. Psychological assistance services, the procedure of which is approved by the director of the center.

23.3. Providing the minimum social, health and legal advice and other legal services, except for state-guaranteed legal assistance services.

23.4. Intensive cognitive courses of the Lithuanian language and Lithuanian culture for adults; the course preparation procedure is approved by the director of the center.

23.5. Assesses professional skills and personal characteristics, provides labor market services and implements active labor market policy measures implemented by territorial labor exchanges; competences gained by refugees are assessed in accordance with the procedure established by the Minister of Education and Science.

23.6. Monthly food and food allowance is paid in the amount of 0.7 state-sponsored income according to the procedure set by the Minister of Social Security and Labor.

23.7. A child benefit is paid to the children of the Republic of Lithuania under the procedure and under the conditions established by the law.

23.8. upon death of the recipient of the asylum, if death occurred in the Republic of Lithuania, the funeral benefit is paid in accordance with the procedure and under the conditions established by law.

23.9. Child benefit is paid in accordance with the procedure and under the conditions established by the Law on Child Benefit of the Republic of Lithuania.

23.10. Pay a one-off 1.5-base social benefit allowance for school-age children for the acquisition of essential school supplies.

23.11. The cost of pre-primary and / or primary education for children is compensated by the monthly actual expenditure, but not more than 1.6 basic social benefits.

23.12. furnished with essential items, clothing and footwear, bedding.

23.13. It is possible to prepare meals in the center or in other self-service kitchens located in the living rooms provided by the center (Nutarimas dėl valstybės paramos prieglobsčio gavėjų integracijai teikimo tvarkos aprašo patvirtinimo [Resolution on the Approval of the Procedure for the Integration of the State Aid for Integration of Beneficiary], 2016).

According to the Description, during the period of primary integration, asylum seekers may be accommodated at the Refugee Reception Center or in other premises but finding another place of residence outside the center is almost impossible for a particular reason: The town of Rukla, in which the refugee reception center is located, is very small, therefore the supply of the rental market is not in line with demand. Analyzing the general situation with accommodation rental for refugees, it is important to mention here that Lithuanian citizens avoid renting an apartment for asylum seekers due to negative attitudes and unwillingness to fulfill the formalities of the state: declaration of the asylum recipient in the apartment, formal lease, payment of rent. In this way, there is a discrepancy between the regulated rights and the reality, so new arrivals refugees usually settle in the reception center where they receive the necessary health, psychological and social services. It should be noted that the health care system is equally accessible to both Lithuanian citizens and asylum-seekers. People who have refugee status are usually registered in polyclinics free of charge, where you can choose a family doctor, get referral to a specialist or perform certain health examinations. In addition, recipients of the asylum receive, as well as other residents of Lithuania, a receipt for the purchase of medicines. However, pharmaceutical prices, while regulated, are high enough, so not all asylum seekers can purchase medicines on their own. The issue of medicines is being solved by projects funded by the European Union and by the state refugee integration program, which compensates for the purchase of medicines. This raises the question of dependence on different funding structures and how to ensure the quality of health care without external sources of funding. If the European Social Fund ceases funding for refugee integration programs, there is a chance that the state will have to give up part of the integration measures and will not be able to provide material assistance. Returning to other integration measures occupy an important place in assessing professional skills and employability in Lithuania. Although the description in one of the paragraphs states that in the period of initial integration, personal abilities must be identified and the competences acquired given preliminary assessment, obstacles are encountered in practice. Firstly, attention should be paid to the fact that the competence acquired or education in Lithuania is assessed by the Center for Quality Assessment in Higher Education, which needs to submit documents for the recognition of foreign qualifications. This means that if people with refugee status exhibited their studies

