



EESC Study Group
on Immigration and Integration

Project on the role of civil society organisations in ensuring the integration of migrants and refugees



MISSION REPORT – GERMANY
13-14 NOVEMBER 2019



European Economic
and Social Committee

Mission Report – Germany 13 and 14 November 2019

Between October 2019 and March 2020, the IMI Group conducted five fact-finding missions as part of a project on the role of civil society organisations in ensuring the integration of migrants and refugees. The delegation to Germany was composed of Evgeniy Ivanov (Bulgaria, Employers' Group), Peter Schmidt (Germany, Workers Group) and Jean-Marc Roirant, (France, Diversity Europe Group), supported by Triin Aasmaa, from the EESC secretariat.

1. Purpose of the mission

Between October 2019 and March 2020, the IMI Group conducted five fact-finding missions as part of a project on the role of civil society organisations in ensuring the integration of migrants and refugees. The country visits provided an in-depth picture of problems and best practices, documented in individual country reports. The five country reports are to feed into a summary report presenting the project's main findings, conclusions and recommendations.

This project is linked to a previous EESC project on migration: eleven EESC fact-finding missions on migration that were conducted in 2015–2016. These latest five new fact-finding missions took place in Member States that were also visited in 2015-2016, namely Greece, Malta, Sweden, Germany and Bulgaria¹.

During the missions, the delegation compared the situation in the five countries with the situation as it was three years ago, talking to organisations that we met last time to see if their projects were still ongoing, if they had matured and increased in scale, if problems identified previously had been overcome, and how and what the current needs and challenges were. Where relevant, the delegations also met other organisations, paying special attention to measures addressing particular groups that may be more difficult to integrate into the labour market (e.g. women, migrants from a specific country of origin, migrants with a specific educational background and migrants with disabilities). The project tried to identify good practices to see if they could be replicated elsewhere, including those helping to positively change the narrative on migration.

2. Situation in Germany

General situation

On 1 January 2017, there were 5 759 310 third-country nationals (TCNs) living in Germany, according to Germany's Federal Statistical Office. This group represented 7% of the total population. Most came from Turkey, Syria and Russia. 1 808 325 of them had temporary residence permits and 2 498 235 were permanent residents. The remaining TCNs had permits for specific purposes. Of the 1 808 325 permits issued in 2016, 694 605 were granted for family reasons, 633 625 for international or humanitarian protection, and 200 665 for education. In addition to this foreign population, approximately 10 million German citizens have a foreign background, including 40 421 TCNs naturalised in 2016.

¹ A sixth fact-finding visit to Italy was planned, but had to be cancelled due to the COVID-19 health crisis.

Integration

In 1978, Germany's federal government appointed a Commissioner for Integration acknowledging that an increasing number of temporary "guest workers" had permanently settled in the country. This laid the foundation for the government's first large-scale reform of the immigration system in 2005 and the establishment of a systematic integration policy.

To integrate or promote the social inclusion of population groups with a migrant background, German governments have so far drawn up two integration plans. The National Integration Plan of 2007 focused on education, training, employment, and cultural integration, while the National Action Plan on Integration of 2012 created instruments to make the results of integration policy measurable.

The Meseberg Declaration on Integration adopted in 2016 outlined government policy based on a "two-way" principle: offering support, training and job opportunities to foreigners, but also requiring efforts in return and highlighting their duties (*Fördern und Fordern*). The services offered are modular, target various immigrant groups, and cover the remit of almost all the federal ministries, from employment to education and social integration.

The Federal Office for Migration and Refugees (*Bundesamt für Migration und Flüchtlinge*, BAMF) oversees asylum, migration and integration issues in Germany. It is in charge of the asylum procedure, promotion and coordination of integration measures, and data collection and research, while local bodies are often responsible for implementing its measures. In addition, the Federal Employment Agency, an independent public body, is responsible for integrating people into the labour market, while the Commissioner for Migration, Refugees and Integration (*Integrationsbeauftragte*) assists the federal government in developing its integration policy and promoting the co-existence of all residents in Germany and the integration of immigrants.

Civil society plays a very important role in the integration process in Germany. Many civic initiatives assist immigrants in all areas of life, especially since the arrival of asylum-seekers in unprecedented numbers in 2015 and 2016.

