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No 24

Valuing diversity: guidance for labour market integration of migrants



Valuing diversity: guidance for labour market integration of migrants

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Foreword

Publishing a report that argues for guidance of third country immigrants to ease their integration into the European labour market may seem untimely given today's high youth unemployment. While Cedefop supports the European Commission's and Member States' efforts to ensure young people can acquire qualifications that will improve their career prospects, it also provides foresight. Anticipating future development is key to informing policy-makers and one of our main tasks.

Cedefop skills forecasts indicate that, although labour demand will continue to be weak in the coming years, another challenge is already visible in some countries: a reduction in labour supply and ensuing shortages due to the aging of the population. This requires increasing activity rates but at a time when, due to the crisis, discouraged unemployed people may also become inactive and progressively socially marginalised. Evidence shows that the crisis has affected low-skilled workers most, while employment growth, expected to develop differently among Member States and regions, will create new jobs mostly in skilled and highly skilled occupations. Besides the need to activate the resident labour force, countries may also face skills shortages, increasing the need to encourage economic migration.

In this context, whether we talk about new migrants or those already in our countries, policies at EU and national level need to ensure that enterprises and society benefit from the skills potential and qualifications of the immigrant workforce. This requires measures that help better match demand and supply of skills and make it easier for people to integrate into, and move within, the European labour market.

Guidance services are the first support that third-country immigrants receive on arrival; they are in a position to promote the autonomy of the newly-arrived and to empower those already living in the country. They offer familiarisation with legislation and institutions, issues relating to housing, healthcare and social protection. Information about equivalence of qualifications, assistance during recognition processes, and support to get professional experiences and skills validated are also crucial for successful integration into employment and education and training.

Education and training opportunities to acquire additional skills may be of value. Support in these initial stages can help reduce the time until immigrants can use their skills in enterprises, avoiding unnecessary duplication of previous training; it can increase the likelihood of smooth integration processes and

improve future career prospects in the new country. Guidance also plays an important role in empowering women, who may face specific challenges in labour market participation, and in reducing the impact of migrant youth disengagement from training. Effective guidance can also help reduce the risk of social tensions.

This Cedefop study contributes to raising awareness across Europe about the critical contribution that guidance services can make to the migrant integration process, analysing all aspects which affect the quality of their provision.

One important message from this study is the need for greater policy coordination and cooperation through the engagement of relevant stakeholders, including employers, trade unions and migrant communities, to respond better to the needs of immigrants, firms and society.

Joachim James Calleja
Director

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Executive summary

Aims and methodology

This report aims at raising awareness of the importance of guidance services for immigrant integration into the labour market. Its main purpose is to highlight effective guidance practices across Europe which may improve the employability of immigrants and contribute to raising qualification levels. It addresses policy-makers at European and national levels, organisers/managers of guidance activities, and practitioners. The study discusses:

- (a) for policy-makers, issues such as how to identify and address barriers to quality labour market information used for migrant integration; strategies to enable cooperation and involvement of migrant groups in the definition and implementation of guidance policy; and how to generate accountability, visibility and public support towards integration practice;
- (b) for organisers of guidance activities, issues such as how to make innovative practices sustainable and what type of skills and attitudes to include in the training of practitioners;
- (c) for practitioners, issues such as which attitudes, knowledge and skills they need to provide high quality guidance to immigrants or how to engage employers and migrant communities to achieve more effective results.

This study relies on a combination of secondary sources analysis, interviews with national and international experts and case studies. The case studies cover a range of services provided to immigrants in selected countries:

- (a) with a tradition of receiving immigrants: cases in Belgium, Germany, France, the Netherlands, Austria, Portugal and the United Kingdom (integrated in this group, although it has traditionally been a country characterised by both immigration and emigration);
- (b) which have more recently entered the EU: cases in Estonia and Latvia;
- (c) which evolved from emigration to immigration countries: cases in Greece, Spain, Italy;
- (d) which have recently started to have immigration mainly due to a large intake of political refugees: cases in Sweden.

Why migrants need guidance

Projections for Europe point to a 50 million reduction in the EU population over the next 45 years, if immigration stops, with an expected impact on the supply of

qualified labour. Yet the inflow of citizens from third countries to the EU has a strong potential for the renewal of the workforce, due to its younger age structure when compared to the European population.

The decline in European birth rates in recent decades alongside the progressive retirement of a highly qualified workforce during the current decade, suggest a low replacement rate for qualified labour. Cedefop research further forecasts that medium-term skills shortages will occur in highly skilled occupations, due to acceleration in the demand for highly skilled professionals.

The current challenge in respect of immigrant integration is multiple. Admission of new immigrants needs to be geared to the growth needs of countries with demand for highly qualified labour. For this to have the proposed effect on the economy, effective recognition of qualifications mechanisms is needed to minimise the impact of mismatch from low skills visibility.

The immigrant workforce will also require quality information on the labour market, learning options, local regulations and systems. Receiving countries must also ensure that arriving immigrants develop key competences to allow successful engagement in learning and work. Initial integration steps should guide the newly arrived towards an up-skilling, context-aware and self-aware career path, permitting exploration of both the arriving individuals' potential and of the opportunities presented to them.

It is also fundamental that national states address social exclusion phenomena among resident immigrant communities, combating youth disengagement from education and training, female exclusion from the labour market and the risk of poverty. A continuous and consistent effort in this direction will strongly contribute to the achievement of targets in the EU 2020 growth agenda.

Immigrant inclusion is especially important for the countries to which most of the current migrant inflow from third countries is directed: Belgium, Germany, Greece, Spain, France, Italy, Austria, Portugal, Sweden and the United Kingdom are the most representative. Some of these countries face a particularly strong challenge, as they only started to develop comprehensive integration systems recently, under the pressure of a new and accelerated growth of migrant intake: this is the case in Greece, Spain and Italy.

Guidance services, in this context, are important for three main reasons:

- (a) easing the tensions of inclusion, especially in a transitional period of crisis with high unemployment rates, such as the present;
- (b) supporting a sustained growth strategy, by responding to skills gaps;
- (c) allowing the full development of immigrants as highly valuable workers/entrepreneurs and active citizens.

To achieve these targets, guidance services must account for the difficulties and barriers which affect migrant communities from third countries: difficulties in accessing clear information about recognition of qualifications, work regulations, housing, health systems, and training; limited cultural connections with the receiving cultures and weak social networks, especially in countries where immigration is a recent phenomenon; tendency for youth disengagement from education and training among the less qualified groups; lower labour market outcomes than natives, especially for women; tendency to be employed in jobs with considerably lower requirements than their effective skills.

Guidance services allow immigrants to acquire basic skills, knowledge of the receiving country culture, language and institutions, and easy access to health, education and training as well as to social support systems. Guidance activities also allow employment services to help arriving individuals create realistic expectations about local labour market demand.

They also play a role in supporting recognition of foreign qualifications and validation of prior non-formal learning. This allows for a better signalling of immigrant skills, increasing the opportunities for firms to find those they require, the odds of individuals finding work conditions and earning wages comparable with nationals in similar work situations.

Guidance can also help training providers to plan and target the offer of programmes and qualifications made available for immigrants. This is possible if the information resulting from the identification of client group characteristics and the assessment of individuals' needs is fed (in an ethical manner) into education and training.

These services can promote a steady path to individual autonomy and progressive immigrant community empowerment if they provide different degrees of support for different stages and aspects of their integration. We can picture potential guidance support to migrants in a continuum that departs from initial contact with the receiving culture aiming at the development of a solid set of skills, attitudes and self-awareness that allow for autonomous career planning within their new context.

Prominent members and associations in immigrant communities can cooperate with public sector guidance activities. This type of cooperation leads to a better voicing of the needs and concerns of immigrants and contributes to capacity building in communities. The role models successful members of migrant communities provide can help prevent educational disengagement and stimulate the development of entrepreneurial activities.

EU labour market integration support and the role of guidance

Since the late 90s the EU has worked steadily to build an integration framework for migrants: common principles that countries share to engage immigrants with the rules and obligations of countries, and states with the equally responsible task of creating economic, social and cultural conditions for integration.

In 2009, the EU launched the blue card directive (Council of the European Union, 2009) with the aim of attracting of third-country high-skilled labour and facilitating their admission. The blue card also aids intra-EU mobility, grants access to the labour market, social support and helps with family reunification. Many European countries see the transposition of this directive as a main drive in the reform of their immigrant integration systems.

In 2011 the single permit directive (European Parliament and Council of the European Union, 2011) established fundamental rights for third-country workers residing in the EU, covering entry, access to the labour market, access to social protection and access to advising and counselling services. The renewed European agenda for the integration of non-EU migrants (European Commission, 2011b) of the same year calls for coordinated action from the states to respond to a range of challenges: the low employment levels of migrants, especially women; the occurrence of skills mismatch; risks of social exclusion; gaps in educational achievement; and public concerns with the lack of integration of migrants. Guidance is expected to play a key role in supporting this process.

In lifelong guidance policy, the European Council resolutions (Council of the European Union, 2004; 2008) which lay down the policy priorities for the development of lifelong guidance systems, make direct reference to the universality of service provision and the need to guarantee that groups at risk of social exclusion (such as migrants) can develop career management skills (CMS) that promote their adaptability to learning and work contexts.

The Bruges communiqué reserves a strategic role for guidance activities in supporting the achievement of the European strategy for education and training. In this are found fundamental activities for migrant integration, such as the development of key skills, work-based learning, promotion of entrepreneurship and the combat to educational disengagement.

The 2012 Council recommendation (Council of the European Union, 2012) for the validation of informal and non-formal learning, attributes a central role to guidance, with reference to the role these processes may play in reducing the incidence of skills mismatch. One of the groups which can benefit from accreditation of prior learning (APL) processes and consequent greater skills

visibility are immigrants. Validation procedures can be closely linked to assessment activities developed in the context of immigrant support.

European Commission country-specific recommendations normally include measures for labour market integration of third-country immigrants, with direct reference to the role guidance activities can play.

Guidance in integration practices across Europe

Great effort is being made at national level to create coordination between ministries and administrative levels responsible for different aspects of immigration and integration. In spite of a relative success in the simplification of processes, the reduction of process times, and the reduction of bureaucracy, many limitations remain.

Adequate institutional coordination, clear public support for integration policies and effective engagement of employers and immigrant communities are still to be achieved in many countries. These have been identified as success factors for the establishment of successful coordination initiatives, such as one-stop shops (OSS).

Alongside the effort to simplify and make procedures more effective, national states have striven to make admission and integration systems more responsive to the growth needs of the economy. As a result the admission of third-country immigrants has become more selective and geared towards highly qualified citizens. Quotas, occupational lists and point-based systems have been introduced to intensify the demand-driven character of the system. Increased participation by employers – especially small and medium-sized enterprises (SMEs) – in defining the point-based systems (PBS) have been reported as necessary to increase the effectiveness of such mechanisms.

Guidance services are provided in several stages of the integration process, but irregularly. They range from basic integration interventions in knowledge of language, culture and institutional framework, to advice on recognition and validation services and learning options. In the context of employment services, guidance and counselling also help establish career development plans, apprenticeships and internships, training and professional networks.

The objectives of the guidance activities are not generally defined nor adjusted to reflect national/cultural background. Most of the practices presented in the case studies have the general objective of supporting immigrant integration by helping them upgrade their technical skills and develop some CMS. The programmes aimed at immigrant groups may exist in the context of a compulsory set of measures applied to all recently arrived third-country citizens.

Induction programmes which introduce immigrants to the culture, language, systems and institutions of the receiving countries are a first important step for successful integration. They help start autonomous career development, by addressing the development of key skills. These initiatives have greater impact when complemented by further CMS development and initial career planning.

Recognition of foreign qualifications and validation of prior learning experiences are important for immigrant integration but are nevertheless opaque, bureaucratic and difficult to access by lower-qualified immigrants, with more limited linguistic and information and communications technology (ICT) skills. SMEs sense the same fundamental difficulties, plus the fact that they incur time and financial costs when they hire immigrants which may require recognition or APL processes.

Labour market information for both immigrants and hiring enterprises can be improved. Some countries have established dedicated portals in several languages to help both immigrants and employers in their procedures. Others have opted for centralising procedures in one agency, to create clearer, more efficient and more accessible procedures.

All professionals involved in provision of the services have some degree of training in guidance methods; there are indications that some also have multicultural training. Training content, however, is frequently unclear and not homogeneous across practices.

Most of the practices analysed do not adapt tools and methods to the target group/the specific migration background, preferring to apply the same methodologies as those used for the general population. We have, nevertheless, identified three types of adaptation: adjusting information and advice to immigrant needs; adapting assessment and counselling techniques; and selecting and adjusting tools and methods to suit individual needs rather than cultural traits.

The most common activities are information, advising and signposting. Almost all projects report carrying out interviews and individual skills assessment or counselling dynamics, in which some type of needs and aspirations assessment is implied. Counselling activities are quite common, both in collective and individual sessions, since they are generally perceived as an effective way to stimulate self-awareness and clarify career options.

Guidance for immigrant integration and teaching activities are normally associated in two situations:

- (a) attaining a basic level in the host country native language and the acquisition of basic knowledge about its history values and systems;
- (b) development of CMS in general.

Activities to support the integration of women and the academic success of youth frequently rely on the development of mentoring models, generally turning to role models. Advocating and networking activities are a growing concern of integration services, normally aimed at ensuring fundamental rights for immigrants and increasing their access to the receiving country's systems or increasing access to professional/labour market networks in the country.