or qualifications in the country of origin during war or other dangerous activities, they will not be able to qualify for recognition in Lithuania. Secondly, if people have moved to Lithuania with all the necessary qualifications, they must translate available diplomas into the state language of the Republic of Lithuania, which requires additional material costs. This assessment is not intended as an instrument of support for integration, therefore, all expenses are passed to the person receiving asylum. It is important to mention that without the material costs there is a problem of equalization of the acquired refugees' qualifications when professional skills are assessed in Lithuania differently from the country of origin: personal knowledge, professional skills and skills are sufficient to take appropriate professional activities in the host country. Thus, the asylum seeker's acquired competences in the country of origin do not always correspond to the Lithuanian labor market, often these people take less qualified jobs than they did in their country of origin. At the same time, it should be noted that job opportunities are reduced due to lack of language. "Research in the social integration of refugees" conducted by Karolis Žibas in 2013 disclosed that the following factors were emphasized by respondents as the largest obstacles for employment: language (74.6%), lack of assistance in job search (47.8%), lack of education and/or qualification (44.8%) (Žibas, 2013, p. 35). Referring to 2018 data of the Refugee Reception Centre, the major part of refugees do not have secondary education: 98 persons did not complete a basic school, 71 refugee stated that they have basic education, 31 resident of the center have secondary education (RPPC statistiniai duomenys, 2018). It raises a rhetorical question: how the measures of the policy of active labor market are implemented during the period of the primary integration and why they are emphasized, if most of refugees do not speak local language and do not have secondary education. Taking into account the situation, art. 23.5 of the Description can be considered as a theoretical tool of the integration, implementation of which requires additional attention and search for new solutions. Looking at the future prospect of the refugee integration, more attention must be paid to intensive courses of the Lithuanian language in the Refugee Reception Centre, after completion of which people would be able to acquire professional education or to find a better job. At present, asylum seekers who live in Rukla have a possibility to attend a 96-hour Lithuanian language course; having divided the total number of hours it makes in average 8 hours per week. However, increasing the number of hours to 20 per week would help solving both the issue of the language barrier and preparing a person for further learning. Aiming at successful refugee integration, the most favorable conditions must be provided for learning of the state language, ensuring consistency of the process of the Lithuanian language learning and compatibility of the teaching methods with the needs of learners. Presently, according to experts that work in the field

of the refugee integration, the number of hours assigned for the language courses is not sufficient neither in terms of good practice of other European countries, nor Lithuanian practice. Only 2% of respondents – refugees can read the Lithuanian language. Due to the above, the level of language command necessary for integration into the labor market is not achieved (Projektas „Prieglobstį gavusių užsieniečių integracijos politikos strateginis dokumentas“, 2016). This conclusion is further supported by the statistics presented in K. Žibasresearch (2013) showing that 78.5% of the research respondents pointed out that it was important to learn the Lithuanian language. Thus, it becomes clear that the priority measure during the primary integration period is intensive Lithuanian language courses.

Making further analysis of the aspects of refugee integration, it's important to focus on the social security measures. Referring to the data of the ministry of Social Protection and Labour, single refugees-residents of the Refugee Reception Center are paid a benefit in amount of 85.40 EUR, family members – 61.20 EUR per month.

Also, the following benefits are provided: a one-off benefit upon birth of a child, a funeral benefit upon death of a foreigner, a benefit to a child under 7 years old, who does not attend a pre-school institution, payment of education cost of pre-school children in pre-school education institutions, social benefit allowance for school-age children for the acquisition of essential school supplies. Benefits to the living in the Refugee Reception Center are paid by the Center itself (Socialinės apsaugos ir darbo ministerija [Ministry of Social Security and Labor], 2018). The above discussed data shows that accommodation in the refugee reception Center is free of charge and residents of the center are exempt from payment of utility fees. The Centre organizes free of charge consultations by specialists of various fields, is implementing several projects and issues food packages once a month, however the received social benefit cannot ensure normal living conditions. When addressing some health problems, seeking for official recognition or approval of their current qualification or looking for a flat during the period of the primary integration, refugees have to incur material costs that exceed their received benefits. Therefore it's important to go back to art. 11.1 of the Guidelines stating that Lithuania does not have a long-term policy for the refugee integration and thus, the support provided in the Description does not give refugees any guarantees and makes people feel insecure. The provisions of the Description are logical and useful, but their application in practice (i.e. job search, official recognition of qualification, healthcare services, education, social support, infrastructure of a settlement, etc.) becomes problematic: on one hand, it is reluctance of the state to recognize the refugee integration as a part of the national policy and to assign long-term financing for this purpose and to create an adequate infrastructure; on the other hand – it is negative



attitude of the society towards refugees, that prevents their successful integration. Another important aspect is implementation of the refugee integration through the EU-financed projects, which makes planning of long-term strategy more difficult.