3. Summary of the meetings

a. Federal Office for Migration and Refugees (BAMF)

The Federal Office is the centre of excellence for asylum, migration and integration in Germany. It is a federal authority under the Federal Ministry of the Interior. It is responsible for conducting asylum procedures and granting refugee protection, while at the same time coordinating integration support across Germany. It has sites across the country, where it is in contact with stakeholders in refugee protection and integration. The meeting took place in the Munich office.

The Federal Office is responsible for the language integration of migrants. Since 2016, two federal programmes have been running: integration courses and vocational language courses. Integration courses are open to asylum seekers with a good chance of remaining, asylum seekers who are available for work and holders of a residence permit. Integration courses consist of two parts: a language course and an orientation course, which covers language, history, culture and values based on uniform standards

that apply across Germany. The orientation course deals with issues such as the development of the constitutional state and gender equality.

The general objective of the integration courses is to make immigrants fit for everyday life. There are general integration courses and those for special target groups: courses for young people, women and parents, literacy courses, and special courses for people with disabilities (for those with the same disability), deaf people, blind people, and so on. The vocational language courses tie in directly with the integration courses with a view to preparing job-seeking migrants and refugees for the labour market. There are specialised courses that take into account the needs of employers and specialise in particular sectors (technology, business, etc.). There are also courses for professional recognition, e.g. for doctors.

Some course participants are already working, which can cause problems if the course takes place during working hours. It is important that their employer be understanding so participants can attend courses on work time. It is better when courses are run within companies as they can then be tailored to the work in question. The courses take up quite a bit of participants' time.

The Federal Office organises and finances the language courses. Schools that have been certified by the Federal Office are called *Integrationsträger* (integration course providers). Only these schools can offer integration courses. There are some providers that only run integration courses, but some adult education centres also offer these courses. Small providers are more flexible.

Those wishing to attend an integration course must have a certificate of eligibility. These certificates are issued by various authorities (job centres, immigration authorities, the Federal Office) when certain criteria are fulfilled. One of the most important criteria is that migrants have a residence permit and can remain in Germany indefinitely.

Collaboration with volunteers: state language support may only be provided by official integration course providers. Those who are not entitled to state language support can take courses run by volunteers. There is language support provided by volunteers, often supported by charities, which comes into play when migrants do not reach B1 level after taking an integration course.

b. Bavarian State Ministry of the Interior, for Sport and Integration

The delegation spoke with representatives of the State Ministry's various departments that deal with integration.

The situation was quite different during the EESC's previous fact-finding mission in 2016. At that time, the main preoccupation was housing asylum seekers. The situation has eased since then, with normal operations resuming, meaning that it is once more possible to plan and act strategically.

To associate integration with positive messages, there is a Bavarian integration prize, awarded annually. Recipients are individuals, associations, projects or initiatives that successfully promote the integration of people with a migrant background into society.

The State Ministry has stepped up its work on integration over the last few years. There are now six departments dealing with integration issues, compared with one in 2016.

Since 2016, two programmes relating to work and values have been coordinated with the Federal Employment Agency. As part of the "job mentor" programme, refugees receive mentoring and support to help them access the labour market. There is individual mentoring for refugees, as well as for the employers who employ them. The second programme targets education and training. Training promoters (*Ausbildungsakquisiteure*) visit vocational schools attended by school-age refugees to disseminate information on site. They also mentor refugees individually. There are 60 job mentors and 32 training promoters. If a refugee already has a job, contact is maintained for one year for follow-up assistance to further support them and their employer in case there are any questions or problems. This is also helpful for employers, as they know that help is there if needed.

As women play a key role in the integration process and their willingness to integrate is crucial for the successful integration of the whole family, the aim is to support women in their efforts as much as possible. The State Ministry supports low-threshold projects that reach female migrants through practical offers related to everyday life. For example, there is a project in which women who have never taken a language course can receive individual job-specific language training.

The housing situation in Bavaria is very difficult. Homes are expensive and hard to get. There is a set of measures for cheaper housing, which should lead to new state or state-supported rental accommodation for recognised refugees and the native population.

There have been changes in the last few years in the area of housing. In 2018, the first reception centres were turned into arrival, decision and return (AnKER) facilities. Asylum seekers will be housed in AnKER facilities from the moment they arrive until their asylum procedure is completed. Various authorities work together in AnKER facilities, such as the immigration authorities, the Youth Welfare Office, the Federal Office for Migration and Refugees, the Federal Employment Agency and the Health Board. A migrant's specific protection requirements are also determined at AnKER facilities.