Most service providers fall into one of two categories: public services or non-profit organisations. When the promoters are non-profit organisations, there is cooperation between them and public administrations to help clients. Most projects promoted by non-profit organisations are jointly financed by public authorities and European funds.

Employers, both immigrant background and national, are frequently involved in the relevant networks, normally in relation to apprenticeships/internships. Firm managers/owners with similar backgrounds also act as a social anchor for projects, given their potential as role models for at-risk youth or women in search of a professional activity.

Some integration programmes can be compulsory for all legal immigrants, or their outcomes (such as language skills) may be an entry requirement. In voluntary programmes, frequently the biggest issue is to identify and reach target groups. Most programmes are promoted via websites, social media, flyers and posters in strategic places, such as public employment services. Community involvement is sometimes used to increase access to integration programmes, via associations, immigrant professionals or prominent members.

Monitoring mechanisms are frequently associated with financing arrangements: they tend to be part of the requirements and promoters need to report on them. Demands on this level are very diverse and frequently low, not allowing for comparability of practices. Although outputs from projects are sometimes indicated, they are not clearly reported, partly due to the lack of systematic monitoring and follow-up mechanisms. Organised evidence on the efficacy of integration measures would allow for better accountability of practices and for better criteria in selecting the implemented approaches.

Challenges and recommendations

Key guidance policy issues for immigrant labour market integration

Analysis of European and national strategies, initiatives and legislation, as well as guidance practices across Europe, allowed identification a set of important issues for policy-making, with implications for both organisation and practice.

First, it is clear that better results are achieved when successful cooperation is enabled across the different ministries responsible for immigration and integration policies, as well as across all administrative levels within them. Achieving such cooperation is a challenge in many countries. Experience has also shown that engagement of immigrant communities and employers in integration measures enhances their reach and effectiveness.

The development of key skills and fundamental knowledge can be devised both as a compensatory measure or an enabling set of practices aimed at further career development and individual adaptability. Assuring the quality of the information provided, as well connecting key skill development with assessment procedures, certification and recognition, is still not a priority in all systems.

Immigrant group needs are frequently underidentified and integration measures are many times under the umbrella of generalist programmes in education, unemployment or anti-poverty policies. More individual-centred approaches are frequently difficult to implement and consume resources.

The sustainability of integration practices is not guaranteed. Many activities developed by NGO's, especially the most innovative, are project-based and limited in time. The fact that no strong evidence base exists on the benefits of integration programmes/projects, and particularly of guidance activities, further hampers the diffusion and continuity of practices. The lack of a harmonised evidence base also makes accountability difficult, reducing the possibility of access to financing. Cost-sharing modalities are rare in integration programmes, with little financial involvement by employers and communities.

Although multicultural training programmes abound, it is not always clear if practitioners consistently have the skills they need to develop integration programmes and if these are always a requirement for the exercise of the activities.

Action areas for system development

Identification of target groups and engagement of stakeholders

- (a) Identify target groups and their needs and engage them in designing and implementing the integration measures. Guidance and counselling should account for typical integration issues: the status of women; cultural identity and attitudes of youth groups towards host country citizenship; occupational distribution of employment in the community; identification of effective role models in each culture; the specificity of discrimination suffered (labour market, educational, etc.) in each community.
- (b) Identify individual needs and potential.

- (c) Both employers and trade unions can play a fundamental role by identifying the career development needs of migrant workers. Unions can also contribute by setting up guidance services and developing an advocating role.
- (d) Integrate guidance services in community associations and other socialising environments. Schools, firms, and local associations can provide opportunities to develop guidance interventions, providing guidance and career training to teachers, managers, older workers and directly engaging them in the activities.
- (e) Integration measures need to be marketed in an efficient manner to immigrant and native groups, explaining the benefits in clear accessible language. Whenever possible, guidance services should be universally available for all immigrant citizens, independently of their legal status.

Evidence and accountability

- (a) Guidance for integration should be part of quality assurance and accountability systems of vocational education and training (VET) schools, other VET providers, employment services and other organisations. They could include criteria for allocating resources and outcome indicators.
- (b) Evaluate the impact of integration activities to understand their effectiveness; make results available to allow for objective exchange of experiences and practices and adjust provision.
- (c) A structured evidence base makes the results of integration activities visible and understandable. The results should be communicated to policy-makers, the immigrant communities and the general population using media suitable to reach these different target groups.

Sustainability and innovation

- (a) Clear commitment of public authorities to pursue coherent integration practices and allocate resources to them.
- (b) Ensure that all relevant ministries, services and administrative levels are motivated and included in the implementation of coherent, coordinated strategy.
- (c) Encourage more employer engagement by showing how guidance and counselling of the migrant labour force, and their own engagement in such activities, can benefit their companies. Benefits include access to a highly qualified labour force, using the full potential and skills of this production force, and enabling quick adaptation and upskilling of foreign employees with improvements in productivity.

- (d) Employers can develop integration programmes in their firms in cooperation with public and non-profit organisations and can help finance initiatives, create internships, and provide mentorship. As evidence from several countries shows, cooperation between the state and employers strongly contributes to making integration strategies successful.
- (e) Supporting the activities of non-profit organisations is fundamental to sustaining innovation in the field. They provide a testing ground for methods which can be internalised by public services and mainstreamed.
- (f) Ensure follow-up of projects with limited duration from the beginning. Tools, methods and strategies used, and the experience and knowledge of participants should be shared to inform other projects/measures.
- (g) Encourage immigrant communities to contribute to the sustainability of practices by developing internal guidance capacity for their new members.
- (h) Follow up and provide support to immigrants in dealing with organisations, systems and services until they have reached a minimum autonomy in their career development.

Guaranteeing the quality of services

It is important to ensure that guidance and counselling services are provided by qualified personnel with appropriate resources. Adequate guidance and multicultural training of staff dealing with immigrants in employment services and/or providing information and career education or education guidance to safeguard a fair, respectful attitude towards their clients and culture is a prerequisite.

Professionals involved in these activities also need to be familiar with relevant legislation, administrative procedures, and labour market conditions. They also need to know the contact points for, and the correct procedures and channels to liaise with, the services connected to healthcare, housing, legal work, education and social security.

The information provided to immigrants needs to be relevant, useful, timely and clear. Clarity of information is fundamental to a successful induction process for the newly-arrived. Ensuring that basic information is easily available in all the relevant languages ahead of the immigration process (for example via websites or agreements with origin country services) can vastly improve the results of the integration process.

Information about available integration mechanisms, such as guidance, recognition, career management, and skill development should be clear and included in the support to firms, particularly SMEs.

Basic integration measures must assure that immigrants have developed the key competences and knowledge of the basic laws, institutions, procedures and services necessary to first steps on arrival in a country.

Induction courses should account for a dimension of career development, laying down a follow-up path for further CMS development, career planning and effective integration in relevant work and learning experiences. One way to achieve this integration is the use of formative assessment techniques, such as portfolios.

CHAPTER 1.

Introduction

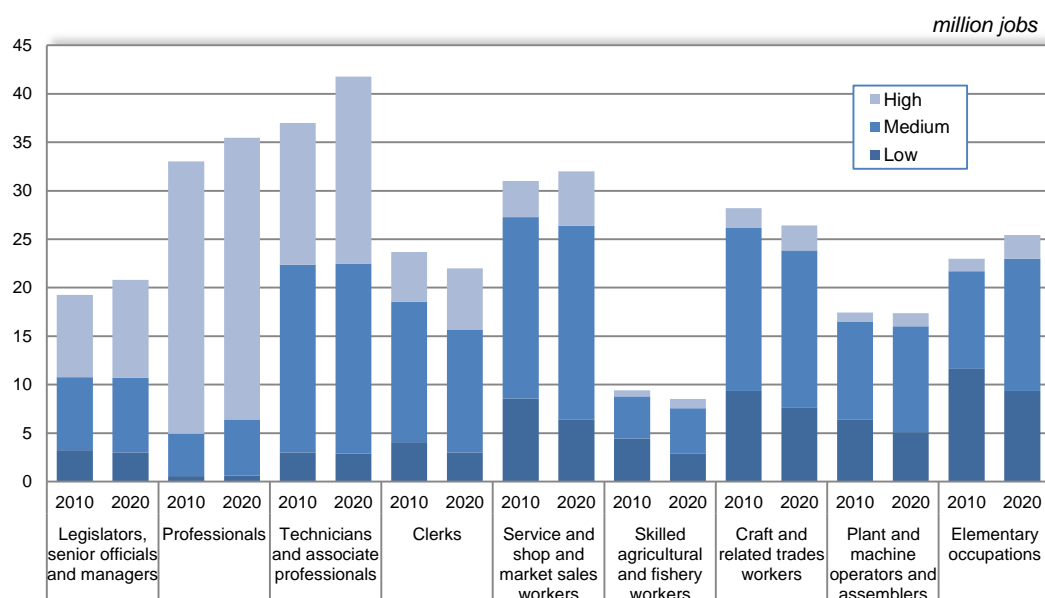
1.1. Why a study on guidance for immigrants?

Europe presently faces a decline of its natural population. In spite of the current low performance of labour markets, due to the international economic crisis, this decline will likely lead to medium-term labour shortages, in the absence of migration movements.

National governments are currently urged to rationalise, justify and improve integration policies so that immigrants can quickly find paths to learning and employment, covering qualification gaps in the economy and minimising the social tensions associated with the integration process.

The progressive decline in European fertility rates in the past 50 years, along with the progressive retirement of a highly qualified workforce in the current decade, indicate a low replacement rate for qualified labour. Cedefop research further suggests that medium-term skills shortages will occur in highly skilled occupations, due to acceleration in the demand for highly skilled professionals (see Figure 1).

Figure 1 **Changing skill composition of the occupational structure of employment, EU-27, 2010-20**



Source: Cedefop country workbooks, 2012.

This indicates that there is not only a need for labour, but also specifically for highly skilled labour. The forecasts suggest that immigrant integration should privilege an up-skilling career development logic, aiding recognition of foreign qualifications and the rapid development of key skills for easy integration (such as language and knowledge of local systems) in work and learning. It follows that the strategy adopted by European states must address labour market mismatch and youth disengagement from education. It must adopt an inclusive approach that considers the needs of groups and of subgroups at greater risk, particularly women children and the unemployed.

The strategy adopted by national states for the resident immigrant population should combat labour market mismatch, youth disengagement from education and training, and adopt an inclusive strategy that considers the needs of groups and of subgroups at greater risk, particularly women children, the unemployed and those with low qualifications. A publication from the European Commission (2013) highlights that the education and labour market outcomes for nationals and immigrants are still substantially different. Generally, immigrants have lower employment levels, suffer from greater youth disengagement from education (especially among the children of the less qualified) and are at greater risk of poverty and social exclusion.

The same study suggests that if the current gap between the national and immigrant population is closed, substantial progress will be made towards the EU 2020 targets. In countries with large shares of immigrants, such as Belgium Germany, Greece, Italy and the Netherlands, the contribution of the immigrant share can reach 50% on employment, early leaving and poverty risk targets (see Table 1).

Table 1 **Contribution towards EU 2020 targets – ‘closing the gap’ scenario**

Target	Share of immigrant contribution (EU)	Countries in which contribution is 50%
Employment	10.7%	SE, DE, NL
Early leaving	30%	BE, DK, DE, EL, IT
Poverty risk	16.2%	AT, BE, EL, NL

Source: European Commission, 2013.

The inflow of non-EU nationals (third-country migrants) is, together with the inflow from candidate countries to the Schengen area, the most important supply of labour force counteracting the effects of the relative ageing of the European population. Third-country migrants can pose complex challenges to European

integration policy and require a debate about the part that guidance can play in supporting social and economic integration.

They face particular challenges in integration, especially in countries where they have weak networks and a low knowledge of the receiving country language and culture. These challenges can be especially strong for young migrants and women, who frequently have weaker education and labour market outcomes. Immigrant communities with overrepresentation of low-skilled workers are especially affected by education disengagement, unemployment and temporary employment. The case of Maghrebian immigrants in Spain and Italy is a clear example of these dynamics.

Guidance services can be provided to prospective immigrants ahead of their departure, providing valuable information on entry procedures, the labour market situation and the characteristics of their potential destinations. This information is vital to realistic and effective transitions across countries. It can be available in several languages, make use of ICT tools, and be inserted in advice and counselling services in departure countries.

Guidance services are also to the fore in receiving country mechanisms that inform and support the adaptation of migrants to new cultures, social environments, norms, labour conventions, and education and training systems. The relatively flexible nature of guidance interventions allows for their integration in many critical contexts to migrants (immigrant admission services, employment services, VET organisations), with strong potential for customisation and adaptability to client group characteristics.

Guidance services can enable arriving immigrants easy access to services which allow for the prompt recognition of their qualifications and for the validation of their prior learning and work experiences. These processes aid access to local qualifications and jobs, as well as opening up broad training and mobility opportunities. Guidance can also assist people in identifying learning opportunities and jobs, and assist career planning. If supported by appropriate counselling methodologies and career training, guidance can promote the development of key skills for learning and work, fostering progressive autonomy in career decisions. It can also help individuals establish vocational identities, which can bridge between their values and world vision and the host culture's perspectives.

If developed in a holistic, empowering framework, guidance activities will promote the awareness individuals have of their own potential and the way they can explore that potential in the host country environment. They should be able to understand their own skills, needs, aspirations and to search and interpret information that allows them to identify career opportunities. The desirable outcome of guidance processes is highly adaptable professionals, who can make

autonomous career choices and who have unleashed their potential to be fully participative in the economy and society.