Summarizing, it can be maintained that the description of the primary integration period of refugees does not reflect the general situation, however analysis of the Description and other available regulatory documents evidently shows that the support designated for refugees for this period has been implemented only partially or its results are not effective enough. The state is still lacking practical experience in the refugee integration and understanding of integration itself as a phenomenon in the process of formation of support measures and the rules of their implementation. The integration-related problems might be solved by the same measures, but by using them in other ways.

### **3. Management of the Integration process of Adult Refugees in the Municipalities**

After expiry of the integration period in the Refugee Reception Center, support for integration is provided on the territory of a municipality, it continues up to 12 months (herein further – the Secondary integration). During the stage of the secondary integration non-governmental and other organizations provide curator services to asylum seekers who participate in the integration process. To ensure proper living conditions, asylum seekers are granted a one-off settlement allowance: 244 EUR per one adult and 122 EUR per child; also there is an established limit for the one-off settlement allowance – a family may not be granted more than 612 EUR. The benefit is designated to acquire household necessities, furniture or other essential items. Along with the above, a monthly cash benefit for essential needs is granted for the first 6 months: 244 EUR per one person, 366 for a two-person family, 488 for a three-person family, and if there are more than three persons in the family – a monthly payment (paid up to 6 months in the amount of 0.5 state-sponsored income) for each additional person is paid (the amount of the benefit is reduced starting from the 7th month of integration (Socialinės apsaugos ir darbo ministerija, Ministry of Social Security and Labor, 2018). Continuing a description of benefits, it's important to emphasize that art. 24.7 of the Description provides for a partial compensation of the costs of residential premises rent, the size of which is determined pursuant to art.18 of the Law on State Support to Acquire or to Rent Housing of the Republic of Lithuania (Dėl valstybės paramos prieglobsčio gavėjų integracijai teikimo tvarkos aprašo patvirtinimo, 2016). In addition, asylum seekers are granted the following: a compensation of children education costs under primary and (or) pre-school education programs, a benefit (one-off)

for school-age children for the acquisition of essential school supplies, a benefit (one-off) upon birth of a child benefit, a funeral benefit upon death of an alien and other additional benefits. It has to be emphasized that a recipient of asylum who receives social benefits has to pay for accommodation rent and utility bills himself. Therefore, specialists of the Refugee Reception Center and curators from municipalities try to look for inexpensive flats through real estate agencies or private ads, however a the probability of finding the suitable apartment is very small. The amount of granted cash benefit is insufficient for a person to pay rental and utility bills, and after 6 months it is reduced twice. It's even more difficult to find a flat for rent because advance deposit for several months is usually required or the rent price is too high. It should be noted that the integration period in the municipality lasts 12 months and within this rather short period of the integration refugees have very limited possibilities to enter the labor market due to the language barrier. Due to these reasons, during the initial period such persons are not able to independently support themselves and, respectively, to rent a more expensive or larger flat. Another important aspect that hinders finding of accommodation is negative attitude towards refugees in the Lithuanian society. One of the most significant situational factors hindering the integration of refugees into the Lithuanian society is the factor of negative attitude in the society. Flat owners avoid renting flats to foreigners, Muslims, people of other race, and even if they do so, they avoid allowing a foreigner to declare his/her place of residence there, which, in turn, causes problems when receiving other services. Referring to K. Žibas (2013) research conclusion, in Lithuania rather negative than positive image prevails in terms of both immigration and of refugees. On one hand, an unchanging (negative) hierarchy of attitudes prevails in the society towards different groups of immigrants; on the other hand, the public is not well informed on immigration processes in Lithuania (Žibas, 2013, p. 47). This highlights the problem of collaboration among the state sector, business and the society. If the government approved a long-term national program on the refugee integration, then municipalities and curators having state guarantees would be able to conduct the public procurement procedures or give the incentives to businessmen for renting a flat to refugees. It's important to emphasize that consistency of the integration policy would contribute to changing the opinion of the locals about immigrants arriving to Lithuania, increasing public awareness on immigration processes in Lithuania and at the same time changing the stereotypes about refugees. Thus, to ensure openness of the accommodation rent market to refugees, it is important to ensure sustainability of the refugee integration, to guarantee adequate state support during the integration period and to form positive attitude towards them in the society.