The language courses are well developed. For Bavaria, taking language courses at an early stage is very important, and the courses are quite well organised. Bavaria also has its own literacy courses, which are not related to the courses of the Federal Office for Migration and Refugees. Volunteers have achieved a lot in language courses and they also receive financial support from the State Ministry.

c. Integration Commissioner of the Bavarian state government

The planned meeting could not take place. An overview of the Integration Commissioner's tasks was provided in writing.

The Integration Commissioner of the Bavarian state government is tasked with advising and supporting the government in matters of integration, asylum and migration policy. The Office of the Integration Commissioner is associated with the Bavarian State Ministry of the Interior, for Sport and Integration and provides independent recommendations on measures to improve the situation of people with a migrant background. This is done in cooperation with all stakeholders involved in integration, as well as with the academic and research community, whose surveys, studies and research results provide important indicators.

People with a migrant background, refugees and helpers can address their concerns to the Integration Commissioner. Members of the public can also contact the Integration Commissioner with their suggestions and concerns regarding integration, migration and asylum policy.

d. Munich and Upper Bavaria Chamber of Industry and Commerce

The Munich and Upper Bavaria Chamber of Industry and Commerce (*Industrie- und Handelskammer München und Oberbayern*) relies above all on vocational education and training's remarkable ability to boost integration. One aim is to get young people into education and training. The focus is on young asylum seekers who are willing to and able to be trained, and young people whose deportation has been temporarily suspended and who have a good chance of remaining.

The dual "3+2" system, which was already being used in 2016, is still running and works relatively well. After three years of vocational training within a dual system of training and work, migrants can continue to be employed for two years. During this time, they are allowed to remain in the country, even if their asylum application is ultimately refused. This model should provide security for both refugees and their employers. However, the decision to suspend deportation rests with the relevant immigration authorities and can be withdrawn, creating uncertainty for the refugees in question and their employers.

The delegation was informed that Bavarian companies are happy to recruit trainees with a refugee background. Experience has shown that such people make good skilled workers. Moreover, there is a major shortage of skilled workers in Bavaria.

The "job mentor for refugees" programme has already been a very positive experience (see above). This project is funded by the Bavarian state government, and the Munich and Upper Bavaria Chamber of Industry and Commerce has also put systems in place for it. The first task was to identify the companies that needed information on refugees and then to set up networks with the volunteer and support groups that had been created in 2015-2016 to liaise with refugees. This is an advisory system for refugees and companies.

There was a lack of systems in 2016, but these are now available. Policy has responded to the needs of the economy. One problem that has not been resolved is that these systems are only open to people with a high chance of remaining.

It was stressed that language is a very big challenge. Companies initially underestimated this aspect as well but have now recognised the importance of language learning. The Federal Office for Migration and Refugees offers job-specific language courses, but that is not enough. There needs to be more transparency about where the various language courses are taking place, and there should be a wider range of courses. Companies are often told that it is their responsibility to finance such courses and to give their employees leave. For medium-sized enterprises, it is intrinsically more troublesome to employ a refugee or migrant, as it would be easier to recruit workers who speak German and know the region. The extra effort required, including organising language courses, is impossible for smaller enterprises. SMEs need support with this.

The conditions of asylum law continue to be restrictive and to vary considerably from one region to another. The associated bureaucracy and limited transparency are a major burden. The Skilled

Immigration Act creates two very big administrative hurdles: the visa process, which takes a very long time (a year or more), and the recognition process, which lacks transparency and makes it impossible to predict whether the person in question will actually be able to remain in Germany.

The act requires a work contract to already be in place, but companies do not want to do this as it is unclear if and when it will come into force. There is a major shortage of skilled workers in Bavaria and companies are calling for the procedure for recruiting foreign skilled workers to be more transparent, less bureaucratic and faster.

e. German Trade Union Confederation (DGB)

Trade unions have a long experience with workers from very different countries. There have been various phases of immigration in Germany: in the 1950/1960s, many "guest workers" came to the country and large numbers remained. Since many worked in big companies, they were also active in trade unions. Over many decades, the trade unions put in place working groups and advisory bodies for migrants. These services were largely dissolved some time ago because the unions believed that integration had been successful enough for this native-speaker advice to be no longer needed.