1.2. Objective and scope of study

This study follows up on previous work by Cedefop on guidance for immigrants. In 2011, Cedefop raised a discussion on how guidance policy, practice and research should be further developed to support the labour market integration of immigrants across the European Union, by organising a peer-learning event dedicated to this issue. The conclusions (Cedefop, 2011f) from this debate highlighted a number of key-messages addressing policy, practice and research.

At policy level, greater engagement of social partners is key to the success of guidance activities for immigrants and to multilevel engagement of different policy areas. Immigrant community involvement in the design, development and delivery of interventions (mediation, organising capacity, role model building, and advocacy functions) was seen as a core element of a new, necessary type of guidance services, and an important success factor.

From a practice perspective, the effectiveness of guidance is greatly increased by higher responsiveness and adaptation to migrant communities and their cultures. Practitioners' multicultural and networking skills are important for successful provision.

Structured and harmonised monitoring systems should be put into place, to assess the quality of the outcomes resulting from different approaches and activities and to allow for further research into ways of improving the provision these services.

The main purpose of this Cedefop report is to highlight effective guidance practices across Europe that contribute to increasing the work adaptability of immigrants, validating their relevant learning and work experiences, raising their qualification levels and improving their employability. Special emphasis is given to third-country immigrants and citizens of countries undergoing transition processes under the Schengen agreement.

Through its identification of practices and discussion, this report provides insights into key issues on guidance for the labour market integration of migrants, which are useful for different stakeholder groups.

Policy-makers will find useful discussion on how to develop guidance services which successfully support the labour market integration of newly-arrived immigrants: how to improve labour market matching by establishing strategies aiming at the recognition and elevation of immigrants' qualifications as well as the quality of the labour market information provided. The study also

reflects on how to engage employers, immigrant communities and trade unions in the development of these practices. This report also reflects on how to assure the quality and accountability of the guidance activities provided, as well as on strategies to achieve sustainability and diffusion of the best practices.

Managers at national and local levels, as well as promoters of guidance activities will find relevant the discussion on how to set up services which respond to migrants' needs, initiative and contexts, using the full potential offered by their communities. They will also find important debates concerning the appropriate skills, knowledge and attitudes of practitioners, helping achieve greater relevance and quality of provision. The study also reflects on strategies for greater sustainability of practices, from a promoter perspective.

Practitioners will find relevant the reflections on which attitudes, knowledge and skills to develop to provide quality guidance for immigrants, as well as on ways to engage the immigrant community to achieve more effective results. Practices debated include the use of advocacy, networking and use of role models.

To debate these themes, the report is organised as follows:

- (a) Chapter 1 describes the context, objective and scope of the research;
- (b) Chapter 2 describes the methodology used, making a short theoretical review, followed by a value-added perspective of guidance processes for immigrants;
- (c) Chapter 3 discusses the demographic and social-economic background of immigration flows, characterising the main immigrant groups, their destinations, and their education and labour market outcomes;
- (d) Chapter 4 discusses the present EU integration framework for immigrants, as well as national tendencies concerning the role of guidance labour market integration policies in recent years;
- (e) Chapter 5 presents the case studies developed to support the discussion of guidance practices;
- (f) Chapter 6 identifies key challenges and opportunities for guidance in integrating immigrants;
- (g) Chapter 7 discusses the lessons learned and lays down a set of principles for good practice in immigrant integration;
- (h) Chapter 8 defines priority action areas for policy-making.

CHAPTER 2.

Study methodology and implementation

While also addressing general programmes and methodologies aimed at immigrants, the strategies and practices analysed in this study gives preference to the following three subgroups of third-country immigrants:

- (a) youth attempting to enter the labour market;
- (b) unemployed low-skilled immigrants;
- (c) low-skilled women.

The study was carried out in four stages:

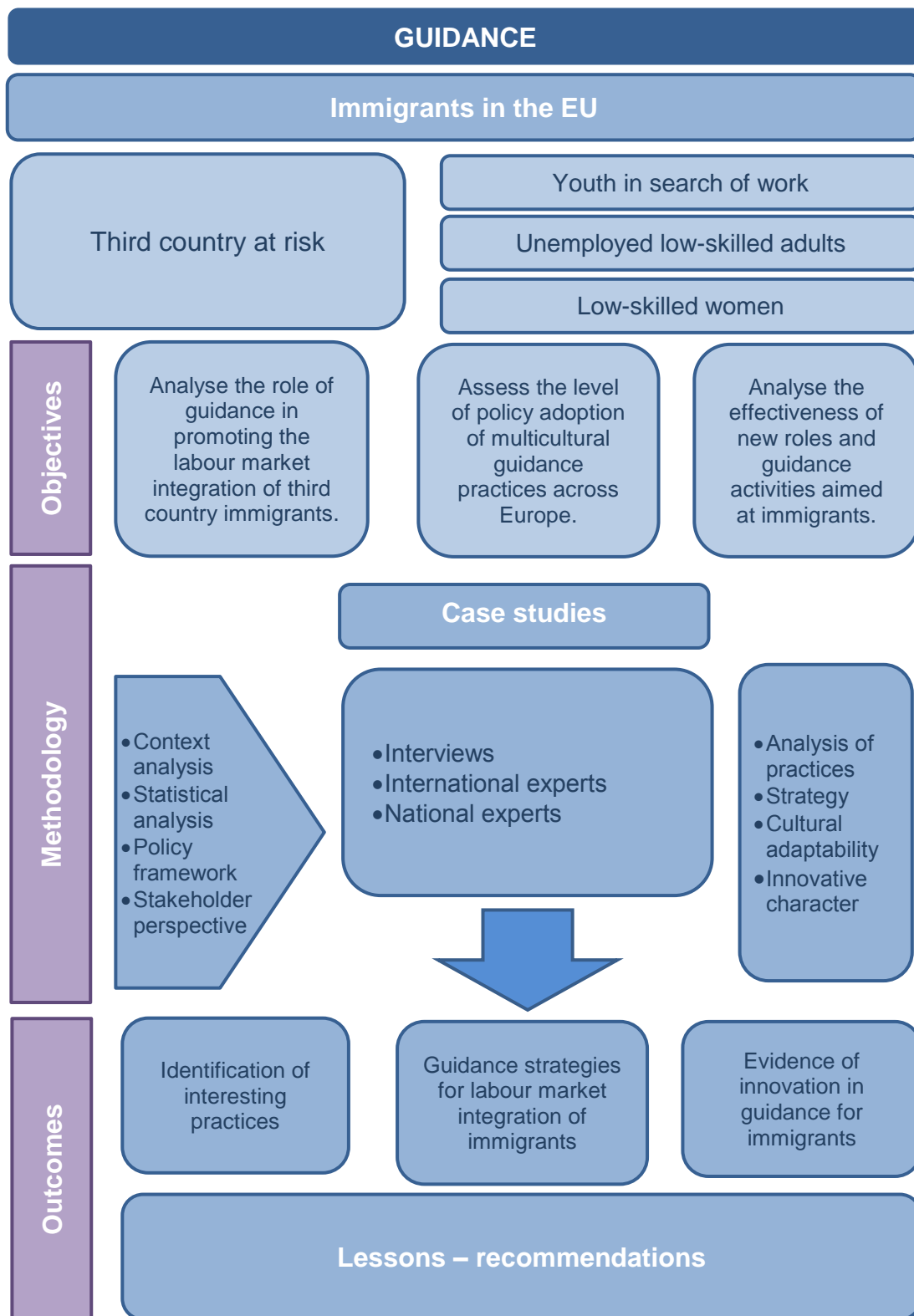
- (a) analysis of structural characteristics of the migrant inflow to the EU through statistical analysis, background research and literature review;
- (b) exploratory interviews with national and international guidance experts;
- (c) analysis of the data collected via questionnaire, sent to the ELGPN national delegates and promoter organisations, on national and regional cases;
- (d) consultation with relevant stakeholders and final analysis.

The first stage took into account European and country-level reports on the origins and flows of the immigrant population, as well as corresponding education and labour market outcomes in the host countries (also considers mismatch phenomena). Resources analysed included Cedefop, Eurofound, ELGPN, European Union Agency for Fundamental Rights, organisation for economic cooperation and development, international labour organisation, international maritime organisation, ENAR, European migration network, European website for integration databases, studies and reports, EU policy and strategy documents, Eurostat statistics, and professional literature (articles, research papers, project reports).

The second stage of the study consisted of a series of exploratory interviews with national and international experts, with two fundamental aims:

- (a) assessing the current state of play in terms of policy initiatives in guidance for third-country immigrants across Europe and its connection with national State integration frameworks;
- (b) assessing the current position in terms of multicultural methodologies and their effectiveness.

Graph 1 Objectives, stages and products of the study



Source: Cedefop.

The interviews were based on semi-structured questionnaires, mostly open questions, answered by phone (or similar means). The interview structures (see background document) were sent to the interviewees ahead of the phone calls, to aid effectiveness.

The third stage analysed responses to a Cedefop questionnaire. These were sent to the Member States through ELGPN or directly to promoters of integration programmes identified through secondary sources. The analysis of the case study information relied on the structured discussion of the quality of the services provided. The quality of inputs, the ways activities were organised and monitored, and the reported outputs were analysed.

A sample of 13 representative countries was selected for the case-study analysis, focused on countries with larger immigrant populations and with strong growth estimates of the third-country migrant residents: Belgium, Germany, Estonia, Greece, Spain, France, Italy, Latvia, the Netherlands, Austria, Portugal, Sweden and the United Kingdom. National systems were analysed regarding the role guidance plays in national immigrant admission and integration frameworks, based on country factsheets, statistical data, studies and interviews with national experts.

The selected practices followed the criteria below:

- (a) describe guidance activities that target difficulties in labour market integration of third-country immigrants;
- (b) target youth in search of work or unemployed adults in search of work or training to increase their employability;
- (c) be supported by a national or regional level initiative coordinating efforts between different agents.

Preferential factors were that practices:

- (a) targeted recent immigrants, with weak social networks;
- (b) targeted communities recently established in the country;
- (c) highlighted multicultural methodologies.

The study pinpoints action areas where further development will be required at European and national level.

Key research questions explored in this study include:

- (a) how are services being coordinated across policy fields and levels of administration to provide quality guidance responses to highly sensitive immigrant groups?
- (b) how are migrant communities, employers and other stakeholders invited to participate in the definition, implementation and management of guidance activities, to guarantee their relevance to immigrants' needs?

- (c) how are practitioner skills being developed and assured to meet the needs of immigrants as well as their cultures and values?
- (d) what measures are being implemented to ensure regular monitoring of guidance activities, their outcomes and the quality of the interventions implemented?
- (e) how can experience from innovative approaches be mainstreamed?
- (f) how is at-risk migrant youth being supported in preventing educational disengagement and in making the transition to the labour market?
- (g) up to what point are guidance services effectively promoting validation of the skills and recognition of the qualifications of the immigrant unemployed?
- (h) what activities are proving to be effective in the activation of female immigrants.

2.1. Definitions and theoretical discussions

2.1.1. Guidance and immigration

Migrations are the movement of people, usually across a political border, with the purpose of taking permanent or temporary residence in the place of arrival. Semi-permanent or temporary residence is normally related with the occurrence seasonal work and circular migration. This study focuses on the migration of non-European citizens (third countries) to the European space.

Third-country immigrants in Europe migrate for many reasons, the most common being economic and political. Economic reasons are normally connected to finding better job and learning opportunities or evading shortages in fundamental goods (such as food and medicine). Political reasons are frequently associated with war and ideological persecution due to changes in political regimes. Although taking into account the latter cases – labour market integration of asylum seekers and political refugees – greater emphasis is given here to migration for economic reasons.

The concept of integration adopted in this study reflects the access that migrant individuals have to receiving countries' culture, language, systems and networks. It includes their ability to use such access effectively to live their lives with minimum welfare, in safety, and to develop themselves as professionals, community/social agents and more broadly as human beings. It is assumed that both the immigrant individuals/communities and the receiving society influence the integration process and that mutual adaptation is likely to be necessary for its success. This broad definition does not imply a standard measure of integration, but opens discussion on degrees, strategies and types of integration as well as their outcomes.

The fact that the study focuses on a specific dimension of integration, in a system – the labour market – does not remove the need to account for social and cultural aspects. Social constructs and culture play a major role in the understanding of how individuals grow, become professionals and family providers, as well as in the understanding of what is career success or the way of ending a career. One of the major aspects in achieving integration is bridging culturally-based concepts and valuations in a successful way. The role of guidance activities is largely to enable this bridging, so that people can make career choices which are consistent, motivated and make sense for each person.

Many of the activities address the integration processes of arriving individuals and their families. This study also includes analysis of guidance activities in services which are also provided for resident immigrants and their descendants, such as activation for women or school-based counselling for at-risk groups and ethnic minorities.

Within the EU framework, guidance is viewed as an important tool of integration policy, due to the strategic part that it can play in providing information, skills and competences that support cultural, social and economic integration. To ensure that guidance services across Europe are holistic and dynamic in assisting workers and learners, the European Council approved two resolutions in 2004 and 2008, which establish policy priorities for the development of lifelong and life-wide guidance systems; these include support to at-risk groups and migrants. To strengthen the development of the policy priorities, the Commission has established the ELGPN within the open method of coordination with the Member States. Cedefop cooperates with the European Commission and the network.

The 2008 resolution defines guidance as services that assist people to make better education, training and career choices. Activities developed under the scope of guidance services help people identify and reflect about their values, interests, skills and qualifications, as well as obtain information on labour market conditions and available education and training paths. Guidance activities also help individuals gain awareness of the value of their experiences and how they can make them visible to the labour market through validation.