Continuing the analysis of social support to asylum seekers in the municipalities, it's important to draw attention to the possibilities to use the education system. As it was mentioned above, refugees who start living in the municipalities have the language barrier. Refugees speak Lithuanian very poorly or do not speak Lithuanian at all and they need an interpreter's assistance to communicate with their curators or other locals. Pursuant to the Description, municipalities organize the Lithuanian language courses (up to 190 hours) for refugees. Having completed the course, an examination for state language proficiency category shall be taken in accordance with the procedure established in sub-article 29.3 of the Description. Having failed to pass due to justified reasons (mental health disorder, inability to learn the learning material within the assigned period, etc.), up to 100-hour additional course may be assigned, upon completion of which during the period of implementation of the integration program the examination shall be taken once again (Dėl valstybės paramos prieglobsčio gavėjų integracijai teikimo tvarkos aprašo patvirtinimo, 2016). It should be noted that the number of hours of the Lithuanian language courses corresponds with the European Council Framework of Reference of Languages, however the data of research conducted in Lithuania shows that learning the Lithuanian language is difficult for the major part of refugees and asylum seekers because of the gap between their needs and the offered teaching methods. Illiterate refugees or persons with lower education level, who do not speak English or Russian, were of opinion that the language courses could not have benefited them as much as other persons, because the courses are designated for persons with higher level of education (Projektas „Prieglobstį gavusių užsieniečių integracijos politikos strateginis dokumentas“, 2016, p. 74). It is difficult to estimate what number of hours of the Lithuanian language courses could be feasible in view of personal needs of the refugees, however aiming at ensuring the successful process of the integration, it is absolutely necessary to increase the number of hours of the Lithuanian language courses, their quality and accessibility. People have to be provided with the possibilities to learn the language as much as is required, but not as much as it is prescribed. On one hand, intensive language courses could be equaled to work in order to promote motivation of refugees for learning. Having completed such courses, a refugee could easily use the services of the labor exchange and to participate in the formal or informal learning process. On the other hand, intensive language courses could be held parallel with professional training or work; it would facilitate faster learning of the language through involvement into the social life. In that case, refugees would be able to improve or acquire a qualification, to find a better job, to start their own business. Adult education has to be closely related to the social life, its actual needs, ongoing changes in the political, economic, social, cultural, educational processes, actual situation

in a particular region (Pabrėžaitė, Gumuliauskienė, 2003, p. 91). At the same time, attention should be paid to the conditions and possibilities to acquire professional training. Art. 38 of the Description reads that professional training is conducted according to study programs registered in the Register of Studies, Study Programs and Qualifications (Dėl valstybės paramos prieglobsčio gavėjų integracijai teikimo tvarkos aprašo patvirtinimo, 2016). According to 2018 data of the Lithuanian Labor Exchange, persons who are granted the refugee status are eligible for financial support from the labor exchange when seeking to acquire a qualification, but all training programs are conducted in the state language. If one seeks to acquire qualification in foreign language, e.g. in English or Russian, training will have to be paid from personal funds. In view of the fact that refugees are not able to freely use the vocational training service without the Lithuanian language, they face similar problems in the labor market as well. Lack of the language skills and insufficient education and/or qualification is the main obstacles for employability of refugees.

Speaking about the employability possibilities of refugees, it's important to emphasize the following provisions of the Description:

36. In order to introduce refugees into the labor market and pursuant to the procedure established by the Law on Employment of the Republic of Lithuania to provide them with the state-guaranteed employment and social guarantees, the integration-implementing institutions adopt the following measures: refugees are familiarized with the Lithuanian labor market, their capabilities to compete in the Lithuanian labor market are assessed, they are given assistance in acquiring a qualification or developing the already acquired one, they are given information about the prerequisite conditions for starting a business, its development, the procedure for employment of employees, the possibilities to engage into economic activities under a business permit; a course on business basics is organized for them, they are given assistance in employment.

37. A refugee who needs the state aid for employment shall register with the territorial labor exchange (Dėl valstybės paramos prieglobsčio gavėjų integracijai teikimo tvarkos aprašo patvirtinimo, 2016).