Recently, arguments in favour of having such advisory facilities for refugees have become valid once more. In 2015, when a large number of refugees arrived in Germany, the DGB and other trade unions were quick to take a clear position: these people are welcome and must be integrated very rapidly into the labour market.

The DGB launched two projects to support migrants and refugees: the "Fair Mobility" project helps mobile workers from Central and Eastern European EU Member States to obtain fair wages and working conditions on the German labour market. The "Fair Integration" project is a nationwide advisory service for refugees and other non-EU migrants for questions regarding social and labour law. These projects are supported by the Ministry of Labour.

The delegation was informed that integration was going relatively well in businesses. The proportion of refugees finding work is increasing. In the space of four years, some 55% of refugees were integrated into the labour market and it has now become normal for refugees to be part of that market. This was not the case four years ago.

However, the heavily restrictive legislation is a major problem. It is not transparent and many regulations, e.g. for the recognition of qualifications, are still geared more towards rejection than integration.

The "3+2" model is a long-term integration project. The social partners consider it a useful measure. However, it is only an option, not an obligation and depends very much on the immigration authorities, who decide whether or not to approve it. The decisions vary greatly and it is never certain whether the "3+2" rule will be accepted, which means, however, that it is a source of uncertainty for training companies, as they do not know whether the rule will continue to apply or whether young people will have to leave.

f. Round table discussion with non-governmental organisations (NGOs)

Participants: lagfa bayern e.V. (*Land*-wide working group of voluntary agencies/centres and coordination centres for civic engagement in Bavaria), Bayerischer Flüchtlingsrat (Bavarian Refugee Council); VIA Bayern – Verband für Interkulturelle Arbeit e.V. (Bavarian Association for Intercultural Work), Tür an Tür – Integrationsprojekte gGmbH (Next Door – integration projects); Bayerisches Netzwerk "Beratung und Arbeitsmarktvermittlung für Flüchtlinge" (Bavarian network for advice and information on the labour market); InitiativGruppe Interkulturelle Bildung und Begegnung (InitiativGruppe – Intercultural encounter and education); Ostbayerischer Asylgipfel (East Bavarian asylum summit); unserVETO; Johanniter-Unfall-Hilfe e.V. (St John Accident Assistance); SchlaU-Werkstatt für Migrationspädagogik gGmbH (SchlaU workshop for migrant education); Bayerisches Rotes Kreuz (Bavarian Red Cross); Caritas Bayern; Freiwilligenzentrum Augsburg (Augsburg voluntary centre); Freiwilligenagentur Tatendrang München (voluntary agency in Munich); Akademie für Philosophische Bildung und WerteDialog (Academy for philosophical education and dialogue of values), KEB. Erwachsenenbildung (Catholic adult education).

It was stressed that NGOs have played a very big role in making integration a success in the last few years. The NGOs call for the grassroots level to be better recognised. Civil society assists with integration on the ground and it is very important that its work be recognised. However, the NGOs have the impression that they are not being taken sufficiently into account. They ask to be involved in the debate and in decision-making as they are doing integration work on the ground and are aware of the practicalities.

There was a lot of enthusiasm in 2016. Many people volunteered and helped. Things have changed since then. Help groups have been significantly reduced and the will of volunteers is ebbing. One reason for this is the change in the political stance, which is now hostile. According to the NGOs, there has been a significant change in this regard in the last few years. They believe that these problems are caused by political rather than economic reasons. Much of what has been accomplished in the last few years is now being scaled back for political reasons. This makes NGOs' work more difficult and harms the circumstances and prospects of migrants and refugees.

In principle, Bavaria's integration works well and cooperation with the *Land* has worked relatively well so far as well. The NGOs acknowledge that the *Land* and institutions have achieved an awful lot over the last few years but think that a binding integration framework is needed to make sure that these systems are sustainable and prevent changing political conditions from triggering a regression. It is very important that the systems that have already been set up be supported in the long term and in a sustainable manner.

Collaboration between stakeholders has improved, but there is still room for further improvement. As such, there needs to be more coordination at regional, federal and EU level.

The NGOs emphasised that the suspension of deportation for training purposes under the "3+2" model should be expanded and should also actually applied in practice so that both refugees and employers can be sure that it will not change in the meantime. At the moment, it is not a legal mechanism, meaning that those granted it have no security and it can be withdrawn. It should be ensured that successful participants in this programme also then receive a residence permit.