To ensure support for EU citizens' career transitions throughout their lives (lifelong) and in all relevant contexts (life-wide), the resolution also defines priority areas for policy development:

- (a) encourage the lifelong acquisition of CMS;
- (b) aid access for all citizens to guidance services (including immigrants);
- (c) develop quality assurance in guidance provision;
- (d) encourage coordination and cooperation among the various national regional and local stakeholders.

The policy focus on lifelong and life-wide support to career transitions stems from a substantial paradigm shift in the past few decades in the way in which guidance can effectively achieve its purposes.

From a model of guidance and counselling fundamentally based on matching talents to jobs (as in Parsons, 1909; Williamson, 1939; Holland, 1973; 1985), guidance has moved to a dynamic, holistic approach that considers in greater depth how a person's career path evolves and the variety of roles she/he plays in the course of her/his life (Super, 1980; 1990; Savickas, 1997). This paradigm shift is largely due to the emergence of more unstable labour markets, with higher female participation, cultural diversity and longer worker lives, which raised new theoretical and practical challenges.

Nevertheless, matching models still have notable value and have been significantly refined (Holland, 1985; 1994), providing an easy-to-grasp rationale to organise guidance services, especially in the public sector. Matching models use standardised methods to assess individuals' characteristics; they are compatible with a range of occupations, providing affordable and quick tools to support career guidance. They also make it easier to define practitioner skills, their range of responsibilities and the deployment of a set of work tools (assessment tests, labour market information).

One of the challenges of matching approaches lies in the fact that labour markets are highly volatile, offering many unstable, temporary jobs with no clear development prospects, disabling the idea of steady, vocationally-based careers. For migrants, not only are these problems more acute, but they face more complex challenges, such as linguistic barriers, lack of understanding of receiving cultures, weak social networks, different work cultures and discrimination. The low visibility and consequent underemployment of skills, together with recognition problems for foreign qualifications, further limits the possibility of directly matching traits to placements. The perspectives for career advancement of migrants can often be bleak.

Donald Super's influential work made a significant break with the linear vision of careers. Traditionally, career was identified with occupation, neglecting the successive changes in perspective, attitude and expectations that individuals undergo, as they evolve through their lives. Super (1980) introduced the idea of a life-space in which individuals can assume different roles (such as student, parent, worker), which acquire varying importance according to each stage of life.

Super also accounted for the fact that life-roles can be simultaneous, and, depending on how much knowledge an individual has about them, how much time is spent in performing them and the degree of commitment with each role, they acquire more or less importance (or salience). The salience of roles can vary according to gender, social-economic background and, important for the present

discussion, cultural background. In the case of migrant workers, the salience of roles of, for example, a south-east Asian person can be radically different from a western person in each stage of life, generating very different priorities and understandings of career.

2.1.2. Recent discussions

Career theory has evolved considerably, incorporating the idea of lifelong development and of life-roles. However, according to a number of authors (Watson, 2006; Arthur, 2006; Savickas, 2003; Stead, 2004) it has remained arguably attached to a set of beliefs which make it less applicable among at-risk groups: immigrants, ethnic minorities and, frequently, women. Some commonly listed beliefs of career theory are:

- (a) individualism and autonomy as a purpose, does not necessarily apply to all cultures. In collectivist cultures, such as many of the sub-Saharan and south-east Asian regions, individualism is seen as selfish and career maturity might be rated in a very different way;
- (b) centrality of work ⁽¹⁾ (Greco, 2007); despite the consideration of different life-roles, work is frequently held as a dominant role, which may not be the case in many cultures. Other roles associated with establishing a family home or taking care of the elderly may be more important;
- (c) equal opportunities for all, based on western developed societies' occupational structure; this idea relies on the belief that people will recognise and want to insert themselves in an occupation described and regulated by the taxonomy ⁽²⁾ of a post-industrial western society. However, this taxonomy might not relate to notions of freedom, success or stability of individuals from different cultures and thus not provide incentives for social-economic integration. This challenge, strongly related to the previous issue, is widely discussed in sociology (Bourdieu, 1980);
- (d) a rational and linear process of career choice and development; in a way this was never a reality for most immigrants in Europe, except for a few highly qualified groups.

The consequence of these beliefs is that organisations and professionals that provide career development services might be departing from notions which are not adjusted to migrant realities: what constitutes maturity in career

⁽¹⁾ About the context which allowed for the development of the discipline around work.

⁽²⁾ Although we can find more generally culturally rooted occupational taxonomies, ISCO is a perfectly good practical example.

development, how to achieve individual adaptability, life-roles played by individuals, and associated motivations and self-efficacy beliefs.

The need for targeted approaches for migrants, although acknowledged in the research community (Bimrose and McNair, 2011; Leung, 2008; Leong, 2011; Laungani, 2005) has not necessarily led to great increase in theoretical/methodological proposals. Arredondo (2005) (Bimrose and McNair, 2011), for example, has reviewed 102 articles from the journal of counselling and development, published from 1990-2001, and concluded that only 3% were related to immigration. In cases where immigration was addressed, it frequently narrowed down the topic to very specific groups, such as political refugees, not addressing the needs of the larger group of migrants for economic reasons.

In spite of its still low representation, guidance and counselling for migrants is a growing issue and theoretical and practical proposals have arisen, with emphasis on:

- (a) career adaptability among migrants (Savickas, 1997; 2009);
- (b) development of cross-cultural competences among practitioners (Sue et al., 1992; Bimrose, 1998; Watson, 2006; Arthur, 2006), frequently using as reference models of value orientation among different cultures. These reflect different world visions of values such as authority, decision-making, group engagement and success (reference models can be found in Laugani, 1999; 2005; Ibrahim, 1985; Hofstede and Bond, 1988; Launikari and Puukari, 2005 ⁽³⁾).

Most frequently, the idea of career adaptability is based on the assumption that an individual can develop skills and sets of knowledge that allow him/her to enhance his/her self-reflection and adjust to new environments and situations; this is the main challenge for migrants. In this context, guidance and counselling activities focus on developing the individual's capacity to think about the future, while understanding and reassessing past experience, to select and develop the skills and knowledge necessary to deal with change.

Although useful for guidance and counselling in general, this idea is especially powerful for groups suffering from discrimination, social exclusion and cultural alienation. Adaptability presupposes the possibility of bridging career perceptions across socioeconomic and cultural spaces, so that people explore their potential in a less constrained manner. This is especially important for migrants due to the clash between the receiving country culture and their culture of origin. Migrants are easily stereotyped, or prone to self-stereotype, due to

⁽³⁾ See also Garcea (2005) in Launikari and Puukari's *Multicultural guidance and counselling* for an interesting discussion on this matter.

weak understanding of the receiving culture, lack of awareness of their own values and attitudes and, further, lack of understanding of how these contrasts influence their motivation to pursue a career.

From an individual standpoint, guidance can be seen as generating value for people with migrant background by responding to three needs:

- (a) increasing their knowledge of the receiving culture, language, education, social security and health systems, labour market and other aspects to develop the basic skills and knowledge that allow them to cope with their new reality;
- (b) making structured career planning possible by increasing awareness of their own skills, preferences, values, motivations and by making them aware of the differences between their culture of origin and the receiving culture, i.e. fostering individual reflexivity in career planning;
- (c) increasing the motivation of individuals to pursue a career, allowing them to construct a personal narrative that integrates the several stages of their lives into a coherent pattern that can be followed up by a critical and (perceived as) positive decision.

This perspective of value creation directly reflects the contribution of guidance methods to other inputs: a person's autonomy in integrating into the labour market (Niles et al., 2008); the necessary knowledge and skills to do it; appropriate behaviours to achieve it (using techniques for job search, presentation, and social skills); the personal awareness to think critically about the future; the emotional ability to make one's experiences positively relevant for the next step.

The second important methodological development is the integration of cross-cultural competences in guidance processes. It departs from the acknowledgement that there is a variety of culturally-based perceptions of career development, due to three factors:

- (a) practitioners frequently do not share the same culture as their migrant clients, or have scarce knowledge of it;
- (b) connected with this there is the effect of cultural stereotypes and discriminative behaviours in practitioner activity;
- (c) culturally-based assumptions in career development theories, methodologies and instruments used to assess, advise and enable reflection and planning of/with clients.

Several authors have suggested methods to overcome these challenges and generate more culturally aware practices. They include:

- (a) indigenisation: adapting theoretical models and connected methodologies (Savickas, 2003; Leung, 2008; Leong, 2011; Laungani, 2005) to the cultural characteristics of the target groups by:
 - (i) testing cultural validity and limiting the application of counselling methodologies accordingly;
 - (ii) generating new career constructs (different life-roles, salience structures, notions of maturity) which can make current methods more indigenous for client groups;
- (b) assessing and developing the cross-cultural competences of practitioners in their application of counselling methods (Sue et al., 1992; 1996; Nissilä and Lairio, 2005; Arthur, 2006; Arredondo et al., 1996). Self-assessment exercises can help practitioners become aware of their culturally-based assumptions, valuations and stereotypes. Training sessions are promoted ⁽⁴⁾ to develop cross-cultural skills: these may cover issues such as helping overcome linguistic barriers, maintaining a genuine, interested and ethical attitude, identifying and avoiding non-verbal signs which are not easily recognisable by immigrants. This type of methodology can also help to analyse the activities developed in guidance processes by assessing the degree of cultural bias of the instruments used.

While the discussion around indigenous models is mostly theoretical and slower in its development, the discussion around multicultural competences, although related to the former, is more practically oriented and can be enacted more easily.

Competences frequently considered important in multicultural counselling include (Sue et al., 1992; Arredondo et al., 1996; Launikari et al., 2005):

- (a) self-awareness: awareness of own assumptions, values, biases and feelings;
- (b) sensitivity to and knowledge of the worldview of people from different cultures;
- (c) ability to implement the appropriate interventions and techniques;
- (d) ability to establish an authentic counselling relationship;
- (e) ethical sense.

The literature suggests several options to develop these competences:

⁽⁴⁾ One interesting example is the 'feel like a migrant' (FLAM) project (2010). <http://www.flam-project.eu/index.php?id=5> [accessed 18.3.2014].

- (a) self-reflexive exercises (auto-biographical sketches, genograms, assessing knowledge about dominant and minority group cultures, evaluating own values, biases and feelings);
- (b) practitioner training on characteristics of client groups;
- (c) critical evaluation/cultural audit of available theories and methods;
- (d) experiential learning, through immersion in different communities or role-play.

Some practitioners with migrant background have expressed preference to work with their own groups of origin, as they can easily understand the values, beliefs and practices of the clients. However, results from this approach vary, as other factors also affect the success of counselling interventions, such as the socioeconomic background or the gender of the practitioner. In some cases, cultural similarity may even be inhibitive: when sharing a problem with a member of the community may be perceived as demeaning and potentially harmful; or when counsellors go too far in taking the client's side. Another limitation of this approach is the number of immigrant-background practitioners available.

While theory and policy acknowledge that practices need to be adapted to client group characteristics to a certain degree, this should be treated with caution. Most service providers, and many experts, claim that the individual process overrules any categorisation into groups. Individual stories – using narrative terms – are the most important elements in a person's interpretation, reflection and planning about his/her career.

This is a perspective strongly rooted in the influence of psychology over guidance methods and theory, which privileges a client-centred approach. The theoretical and practical value of this perspective is undeniable, but it demands a series of complex caveats, which cannot be ignored in policy definition (Sultana, 2009):

- (a) individual experience is supported by constructs which are culturally-based and structurally constrained by notions of what is correct, bad or successful. In this sense individual and group level are inextricably entangled;
- (b) individuals are inserted in contexts and topologies, which are not only physical, but also cultural. They share a cultural and geographic space with other individuals who also emigrated and face similar circumstances and integration issues;
- (c) a client-centred approach is difficult to apply, if not assisted by previous surveying and characterisation of potential clients to help identify specific groups, particularly minority groups. Without this visibility, it is difficult to define political priorities and funding opportunities.

A balance is required within a framework that identifies groups and the challenges they share, while still focusing on the individual members through a client-centred approach. The greatest concern is that group identification may lead to an assimilationist model (Greco, 2007; Sultana, 2011), which defines migrants as a flawed group which must develop a set of competences to integrate into the host society. In this type of inclusion approach, guidance acts as a cultural certification process, focused on work-based socialisation of immigrants.

The idea of a pluralist approach to inclusion opposes this idea. In its liberal version, immigrants are perceived as an ethnic minority to be promoted. A multicultural model acknowledges the problems of immigrants, but fundamentally understands their unfulfilled potential, and sees diversity as a social and economic resource. For the purpose of developing such an approach, integration practices must develop new roles in guidance, such as advocacy of immigrants' rights, and must allow a type of system innovation that is responsive to community initiative.

2.2. The added value of guidance for immigrants

Guidance has evolved in the direction of acknowledging cultural difference, developing methods which account for it; many of these rely on stimulating client' self-awareness. This, however, is only one aspect of the potential of guidance methods. Career services can also help individuals deal effectively with new, unfavourable conditions by developing (often) new roles and activities, beyond the traditional counselling role (Arthur, 2006), such as social action, advocating immigrant rights before other organisations, working directly with immigrant communities.

Atkinson's (1993) model provides some interesting insights about the diverse roles that counsellors can assume in the multicultural context to respond better to client needs. It is suggested that counselling should be responsive to:

- (a) problems generated by external causes (such as discrimination or racism) and not only to problems contained in the inner reality of the client;
- (b) established and potential problems, by adopting not only remedial but also preventive actions;
- (c) the degree of acculturation of the immigrant individual/group, adjusting the type of intervention accordingly.