Referring to the sentence “to provide them with the state-guaranteed employment and social guarantees pursuant to the procedure established by the Law on Employment of the Republic of Lithuania” of art. 36 of the Description, attention should be paid to the concepts of the Law on Employment of the Republic of Lithuania. Par.1 or art. 2 reads: employment means lawful independent, partially independent or dependent activities of a natural person, either paid or unpaid, which provides the person with funds for subsistence as well as activities in which the person engages in order to obtain work or professional skills, or other continued activities that the person exercises in cases and according to a procedure prescri-

bed by law (Lietuvos Respublikos užimtumo įstatymas, 2016). It means, as it was earlier mentioned, that the state provides a refugee with the guarantees, that he will have a possibility to compete in the labor market and to freely search for a job, or he will have a possibility to learn and/or to change qualification. It's important to note that the Lithuanian Labour Exchange compensates 75 per cent of the calculated funds when refugees are employed. Besides, the Lithuanian Labor Exchange assists refugees in job search and provides them with a possibility to acquire a profession or to develop professional qualification free of charge. In other words, the state provide social and employment guaranties, while the integration-implementing organizations implement these measures, however on the practical level their effectiveness is hardly seen. Referring to K. Žibas (2013) research, more than a half of refugees – participants of the research stated that they were not able to find a job (52.1%) (Žibas, 2013, p. 45). Firstly, it's the language barrier, which causes a lot of trouble for refugees when they seek for employment, try to ensure the quality of working conditions, to negotiate wages and to prevent potential exploitation at work. Secondly, negative attitudes of employers themselves and other co-workers become one of the main obstacles for employment and integration of refugees. Due to similar reasons (language barrier, stereotypic attitudes, negative opinion on capabilities of refugees, etc.) refugees are not able to use the vocational training services, therefore having no other choice they work as unqualified laborers or agree to work without being officially employed. Unemployment and poor prospects to find a job raise a huge concern for the future (Jungtinių Tautų vyriausiojo pabėgėlių reikalų komisaro biuras, 2014). Since refugees are aware of the fact that the unemployed persons are granted little social support, all they think that it will be impossible to live on a social benefit in Lithuania for a longer period. Analysis of the possibilities of the refugee integration to the labor market shows that state-guaranteed employment guarantees apply to a job-seeker on the same grounds as to Lithuanian citizens. However, refugees is a group of vulnerable persons, that needs additional assistance and support measures. Although legislation provides for subsidy measures for refugee employment, but businesses do not tend to benefit from subsidies and to employ refugees. Thereby it results in dysfunction of the vocational guidance system of asylum seekers and decreases their possibilities to find a better job, to develop qualification or acquire a profession.

Public communication pursuant to the Description of the Integration procedure, which is left within the social integration context, does not in any way address a lot of issues that are being discussed in the public sphere and are shaping an attitude towards refugees.

Speaking about successful implementation of the integration measures, it is worrying that there is negative attitude in the society towards refugees. Despite

that according to the Description, the Refugee Reception Center and integration-implementing institutions present information on refugees to the public in the Lithuanian and foreign languages in order to prevent their exclusion, xenophobia in the society and to promote tolerance:

44.1. Collaborates with the mass media, providing them with the information.

44.2. Organizes information dissemination events (e.g., seminars, round-table discussions, conferences).

44.3. Initiates and organizes publishing of information and specialized periodicals.

44.4. Organizes festivals, cultural and sports events, entertainment involving refugees and the local community.

44.5. Regularly publishes information on the refugee integration on their websites.

However, on a practical level the Lithuanian society has little direct contacts with refugees that have received asylum. The public opinion towards refugees has been to large extent influenced not by the social relationships (direct contacts and experience), but by the mass media information and attitudes prevailing in the public discourse (Dėl valstybės paramos prieglobsčio gavėjų integracijai teikimo tvarkos aprašo patvirtinimo, 2016).