There are jobs for migrants and refugees on the labour market, but the situation is complicated by many legal restrictions and regulations, which discourage employers from recruiting refugees, as it is easier not to do so. The general regulations should be simplified.

A positive development is that, over the last four years, more than 50% of refugees have entered the labour market. However, there is a big problem with refugees that are not allowed to work and are also not entitled to attend language courses. These are mostly people from countries of origin that are deemed safe and who have poor chances of remaining.

The situation of women is complicated. In principle, most women are excluded from integration measures because there is no childcare and they are unable to attend courses. It is important to ensure that women can benefit from these support measures in the first place.

The NGOs are critical of the AnKER facilities because they isolate refugees. Remaining in these facilities for a long time makes it more difficult for them to integrate later. There are vulnerable people who are not identified as such, meaning they are taken to AnKER facilities, where the conditions are not suitable for them.

It was stressed that migrants should be more involved in issues affecting their lives. It is important to talk *to* migrants, rather than *about* them. The aim should be to increase the involvement of refugees and migrants. There need to be mechanisms that enable migrants to represent themselves.

The members were shown an intercultural project that is aimed at the host society and promotes education on democracy and values. Opportunities should be created for people to meet one another. For example, in schools, teachers, parents of both German children and refugee children, and the children themselves sit together at a table and discuss various issues.

The members also learnt about a school project for unaccompanied minors who were in reception facilities and could go to no other school. For pupils at these schools, school holidays, for example, can be a problem because they live in shared accommodation and have nothing to do.

The NGOs pointed out that more financial resources are available than in 2016, but the conditions for using these funds are very complicated and bureaucratic. There are recognised integration course providers that receive support from the state. One criticism from the NGOs is that they must partly use their own resources, which are insufficient. They request that their contribution be reduced. Applying for EU funds is so complicated that it is generally avoided. These projects come with a very high administrative burden. When NGOs apply for these funds, this leads to, for example, contacts being established with international networks.

g. Hilfe von Mensch zu Mensch

Hilfe von Mensch zu Mensch e.V. (Person-to-person aid) is an aid organisation that considers itself both a migrant and refugee association and a cultural association. The association's founder, Sadija Klepo, was born in Bosnia-Herzegovina and came to Germany as a refugee in 1992. As a refugee herself, she took the initiative and started an aid campaign, which eventually turned into the non-profit association

Hilfe von Mensch zu Mensch e.V. The association's 300 employees and numerous volunteers carry out work related to migration.

The association has a language centre that offers integration, literacy and German courses along with childcare, as well as language exams from level A1 to level C1. There is also a refugee and integration advisory service to support refugees and their families. The migration advisory service supports adult migrants. There are nurseries to support migrant mothers.

The most important factor for successful integration is for refugees and migrants to no longer be isolated. The association creates meeting spaces and promotes the symbiosis of different cultures to facilitate the meaningful integration of refugees. The AnKER facilities are viewed rather critically as they make refugees more isolated and segregated, affecting their chances of integrating later.

The *Hilfe von Mensch zu Mensch* language courses are accessible to all refugees and migrants. These are not official language courses, but are run by volunteers. The idea is that people are taught the language they need to navigate everyday life. These courses are for those whose status is not recognised and who are not entitled to the state language support provided by the Federal Office for Migration and Refugees.

Since 2015, refugees' access to the labour market has improved a lot, but the necessary systems have not yet worked in such a way that the legal rights (the right to training) are put applied into practice. There is a gap between the law and its application. Rules are important but not an end in themselves; they must serve society.

h. Condrobs

Condrobs is an association with 70 facilities. It works not only with refugees but also with many other groups, such as people with disabilities, older people, vulnerable children and young people, and so on. The EESC delegation visited the facility for the care of unaccompanied minors and young people from third countries. The EESC had also visited this facility as part of the 2016 fact-finding mission.

In 2015/2016, the situation was very chaotic. The most difficult month was September 2015, when 2000 unaccompanied minors arrived. Every day, 200 to 300 young people arrived, who needed to be looked after. The situation has now stabilised and normal operations have resumed.