Dealing with problems generated by external causes is increasingly important aspect of guidance activities, inviting counsellors to act as advocates, consultants and agents of change, well beyond the traditional role.

Preventive measures are fundamental to avoiding unnecessary stress and personal suffering. In general, they require solid knowledge of the client's family and community network to help him/her find anticipatory strategies to eventual integration problems which may arise.

The degree of acculturation, in its turn, affects the way in which methods can be applied. Conventional counselling methods can have little, or even negative, effect on immigrants with little notion and experience of the receiving country's culture and systems. The counsellor's role can be substantially affected by the extent to which he/she can mobilise the client's knowledge of the culture or his/her personal networks in the country. For example, if the counsellor can enlist his/her client onto relevant local professional networks, he/she can help the individual devise a career plan which makes use of such networks.

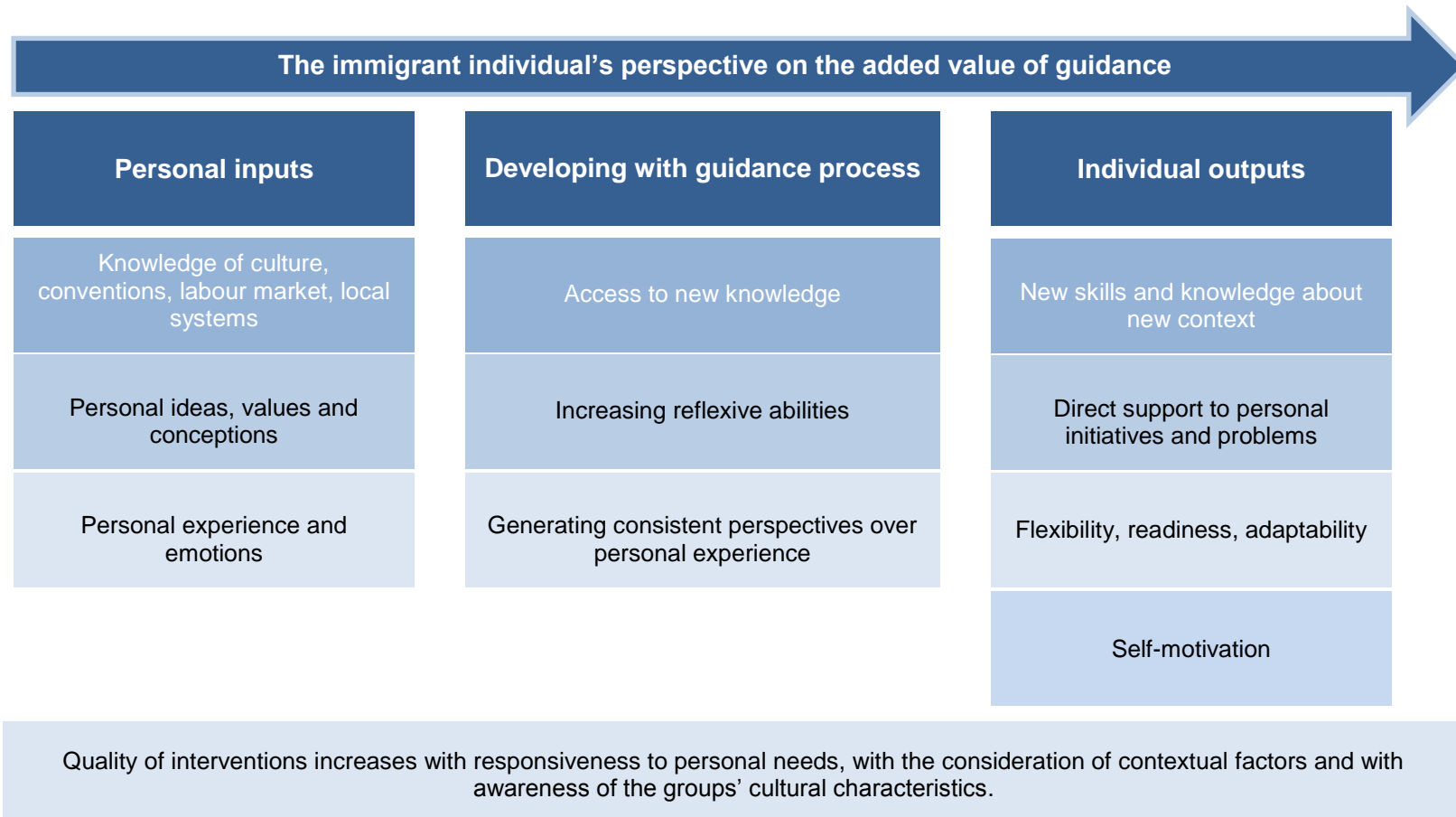
A distinctive and common element of roles in multicultural counselling is the need to reach out beyond the local culture and conventional guidance networks, normally associated with the physical place and institution in which guidance is being provided. It is not only methods and practitioner training that need to be adapted to cultural diversity; guidance activities themselves need to have stronger links with complementary services and with clients' personal networks.

The cultural adaptation of methodologies – especially those for testing and assessment – and the development of multicultural competences among practitioners are potential ways to improve the quality of the services provided. Also, the development of outreach activities is, in many cases, a way of making the service more valuable to individuals, organisations and society by addressing contextual factors that hinder an individual's career development.

By adapting them to client needs and to the target group cultural characteristics, on a meso level, these methods introduce improvements in several stages of the value-added chain of guidance activity, by refining the inputs (counsellor skills, assessment methods), improving processes (achieving better cooperation among stakeholders, generating successful client involvement, implementing quality assurance mechanisms) and following-up on its outcomes.

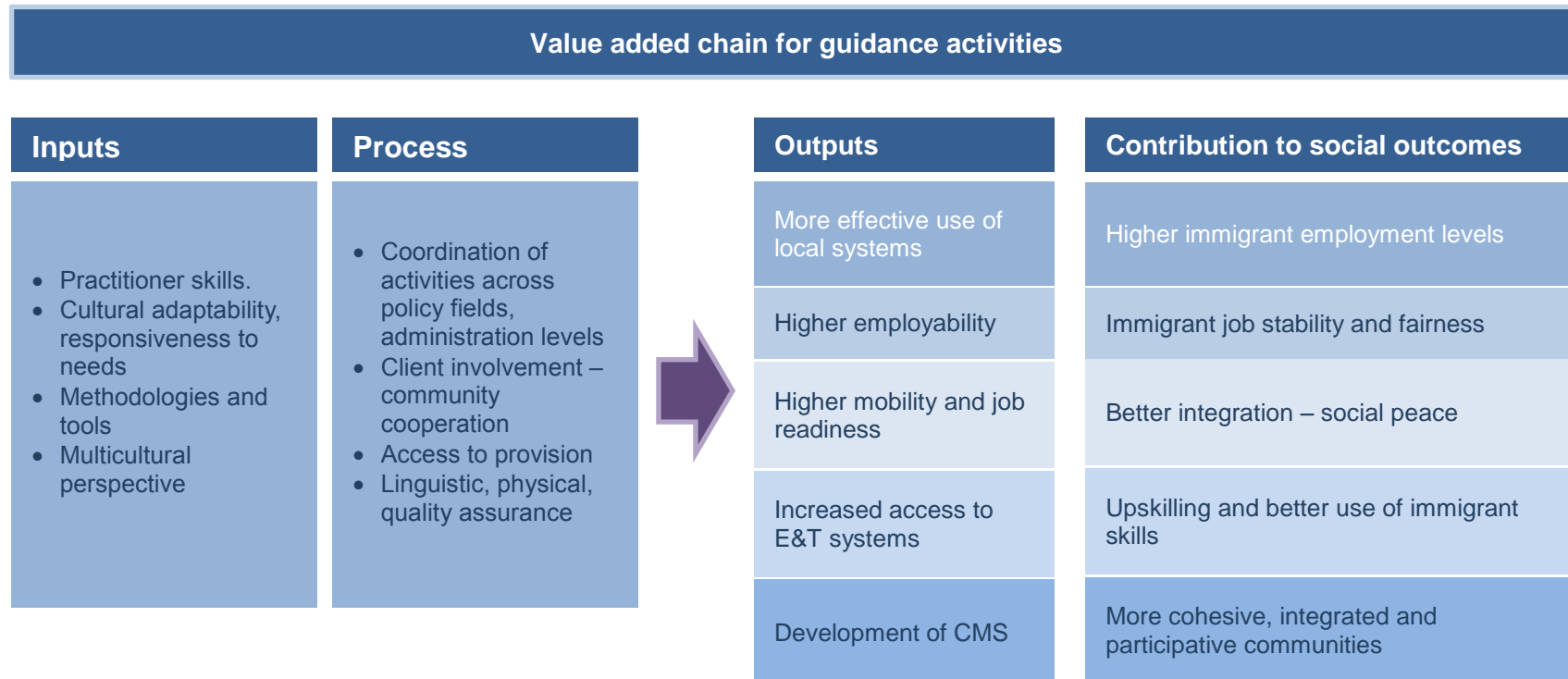
Graph 3 shows a synthetic diagram that connects the generation of value by career services for individuals with a process level depiction of a value-added chain for guidance activities.

Graph 2 **Migrant’s perspective of value creation in guidance**



Source: Cedefop.

Graph 3 Value added chain of guidance activities



Source: Cedefop.

The individual or micro level summarises the discussion above, highlighting the personal value of guidance services, considering several dimensions of a person, including his/her context. The value chain synthesises the actual activity (or meso level) in which the organisation of activities and the policy priorities are implemented.

All aspects of the policy priorities laid down in the Council resolution on lifelong guidance (Council of the European Union, 2008) can be easily identified in the meso level: assuring the quality of provision (counsellor skills, adequate instruments and tools, QA mechanisms); the development of CMS; ensuring access to services; and developing successful cooperation and coordination mechanisms among stakeholders. At macro level, the diagram highlights how quality guidance provision to immigrants contributes to social outcomes, by softening processes of integration, allowing for less severe occurrence of discrimination and stereotyping, better use and recognition of skills, and more stable, integrated and empowered migrant communities.

The guidance value chain is inserted in a set of systems, to which it relates, being frequently integrated in other services, such as integration of immigrants/foreigners, public employment services, vocational training, social services, local level associations, employer associations, and trade union advice/support systems. It also relates to services upstream, such as training counsellors, or guidance software production. It links and cooperates with local actors such as administrations or communities with which it can network. The quality of these upstream, downstream and horizontal links affects the final quality and added value of the services, so they must be taken into account in this analysis.

The meso/system level is the focus of the study, although reference to the micro and macro levels will occur and relevant conclusions will be drawn. It is of special interest to this study to understand how policy priorities can be implemented to improve the effectiveness of guidance provision for immigrants.

When developing CMS, for example, counselling, mentoring, teaching and sampling techniques can be developed to serve and adapt to the needs of individuals and their cultural contexts: the use of professional female role models in communities with strong gender-based career stereotypes is a very common technique for labour market activation of women. The use of client-centred approaches assisted by correct identification of publics and their issues, and using role models and community immersion, assure better skills retention. Adopting assessment and advisory methodologies not too strictly attached to established (western) models of career development allows for the development of better career adaptability in individuals from other cultures.

Guidance processes can start ahead of departure, in the country of origin, either face-to-face or using ICT. In some cases services may be under a bilateral agreement between origin and host countries, to rationalise flows and increase the odds of successful labour market integration. The flow of migrants is via typical national entry doors, such as the frontier/admission service, the employment services or the education system. Guidance activities can be present as a stage in the value chain of the services provided by any of the actors displayed, adapted to context.

We can picture a flow of migrants from one country to the other, potentially making use of the country of origin's services; for EU citizens there are European mobility tools, such as Europass, Ploteus, and Erasmus (supported by system level tools such as the national and European qualifications frameworks). Guidance activities can explore the potential of European tools, supporting assessment and career planning activities. It can also be relevant when engaging third-country immigrants in recognition and validation procedures, with the aim of enabling future mobility inside Europe; Europass usage can be encouraged and validation procedures harmonised with national and European qualification frameworks.

In spite of their potential, solutions developed for the general public, such as e-guidance, might not always be effective for immigrant groups, due to linguistic barriers or reduced access to information technologies. It must also be considered that many immigrants are undocumented, are of illegal status or have very weak social networks, with little knowledge of local institutions, conventions, or job and education and training opportunities. Ensuring well placed and adjusted signposting of services, as well as cooperative arrangements for service provision between public services and with third sector organisations, is important. Generating capacity in communities to provide guidance is also important and can be achieved through several types of arrangement in which community members can play a role.

Guidance services can position themselves as enabling and advocating entities, actively intervening to help individuals overcome legal obstacles, gain access to education and training, and improve their odds in the labour market. In this last example, guidance can develop programmes to fight discrimination and encourage the hiring of immigrant workers. Usually, development of enabling and advocating activities requires very specific arrangements, since they often exceed the legal competence of public providers.

Coordination and cooperation arrangements are fundamental factors in the success and quality of guidance services for immigrants. The complexity of migrant situations frequently means that individuals deal with a wide range of services like social security, immigration services, employment services, and

education. This might make it difficult to provide access to guidance and to provide an adjusted and integrated response. Coordination between public authorities in contact with immigrants becomes important to provide coherent programmes adjusted to individual and group needs. The involvement of local authorities may prove of great value, since they are frequently closer to immigrant communities and more in touch with their issues.