Conducted research shows that many residents of Lithuania (75%) do not agree that refugee hosting will be useful for Lithuania: a quarter (24%) argues for their disagreement on the grounds that refugees will overtake jobs and will receive large social benefits, one fifth (20%) – pointed out the inability to integrate refugees, 17% of the respondents do not agree because they consider refugees as people of other religion and other culture, 14% of the survey respondents consider refugee hosting as a threat to the national security (Prieglobsčio prašančių asmenų perkėlimas į Lietuvą: migrant patirtys, ekspertų vertinimai, Lietuvos gyventojų nuostatos, 2016). It should be emphasizes that negative attitude in the society prevents the refugee integration and becomes an obstacle for development of the integration policy. That is why it's important to involve the citizens of Lithuania into a direct process of the refugee integration thereby establishing and development the social relationships between asylum seekers and the society and changing the opinion that has already been formed in the society.

Summarizing, it should be concluded that there is a lack of experience in implementation of the refugee integration in Lithuania, therefore many provisions of the Description and other legislative acts are difficult to implement on a practical level. On the other hand, lack of a long-term policy for the refugee integration excludes refugees from the society and the regulatory integration measures provided by legislation lose their effectiveness. State support for the refugee integration has to correspond to their real needs. It is also vitally important to make assessment of the functional mechanisms of the support and the factors of change related with atti-

tudes of the society, flexibility of the business sector and infrastructure. Therefore, in order to ensure the refugee integration, it is necessary to purposefully focus on the long-term prospects of the refugee integration policy based on the experience of other countries.

## Conclusions

1. Having analysed the concept of asylum law and its evolution, it is important to emphasise the aspects of regulation of the relationships between a refugee and a host society. On the international level, asylum law acts as a guarantor of security of refugees at the same time being its assessment criterion and a benchmark for the target standard. On the national level, addressee of the asylum law is a host state and its institutions, which acting pursuant to the international legislative acts ensure the refugee status processing procedures and the refugee integration. The countries committed to performance of the international obligations ensure the compliance of national legislation with the world-wide standards.
2. Assessment of the effectiveness of the measures of the refugee integration policy in Lithuania has disclosed the gaps on both theoretical and practical levels. In spite of the fact that the Description with provided particular measures and stipulated periods for their implementation was prepared with the aim to ensure the refugee integration, on a practical level these measures are difficult to implement because of lack of a long-term policy on the refugee integration. As the analysis of the documents showed, the refugee integration in Lithuania is considered as a short-term process and associated with the projects financed from the EU funds. Therefore, cessation of financing from the EU structural funds would result in negative consequences on the refugee integration and would reveal the problems of the current system of strategic planning
3. Analysis of the peculiarities of the management of the integration process of adult refugees in the municipalities showed that implementation of the integration measures, which are stipulated in the Description, is hindered by negative attitude in the society and lack of collaboration between inter-institutional and business sector. Representatives of the host society avoid renting a flat to immigrants, they are reluctant to employ them or to provide them services, therefore organizations that work with refugees are not able to ensure the management of the integration process. It shows that the state does not have a national strategy on the refugee integration that would be coordinated with the business sector, municipalities and non-governmen-

tal organizations. At the same time, anxiety and hatred in respect of other nationals prevail in the Lithuanian society due to lack of information on refugees. Thereby, the legislation regulating assurance of the refugee integration measures loses its legal force and makes impact on the integration process.