This facility is *Condrobs'* largest, with 62 places. There are also 42 homes for students. Integration takes place right from the beginning, and young refugees can share everyday experiences with students, spend their free time together, make friends and also receive help with school work. The students work at the reception, provide language lessons and are trained to care for the minors. The aim is to make these young people independent and assist them as they lead independent lives.

Uncertainty about the future was highlighted as a major problem for these young people. The risk that they might one day be deported causes them a lot of frustration and anxiety. Another problem that *Condrobs* pointed out is that different case workers in the immigration authorities make different decisions regarding approval of the "3+2" model, meaning that there is no stability for those applying.

Condrops also stressed that there is a shortage of skilled workers in Bavaria (e.g. butchers, floor layers, carers, tradespeople, etc.) and that many companies are looking for apprentices. *Condrops* liaises with employers and helps overcome difficulties (intercultural misunderstandings, legal issues). For example, *Condrops* takes on part of the burden for companies that have a lot of doubts.

Compared with the situation four years ago, the procedures have become more professional and the mechanisms have been embedded. Four years ago, everything was done with tremendous dedication but without professional systems. Networks with other stakeholders have been greatly developed.

4. Conclusions and recommendations

In the last few years, integration work in Bavaria has been markedly stepped up and systematised. At state level, necessary structures have been created and a number of integration projects have been launched.

State language support plays an important role in the integration process. There are two federal programmes: integration courses and vocational language courses. Integration courses consist of two parts: a language course and an orientation course, which covers language, history, culture and values based on uniform standards that apply across Germany. Vocational language courses tie in directly with the integration courses and the aim is to prepare job-seeking migrants and refugees for the labour market.

The Bavarian state government has launched a "job mentor for refugees" support programme. As part of this programme, refugees receive mentoring and support to help them access the labour market. A second programme focuses on education and training. Training promoters visit vocational schools attended by school-age refugees to disseminate information on site and mentor refugees individually. These programmes generally work well and those involved are happy with the results.

As before, Bavaria uses a "3+2" model: after three years of vocational training within a dual system of training and work, migrants can continue to be employed for two years. During this time, they are allowed to remain in the country, even if their asylum application is ultimately refused. All stakeholders consider the "3+2" training model to be a useful measure. However, the social partners and the NGOs stress that suspension of deportation can be withdrawn as suspension for training purposes is not a legal mechanism and the decision depends on the relevant immigration authority. This creates uncertainty for the refugees in question and for their employers. The EESC recommends standardising the decision-making process for the "3+2" model to reduce uncertainty for the refugees and employers concerned.

There are jobs for migrants and refugees in the labour market, but the many legal restrictions and regulations make it more difficult for them to be recruited. The Skilled Immigration Act creates two administrative hurdles: the visa process, which takes a very long time (a year or more), and the recognition process, which lacks transparency and makes it impossible to predict whether an individual will be able to remain in Germany. The EESC recommends making the procedure for recruiting foreign skilled workers more transparent, less bureaucratic and faster.

One problem area is refugees who are not entitled to attend state integration courses. These are mostly people from countries of origin that are deemed safe and who have poor chances of remaining. NGOs

that offer these people language courses and support play an important role in this regard. The state partly supports them with this.

The NGOs and social partners acknowledge that the state and institutions have achieved a lot over the last few years but think that a binding integration framework is needed to make sure that these systems are sustainable and prevent changing political conditions from triggering a regression.

Cooperation between stakeholders has improved, but there is still room for improvement. Cooperation and exchange networks have been set up, but more coordination between stakeholders could also be useful.

As before, NGOs play a very big role in the integration of migrants and refugees. They provide a safety net for refugees and migrants who are not entitled to benefit from state support measures and make a major contribution to improving their chances of integrating. However, NGOs have the impression that their work does not receive enough recognition. The EESC recommends involving NGOs more in the debate and in decision-making as partners, since they are doing integration work on the ground and are aware of the practicalities.



European Economic
and Social Committee

Rue Belliard/Belliardstraat 99
1040 Bruxelles/Brussel
BELGIQUE/BELGIË

Published by: "Visits and Publications" Unit
EESC-2020-82-EN

www.eesc.europa.eu

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Print
QE-02-20-612-EN-C
ISBN 978-92-830-4958-6
doi:10.2864/153525

Online
QE-02-20-612-EN-N
ISBN 978-92-830-4957-9
doi:10.2864/109895

EN