Cooperation between public services and migrant/cultural associations and immigrant community representatives can be important in ensuring access to guidance and its adjustment to the group needs and characteristics (outreach). One critical issue to be discussed is how the relevant agents in the immigrant communities can acquire necessary guidance skills and how to ensure the sustainability of activities that are often project-based.

The results of Cedefop's (2011f) peer learning event on labour market integration of migrants in Europe suggests that it is important to develop the different levels of migrant-targeted guidance provision. Greater engagement of social partners is seen as key to the success of these activities, with of employer and worker representatives having an important role in addressing the challenge of immigrant integration and combatting all forms of discrimination at the workplace. The event also suggested that the involvement of the migrant community in the design, development and delivery of activities is also fundamental. This involvement can be achieved through mediation, developing the organising capacity of role model building. The effectiveness of guidance is greatly increased by higher responsiveness and adaptation to migrant communities and their cultures.

The quality of services is also dependent on the skills and characteristics of practitioners. Cross-cultural competences are required for practically every activity mentioned above, potentially with several levels of complexity according to the degree of personal and cultural involvement of each activity. Practitioners must have access to training that allows them to use them the methods put into practice flexibly and develop knowledge and perceptions of immigrant value systems. Interesting examples of methods and guidelines to train practitioners in multicultural counselling can be found in the improved future project handbook *European guidance approach to facilitate immigrants' entry into the labour market* (Education and Culture DG, 2008) ⁽⁵⁾, also in advising third-country nationals (National Institute of Adult Continuing Education, 2010).

⁽⁵⁾ <http://www.adam-europe.eu/adam/project/view.htm?prj=4775#.UrBz6crDtI0> [accessed 18.3.2014].

Generating a solid evidence base regarding the results of guidance, supported by follow-up and feedback activities and monitoring tools for management, are important elements of quality assurance in guidance. This is a difficult task in the context of programmes which are frequently limited in time and supported by provisional structures.

Analysis of the data collected in the case studies will discuss the strategies adopted and quality of services: the quality of the inputs, such as practitioner skills and evidence of targeted methodologies for immigrants; the quality of the processes, including activities developed, their organisation, community involvement, marketing techniques, evidence gathering, quality assurance; and the outputs reported, such as training, internships, placement, satisfaction. The discussion will identify the main characteristics of the practices considering these elements, together with the information collected through secondary sources and interviews, and identify patterns and critical issues for guidance practices for immigrants.

2.3. The process of guidance for immigrants

Section 2.3 aims to establish a clear frame of reference for guidance activities to be discussed in the text. Guidance activities are varied and can be framed in a multicultural perspective if their underlying methodologies, supports and tools account for cultural diversity and are adapted to the context and specific challenges of migrant individuals. Table 2 shows a description of the activities that can be developed in immigrant guidance processes by adapting Ford's typology (2007) to the immigrants' context.

Table 2 **Most common guidance activities**

Signposting	Ensuring that people have accurate information about all the relevant agencies and the guidance services they provide and are therefore able to select the most adequate sources for their needs. This means using understandable, accessible language, if possible in the languages of the migrant communities, and making the information available in services, communities and websites accessed by the client groups.
Informing	Providing information about opportunities concerning work, education, training or other, without discussing the merits or relevance of each option. The use of clear language, adaptation of physical expression, vocal cadence and placement of information can be of particular importance for migrant services. The information must also respond to the needs of an immigrant individual which will likely include legislation, administrative procedures, labour market information.
Advising	Helping individuals and groups to interpret information and choose the most appropriate options. Cultural relativity starts to be important here to establish critical bridges between different culturally-based valuing systems. Advising must incorporate care for specific world-view of migrant groups and the way it can articulate with local systems.
Counselling	Working with individuals to help them discover, clarify, assess and understand their own experience and to explore the alternatives available, as well as strategies for implementation. Counselling must allow for the individual to contextualise his/her career path and understand his/her position relative to the specific obstacles of her/his own migrant experience, allowing the development of self-confidence and stability, overcoming any feelings of inadequacy and self-stereotyping. Narrative interviews are a method frequently used to this end (Savickas, 1995; 2003; Admunson, 2003) in which individuals, with the help of their counsellor, slowly reconstruct their career paths, acquiring a sense of perspective and increasing reflexivity in career decision-making. Role-play activities can also be useful, as well as intercultural conflict resolution.
Mentoring	Offering individuals and groups support to help them overcome personal barriers and realise their potential. Mentoring activities are highly influenced by the skills, values, systems and personality of the mentor, as well as his/her ability to act as role model. Mentoring aimed at immigrants must be adjusted to the value frame of reference of the targeted culture. Providing culturally non-communicative role models, potentially offensive or meaningless for other cultures, will result in a non-effective and awkward experience. Successful mentoring is often achieved selecting role models from the respective immigrant communities ('successful immigrants').
Assessing	Helping individuals to obtain an organised and structured understanding of their personal, educational and vocational development to allow for informed judgments concerning the relevance of opportunities presented (in work, training, etc.). There is an array of assessment methods, such as psychological tests (general aptitude test battery

	(GTAB)) and skills portfolios. Although some of these methods are not overly influenced by cultural variables (such as identifying technical competences), others are, such as testing for personality types or types of intelligence. Care must be taken to account for cultural effectiveness of the tests and to derive meaning from their results to the individuals (such as vocational interests). Culturally sensitive value clarification methodologies should also be used.
Teaching	Planned and systematic progression of learning experiences to enable learners to acquire knowledge, skills and competences. In guidance, teaching is very much aimed at promoting the acquisition of career managing skills, with methods such as drafting CVs and job application letters, job search methods, time management techniques, and interpersonal communication techniques. The development of CMS can be important for migrants given their unfamiliarity with the receiving country's labour market conventions. They might also need to develop objective and self-critical attitudes toward settled habits and behaviours, to understand better the effect they have on others. This requires particular sensitivity of trainers to cultural differences and very comprehensive needs assessment to correctly target the sessions, carefully deciding what to do with whom, and when to do it.
Sampling	Providing work experience, work trials, learning tasters and other experiences that enable individuals to gain direct experience, thus clarifying their decisions. Job shadowing is a common method of giving people first-hand experience of professions. Sampling can be coordinated with teaching, by inserting sampling moments in training sequences or mixing training moments into sampling experiences. Frequently sampling can derive mutual interest for trainee and employer and lead to a traineeship opportunity in a firm and/or to employment. For migrants, this type of experience can be particularly important as a door-opener into the world of work, also informing about aspects of the work culture that might be more or less in line with particular cultural valuations. Firms of immigrant entrepreneurs can provide excellent grounds to develop sampling experiences.
Enabling	Supporting individuals and groups in dealing with organisations that provide or influence employment and learning opportunities. For newly arrived immigrants, enabling can be of great importance, given linguistic barriers, low knowledge of the receiving country's institutions and the weakness of their social networks. Activities that are successful are often developed in cooperative structures involving organisations from education and employment sectors, as well as local authorities.
Advocating	Negotiating directly with organisations on behalf of individuals or groups who may face severe barriers in access to equal rights at work, education and training, housing, health services, support and benefit systems. Advocating is a step further than enabling and can be of high importance for immigrants. In this case, practitioners will effectively mediate many of the relations that immigrants will establish with a number of local agents and argue for their rights. This is not a role that guidance services always play in public services, it is more common that public provision is involved indirectly through cooperation with third

	sector organisations (Bimrose et al., 2011; Toparek et al., 2001).
Following-up	Keeping in touch with individuals after guidance interventions, to assess if further guidance is needed and of what type, direct outcomes from sessions, the career progress of individuals, opinion about services. Follow-up procedures can be at a distance, through telephone or online questionnaires. These are an important part of a quality assurance mechanism for guidance, given that they provide direct evidence of the effects of the service and the level of adequacy for different publics. A good follow-up system will be of great value in helping tune services provided to migrants.
Networking	Establishing links with individuals and organisations to support and enhance guidance provision. For immigrant communities this can be of great importance, since it addresses two fundamental points: coordination between public services/administrative levels to develop policy coordination (e.g. VET entities, councils and public employment service (PES)); capacity building in immigrant groups, by cooperating with immigrant associations to develop guidance skills among staff and help develop adequate methodologies. Networking also enhances knowledge about specific qualities and problems of immigrant groups (see feedback, below).
Feeding back	Gathering and collating information on the needs of individuals and groups and encouraging providers to respond by adapting their provision. Connected to networking, successful feedback mechanisms can be developed in migrant communities with direct involvement of those in the community trained to act as mediators. Focus groups resorting to moderators with cross-cultural skills also offer interesting approaches to feeding back.
Managing	Creating and implementing coherent guidance programmes, ensuring stability and development, while assuring relevance of provision and quality of material, knowledge and human resources, with regular and structured assessment. Management benefits from a solid QA system based on effective follow-up and feedback mechanisms. A very important aspect of management for migrant-targeted approaches is sustainability, since many initiatives are project-based, have limited financing and do not incorporate mechanisms that assure the retention of guidance methods by agents that can assure continuity of the provision.
Innovating/ systems change	Supporting the development of activities and underlying methodologies as well as management practices to improve the quality of provision. Sustained innovation requires the establishment of evidence bases with common criteria and is strongly related to regional and national level initiatives.

As seen when analysing the case studies, guidance activities can be organised in many ways, with space for innovation. Although this list accounts for most of the activities developed, guidance processes can likely accommodate more.

Interventions will generally be adapted to context and to target group, with variable intensity and design for each activity. Below we provide a brief account of usual guidance settings according to context and target group. These categories are not mutually exclusive and are meant provide an initial mapping of potential intervention contexts.

2.3.1. Reception: general procedure

In most conventional processes, clients begin in a face-to-face guidance process. They are received at the front office where they are introduced to, and welcomed by, a counsellor. In this first stage, typically their needs are assessed, through several available methods, regarding their skills, opportunities, constraints and subjective perceptions. Following this stage, the counsellor will inform the immigrant about the labour market, legislation, housing, healthcare, education and training and other practical, pragmatic aspects of integration. Ideally this information should be targeted to the needs of the individuals, rather than generalised. After the information stage, the individual and the counsellor may work together on personal clarification, which will eventually lead to a personal career plan. This is not a definitive process and may include many variations, such as being only partially implemented or frequently scattered among different public and private providers.

2.3.2. Language proficiency and cultural familiarity

Many arriving immigrants have very low levels of ability in the host country's language. This is a strong barrier to accessing any learning possibilities, work placements or making use of any social support systems which may be available. One of the main interventions developed with the newly-arrived is assessing their language capabilities and assigning them to appropriate level language training. This type of provision may also assess the level of other key competences, such as mathematics and ICT usage, and provide corresponding initial courses. Low knowledge of the culture, its values, laws and conventions, as well as its systems, is also a limitation which many newly-arrived face. It is common for basic literacy training to be associated with general culture courses. These induction programmes may also have a component of information, signposting and basic career advice.

2.3.3. Recognition and validation procedures

Individuals carry their qualification, learning and work experiences from their place of origin. For these to be valued and serve as signals in the labour market, they have to be recognisable by local employers, education and training providers. This requires that qualifications and skills are identified, documented,

assessed and certified. These services need to be correctly signposted, as they offer guidance both in the assessment of skills and in the development of motivation, context awareness and self-awareness, which should support the individual career choices to be made during the process (such as access to professional certification in a certain occupation). Assessment, information, advice and counselling are very important in such interventions, as is validation for experienced professionals already resident in the host country. The lack of skills visibility can be a reason for them working in a job below their skill level, frequently locked in to a career path below their potential.

2.3.4. Counselling, information and career planning (general)

This includes a range of services normally dominated by information, counselling and the development of CMS. This type of provision is frequently found in private or public employment services, local administrations and civil associations. It targets a diverse set of client groups, with focus generally on unemployed adults and youth transition into the labour market. In some cases the methodologies used will have adaptations to immigrant cultural groups (targeted information sessions, multicultural counsellors). Such services prioritise informing the individuals about their learning and work possibilities, and development of individual self-awareness through counselling techniques in which the assessment of own values, perceptions and needs plays a significant role in achieving progressive autonomy in career decision.

There are many variations in these procedures, which can range from very short, limited information and short interview structures, to detailed narrative-type methodologies, assisted by a range of assessment tools. Assessments often lead to identification of CMS needs which can be developed in career training programmes. Guidance activities have different emphasis, depending on the clients and the context they are inserted in. With migrant groups, the development of job search techniques, CV building, interview attitudes, and recognising and avoiding discriminative behaviours may be to the fore. The development of a motivated, self-confident and culturally aware attitude may also be a fundamental component of interventions, once these needs are identified. Civil associations tend to develop strong advocating roles, extending provision to individuals of undefined or illegal status and directly supporting client interaction with institutions and organisation (such as schools, employers, social security).

2.3.5. Youth services and interventions

Youth services can be found in employment and civil services and are frequently inserted in formal learning environments, such as schools and VET providers. They have three strong functions: assisting informed and self-aware learning

choices, supporting the transition from training to work, and preventing/remediating educational disengagement.

Guidance can help in the prevention of early dropouts by identifying risk factors and using approaches with parental involvement. They can also assist pedagogical adjustments to cultural characteristics by assessing learning styles. Student ownership and interest in their educational tracks can be promoted through assessment of potential, interests and aspirations. Mentoring and sampling of occupations can be promoted, to support reflexive vocational decision-making and successful learning.

Assessment also plays a fundamental role in the recovery of early dropouts, once they are tracked. Relevant work experience and knowledge acquired during the period outside formal learning can be assessed and validated, contributing towards a qualification. Guidance can also help students regain interest in training and education and make more personally relevant and informed choices. CMS development can be especially promoted among these students and coherent personal career development plans can be devised with the help of counsellors ⁽⁶⁾.