## References

- Asylum and first time asylum applicants by citizenship, age and sex Annual aggregated data (rounded). (2017). *Eurostat*. Retrieved: [http://appsso.eurostat.ec.europa.eu/nui/show.do?datase=t=migr\\_asyappctza&lang=en](http://appsso.eurostat.ec.europa.eu/nui/show.do?datase=t=migr_asyappctza&lang=en) [žiūrėta 2018-02-23].
- Dėl Lietuvos migracijos politikos gairių*. (2014). LR Vyriausybės 2014 m. sausio 22 d. nutarimas Nr. 79. Rinkmena skaitmeninėje pakuotėje: 13-1042-02-N.docx
- Dėl užsieniečių integracijos politikos įgyvendinimo 2015–2017 metų veiksmų plano patvirtinimo*. (2014). LR socialinės apsaugos ir darbo ministro 2014 m. gruodžio 31 d. įsakymas Nr. A1-683. Retrieved: <https://www.e-tar.lt/portal/lt/legalAct/ee908ca090d211e4bb408baba2bdddf3>
- Dėl valstybės paramos prieglobsčio gavėjų integracijai teikimo tvarkos aprašo patvirtinimo*. (2016). LR Vyriausybės 2016 m. spalio 5 d. nutarimas Nr. 998. Retrieved: <https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/34e8b81913d11e68adca1bb2f432d1?jfwid=-15uh8y9ms>
- Directive of the European Parliament and of the council*. (2011). No. 2011/95/EU. Retrieved: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32011L0095&from=EN> [žiūrėta 2018-05-25].
- ES ir migracijos krizė*. (2017). Retrieved: <http://publications.europa.eu/webpub/com/factsheets/migration-crisis/lt/> [žiūrėta 2018-03-15].
- Europos Parlamento rezoliucija. (2016). *Dėl pabėgėlių: socialinė įtrauktis ir integracija į darbo rinką*. No. (2015/2321(INI)). Retrieved: <http://www.europarl.europa.eu/sides/getDoc.do?type=REPORT&reference=A8-2016-0204&language=EN> [žiūrėta 2018-05-15].
- Jakulevičienė, L. (2005). 2004 m. Užsieniečių teisinės padėties įstatymas pabėgėlių apsaugos požiūriu. *Jurispundencija* 78(70): 23–28. Vilnius: MRU.
- Lietuvos Respublikos užimtumo įstatymas*. (2016). Birželio 21 d., Nr. XII-2470. Vilnius.
- Pabėgėlių integracija Lietuvoje. Dalyvavimas ir įgalinimas. Integracijos Lietuvoje suvokimas pagal amžiaus, lyties ir įvairovės aspektais grindžiamą dalyvaujamąjį metodą*. (2014). Jungtinių Tautų vyriausiojo pabėgėlių reikalų komisaro biuras. Retrieved: <http://www.refworld.org/cgi-bin/texis/vtx/rwmain/opendocpdf.pdf?reldoc=y&docid=58a486ef1>
- Pabrėžaitė, J., Gumuliauskienė, A. (2003). Suaugusiųjų švietimo kaitos tendencijos šiuolaikinių, edukacinių pokyčių kontekste. *Jaunųjų mokslininkų darbai 1*: 90–97.
- Paul, B., Spiegel, M. D. (2015). The State of the World's Refugees. The Importance of Work, Cash Assistance, and Health Insurances. *JAMA*, Vol. 314, No. 5.
- Prieglobsčio prašančių asmenų perkėlimas į Lietuvą: migrantų patirtys, ekspertų vertinimai, Lietuvos gyventojų nuostatos*. (2016). Tarptautinė migracijos organizacija. EMT studija. Vilnius.
- Projektas „Prieglobstį gavusių užsieniečių integracijos politikos strateginis dokumentas“ (2016 04 04–2016 09 30) pagal Prieglobsčio, migracijos ir integracijos fondo 2014–2020 metų nacionalinę programą*. (2016). Vilnius.
- Pšibilskis, V. B. (2000). Antrojo pasaulinio karo pabėgėlių iš Lietuvos likimą sprendžiant. *Lietuvos istorijos studijos* 8: 83–91. Vilnius.
- RPPC statistinės duomenys*. (2018). Retrieved: <http://www.rppc.lt/3190/faktai-ir-skaiciai.html>
- Sutarties dėl Europos Sąjungos veikimo suvestinė redakcija*. (2012). No. 2012/C 326/01. Oficialusis leidinys C 326 , 26/10/2012, p. 0001–0390.



- Tarptautinė Ženevos Konvencija dėl pabėgėlių statuso. (1951). *Valstybės žinios*, 1997, Nr. 12.
- Visuotinė žmogaus teisių deklaracija. (1948). *Valstybės žinios*, 2006-06-17, Nr. 68-2497.
- Vysockienė, L. (2000). Asmens negražinimo principas, jo vieta Lietuvos teisės sistemoje ir taikymo problemos. *Teisė 34*: 58–74. Vilnius: VU.
- Žibas, K. (2013). *Lietuvoje prieglobstį gavusių užsieniečių socialinės integracijos tyrimas*. Vilnius. Retrieved: [https://socmin.lrv.lt/uploads/socmin/documents/files/pdf/12124\\_sppd\\_pabegeliusocialines\\_integracijos\\_tyrimas2013.pdf](https://socmin.lrv.lt/uploads/socmin/documents/files/pdf/12124_sppd_pabegeliusocialines_integracijos_tyrimas2013.pdf)