Other relevant guidance activities aim to increase migrant youth employability: job shadowing of professionals, preferably with migrant ascendancy who can also act as mentors/role models; reliable information about occupations/vacancies; support in finding internships and relevant professional networks; and job fairs. Guidance can also help students in finding less conventional paths to work, such as entrepreneurship, by assessing their entrepreneurial profile and providing advice and mentorship on start-up.

The wider the gap between education and training providers and an individual's culture and networks, the most likely it is that he/she will disengage from education and training. This is affected by diverse factors, such as the degree of cultural proximity between countries, the age of arrival in the country or the sociocultural background of parents. Much of the work with youth relies on bridging culturally-based perceptions of career and expressions of self in learning. Counselling may play a very strong role in these activities, confronting self and hetero-stereotyping and promoting more aware career decision-making. Resource to migrant role models and mentoring are frequent techniques in these activities, which acquire particular importance for the deconstruction of gender stereotypes (for both boys and girls) in choosing life-roles. Youth interventions are often made through career education, more than through counselling, with

⁽⁶⁾ The 'youth reach' programme in Ireland is a good example.
<http://www.youthreach.ie/aatopmenu/AboutYR/about.html> [accessed 18.3.2014].

more or less curriculum-based approaches (being treated as a subject or entrenched in subjects). This type of career education, however, raises important cross-cultural pedagogical issues with corresponding staff training demands.

2.3.6. Activation of women

Activation activities are generally aimed at increasing women's participation in learning and the labour market. They have effects over the community in role-setting and are reported to combat directly poverty risk among immigrants. Immigrant women are frequently inactive either because they are attached to traditional life-roles, many times having migrated after their partners and assumed full responsibility for the household, or because they have professional skills which they are unaware of or incapable of signalling. Activation guidance has several strands to explore in identifying career potential, clarification of skills and needs and the generation of cultural self-awareness. CMS development courses are often a part of women's activation and practices are linked to validation procedures (with bridging courses leading to a qualification). Sometimes professionally successful immigrant women act as role models in activities.

2.3.7. Web-based services

Web-based services targeted at migrants can provide information about the host country administrative entry procedures, recognition processes, learning and work opportunities, language courses, culture, housing, and health and social support systems. These services can be available in several languages and can also incorporate self-assessment tools, related to admission or other criteria. They may also help in experience exchange or access to trained online counsellors.

CHAPTER 3.

Demography and social-economic context

3.1. European countries and immigration

European countries have had different historical relationships to migration, with a basic distinction between the following three groups:

- (a) countries with a strong tradition in receiving immigrants;
- (b) countries which have recently joined the EU;
- (c) countries which evolved from emigration to immigration countries.

3.1.1. Countries with a strong tradition in receiving immigrants

Those countries which traditionally have received immigrants in Europe are generally post-colonial countries, or countries with large intake of migrants generated by post-war political and economic processes. This group includes Germany, France, Austria and the United Kingdom.

France has had economic immigrants from its former colonies since the 19th century, especially from Algeria, Morocco, and Tunisia, together with a more recent (second half of the 20th century) intake of Portuguese, Spanish and sub-Saharan African migrants. Immigration control has become progressively tighter since the 1970s.

The United Kingdom has fundamentally admitted citizens from the British Commonwealth (especially from India and Pakistan) in the post-war period, to compensate for severe labour shortages. Immigration law has become progressively more stringent since the 1980s.

Germany has also had a strong intake of immigrants in its post-war period, due to movements of refugees and displaced persons to both eastern and western Germany. During the 1940s and 1950s, mass migration occurred from the east to the west. From the 1960s to the 1990s, Germany experienced a large intake of citizens from south European countries, the Maghreb countries and Turkey.

Austria was a destination for many political refugees from east European countries during the cold war period, such as Hungary, former Czechoslovakia, Poland, former Yugoslavia, as well as Russia and middle-eastern countries such as Afghanistan. In recent decades it has also become a destination for economic migrants, namely from Turkey and former Yugoslavian states.

Portugal can also be considered part of this group, although it has traditionally been a country characterised for both immigration and emigration (especially to France, Germany and South America). During the 1970s and

1980s there were strong inflows from Angola and Cape Verde, with a more recent period marked by the intake of Brazilian and Ukrainian citizens.

3.1.2. Countries which have recently joined the EU

These countries include most of the EU countries formerly integrated in the USSR. In many of these countries, immigration is a recent issue, which has created a pressure for legal response and the adoption of a minimum integration strategy. Estonia and Latvia are the most typical examples, with a significant percentage of their population originating from diverse areas from the former USSR. The Czech Republic, the Slovak Republic and Hungary have also faced a recent increase of migrant inflow (mainly refugee applications from ex-Yugoslavian citizens, in Hungary's case).

3.1.3. Countries which evolved from emigration to immigration countries

This is the case of southern Europe states, such as Greece, Spain, Italy and Malta. Ireland can also be included in this group due to its recent growth of asylum applications and strong flows of economic immigrants from Poland and Lithuania. Greece, Spain, Italy and Malta have experienced a strong rise in the intake of third-country nationals, mainly from the Maghreb region and Turkey since the late 1980s. Greece and Italy are frequently seen as entry door countries to Europe due to their geographic proximity to northern Africa and to Turkey (in Greece's case), being frequent targets for illegal immigration.

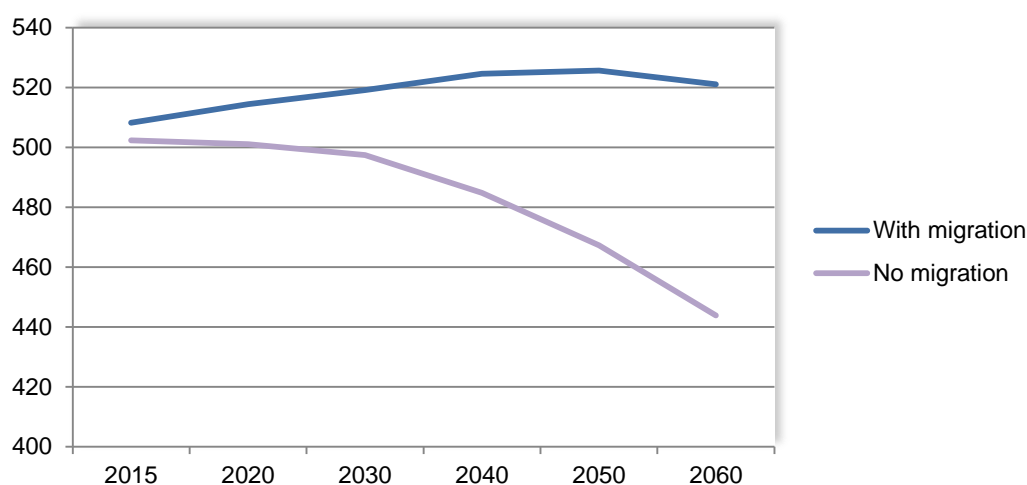
3.2. Immigrant population characteristics

3.2.1. European demographics, flows and origins

The European Union is presently experiencing a tendency for negative growth in its natural active population, though this is compensated by an intake of third-country immigrants.

Eurostat data (Europop) foresee a clear tendency for long-term (2060) reduction of the EU population of around 50 million people, if migrations flows are excluded. Conversely, the same projections account for an actual growth of the population of about 20 million, relative to its natural basis, if migration is considered.

Figure 2 **Population projections in the EU-27 with and without migration (millions)**



Source: Eurostat, Europop 2010 database. Online data code [proj_10c2150a].

Table 3 **Population projections in the EU-27 with and without migration (absolute values)**

	2015	2020	2030	2040	2050	2060
With migration	508 234 690	514 365 687	519 109 103	524 536 969	525 624 613	521 034 357
Without migration	502 309 059	501 084 201	497 436 030	484 806 777	467 248 897	443 841 544
Difference	5 925 631	13 281 486	30 537 302	49 007 540	67 797 584	86 378 549
Weight of migration in growth of natural population	1.18	2.65	6.21	10.28	14.86	20.06

Source: Cedefop calculations made from Eurostat's database EUROPO2010, online data code [proj_10c2150a].

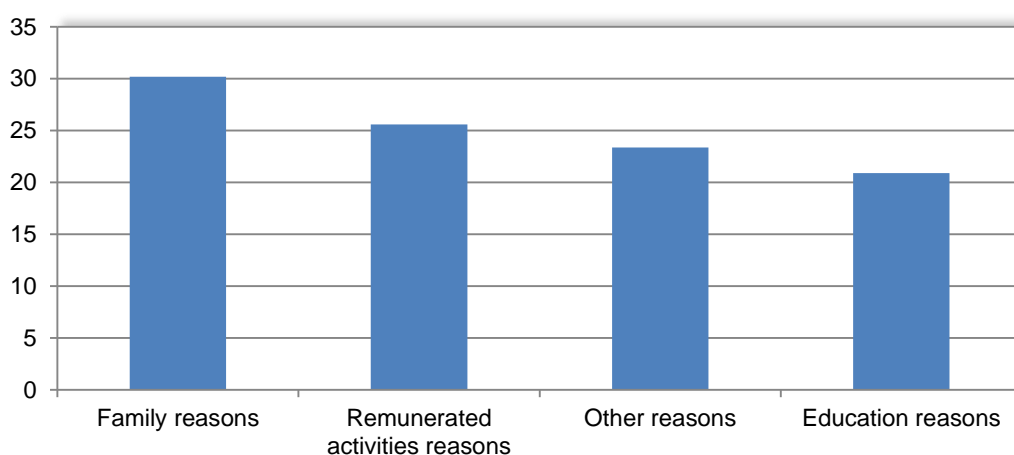
It is worth noting that short and medium-term projections already highlight considerable differences between the two growth lines, stressing the urgent need to understand and address this dynamic from a policy action standpoint.

One immediate concern is the possibility of labour shortages, especially of qualified labour, in the face of technologically-biased economic growth. This raises four fundamental questions:

- (a) will European markets be open enough and have adequate mechanisms at work to allow for stable and peaceful integration of the arriving labour force?
- (b) what are the most fragile groups, in need of greater support for their labour market integration?
- (c) will the incoming labour force have access to skills and qualifications that:
 - (i) respond to their integration needs?
 - (ii) respond to needs of the receiving country's employers?
- (d) will the qualifications and skills held by the immigrant population critically contribute to growth of the economies?

The reasons for issuing first residence permits for Europe to third-country citizens clearly reflect economic motivation. Figure 3 shows that, family reunification drives 30% of the permits issued, followed closely by permits to develop remunerated activities (25%).

Figure 3 **First residence permits by reason – EU (%); 2011**



Source: Eurostat, population statistics from available data. Online data code [migr_resfirst].

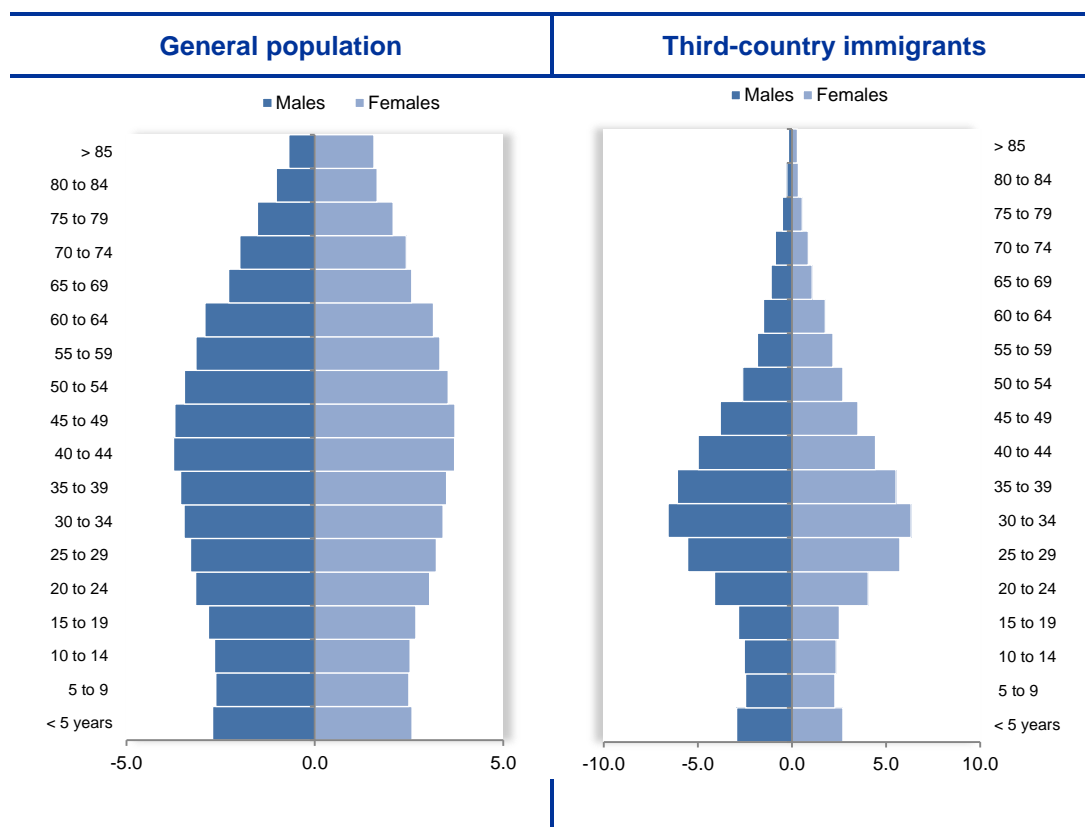
Between 2004 and 2008, the EU population increased, on average, by 1.7 million per year, due to net migration. In 2008, despite the impact of the economic crisis and a corresponding fall in immigration to the EU, net migration was still responsible for 71% of the total population increase (Eurostat, 2011b).

The economic crisis had an effect on the inflow of third-country immigrants, visible in a reported lowering of residence permits issued for remunerated work in most EU countries. This fall was higher than 40% in some cases, between 2008 and 2009 (European migration network, 2012). This impact was also reflected in the indicators of illegal immigration, such as the number of refusals of entry and apprehensions at EU borders, which also lowered significantly (-21% and -7%, respectively) (European migration network, 2012) during the same period. The

fall in the inflow of migrants persisted until 2010, followed in 2011 by a new increase.

This immigration is also considerably younger in its structure than the average of the EU countries, as shown in the population pyramids below (Figure 4). This shows among immigrants a significantly higher concentration of the population in the age cohorts between 25 and 39, when compared with the general population.

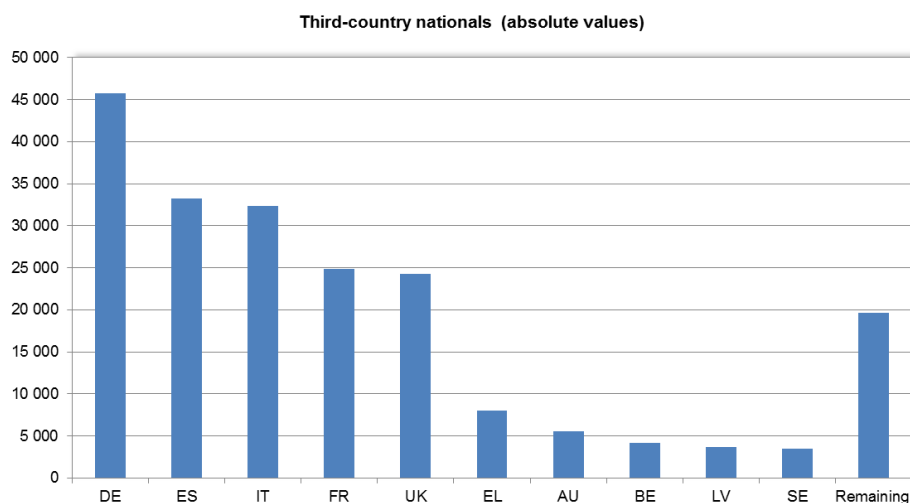
Figure 4 **Age structure of the population and of immigrants (%) in 2011, EU-27**



Source: Cedefop calculations and graph, starting from available data in Eurostat's population statistics and labour force survey. Online data code [demo_pjangroup] and [migr_pop1ctz] Eurostat, 2011d.

Looking at immigrant inflow to Europe, we notice that the bulk of foreign nationals residing in Europe are concentrated in a relatively small number of countries. The top five host countries – Germany, Spain, France, Italy and the United Kingdom – have more than 77% of the immigrant population. Germany clearly leads as a host country, with over 4.5 million third-country nationals, followed by Spain and Italy, both with over 3.1 million.

Figure 5 **Top 10 host countries, 2011**



Source: Eurostat, population statistics – population by citizenship. Online data code [migr_pop1ctz].

Table 4 illustrates the composition, in large groups, of the EU country population according to their birthplaces. First, it shows a very relevant presence of third country-born in many European countries. Second, with a few exceptions, this share is already noticeably higher than the share of foreign EU-born residents.

Citizenship data reveal similar tendencies to country of birth data. The proportion of third-country nationals varies from country to country, but they usually constitute the majority component of the immigrant population. Exceptions are Cyprus, Luxembourg and Switzerland due to a high proportion of European non-nationals working amidst a relatively small host population.

Some countries reveal in their population structure the effects of proximity to other EU or extra-EU areas. Estonia and Latvia have a strong proportion of Russian population, who have traditionally worked in those countries, even after the fall of the USSR. Belgium and Ireland have a relatively small proportion of third-country immigrants, due to the strong presence of United Kingdom nationals in the first case, and of Dutch nationals in the second.

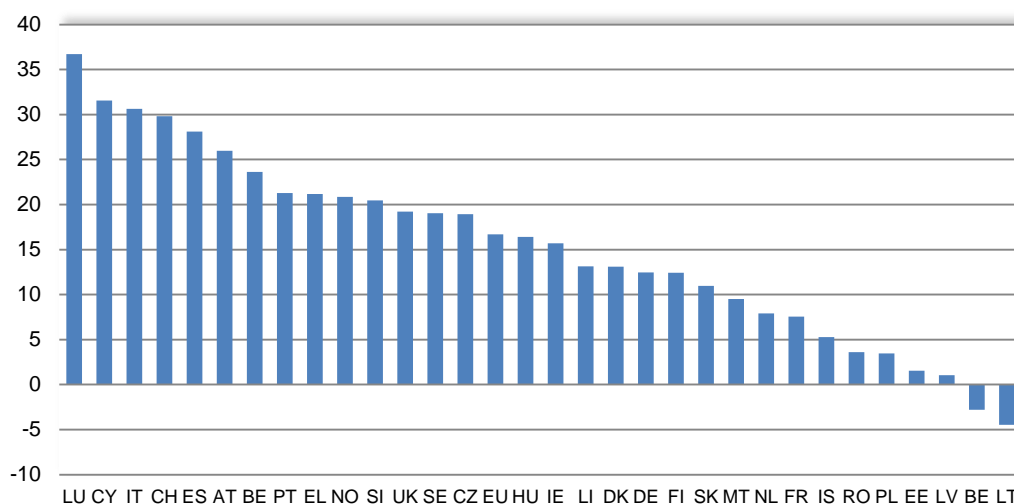
Eurostat's long-term projection for the foreign component in the European population shows an increase in most countries. This tendency is stronger in south European countries (Greece, Spain, Italy and Portugal), in some traditional destinations for immigrants, such as Austria and the United Kingdom, and in some relatively new cases such as Sweden.

Table 4 **Composition of population in 2011 by country of birth (%)**

	Declaring country	Foreign country	Foreign EU-27	Foreign third countries
Belgium	85.19	14.81	7.03	7.77
Bulgaria	98.93	1.07	0.33	0.74
Czech Republic	96.32	3.68	1.18	2.51
Denmark	90.69	9.30	2.89	6.41
Germany	87.10	12.00	4.11	7.88
Estonia	83.73	16.10	1.34	14.76
Ireland	86.61	12.42	9.69	2.73
Greece	88.90	11.10	2.80	8.29
Spain	85.80	14.20	5.07	9.13
France	88.79	11.21	3.27	7.93
Italy	91.17	8.83	2.84	5.99
Cyprus	76.29	23.10	12.53	10.56
Latvia	85.00	15.00	1.64	13.36
Lithuania	93.59	6.41	1.00	5.40
Luxembourg	67.01	32.49	26.91	5.59
Hungary	95.56	4.44	2.99	1.45
Malta	92.53	7.47	3.87	3.60
Netherlands	88.78	11.22	2.70	8.52
Austria	84.44	15.47	6.29	9.18
Poland	97.88	1.43	0.61	0.82
Portugal	92.43	7.57	1.96	5.61
Slovenia	88.85	11.15	1.03	10.12
Finland	95.38	4.52	1.61	2.92
Sweden	85.29	14.70	5.13	9.57
United Kingdom	88.37	11.59	3.74	7.86
European Union (27 countries)	88.99	9.72	3.28	6.45

Source: Eurostat, population by country of birth. Online data code [migr_pop3ctb].

Figure 6 **Long-term (2060) projection of immigrant component in European populations (%)**



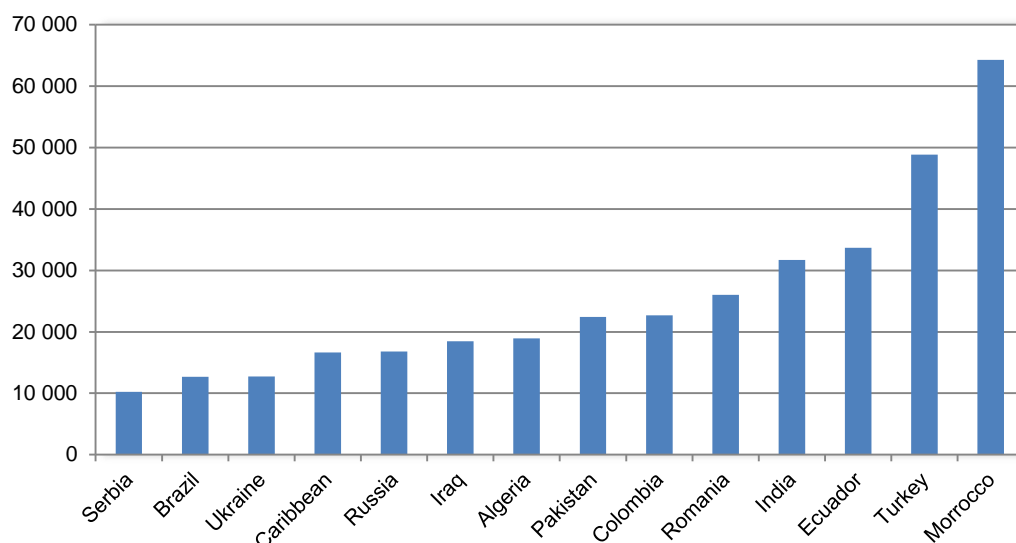
Source: Cedefop calculations departing from Eurostat's Europop 2010 database. Indicator calculates the difference between the long-term projections of population with and without migration and divide that difference by the projection of the total population with migrations.

Spain (28.1%) and Italy (30.6%) have significant long-term projections. Germany, in spite of not standing out in this indicator, due to its large host population, has a large absolute long-term projection of 8 million immigrants.

The proportion of foreign-born with the receiving country's citizenship tends to vary according to its immigrant integration policy. Such policies take into account several elements, such as the conditions of the labour market, the qualification levels of immigrant individuals, and the cultural characteristics of the immigrant population. In general this is a pressing issue for third-country nationals, who constitute around 90% of the requested citizenships granted inside of the EU countries (Eurostat, 2011b).

In 2011, most full citizenships were granted in Germany (109 600), Spain (114 500), France (114 500), Italy (56 100) and the United Kingdom (177 500). Only in two countries were the majority of new citizenships granted to citizens of another EU Member State: Hungary (to Romanians) and Luxembourg (to Belgium, German, Italian, and Portuguese).

Figure 7 **Main previous citizenship of persons acquiring citizenship of an EU-27 Member State, (absolute values) 2011**



Source: Eurostat, acquisition of citizenship. Online data code [migr_acq].

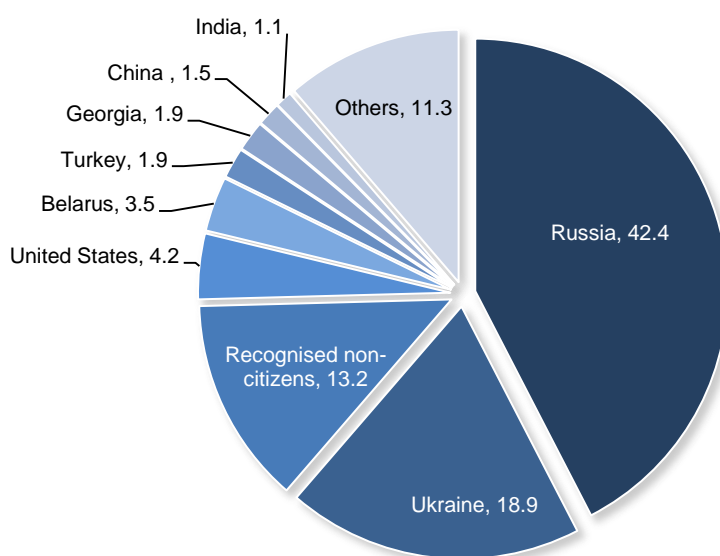
In 2011 the most representative groups to acquire citizenship of an EU Member State were former citizens of Morocco (64 700), Turkey (50 900), Ecuador (33 800), India (32 000), Romania (26 200) and Albania (25 700). France granted 32.6% of all citizenships acquired in the EU-27 by Moroccans; the figure for Spain was 22.4%. Germany granted 58% of those acquired by Turks, Spain 95% of those acquired by Ecuadorians, the United Kingdom 83% of those acquired by Indians, Greece granted 60% of those obtained by Albanians.

The historical background of the migration flow of each country generates specific contexts. There is a distinction in the cultural diversity deriving from the ethnic origins of the population between two situations in the countries with a high intake of third-country nationals: countries where the immigrant groups (with or without host citizenship) share a certain cultural and linguistic proximity – the case of many of the traditionally receiving countries – and countries where the departure and receiving culture are substantially different or without any great previous mutual exposure.

Available statistics about the stocks and flows of immigrants are not always consistent across countries: sometimes only grouped data are available concerning birthplace or citizenship of the population; breaks in series occur with changes migration regulations; or the weight of irregular migration is high and unreported. Nevertheless, we can get close to describing the reality from the available sources.

One interesting variable to explore is the number of first residence permits per nationality, since this is generally available and gives an approximate idea of the current composition of the inflow of migrants to each country. It is also likely a realistic one, if we consider that many instances of illegal status only occur after the first permit expires.

Figure 8 **Estonia: first residence permits by nationality of third-country citizens (%), 2011**



Source: Eurostat, first residence permits. Online data code [migr_resfirst].

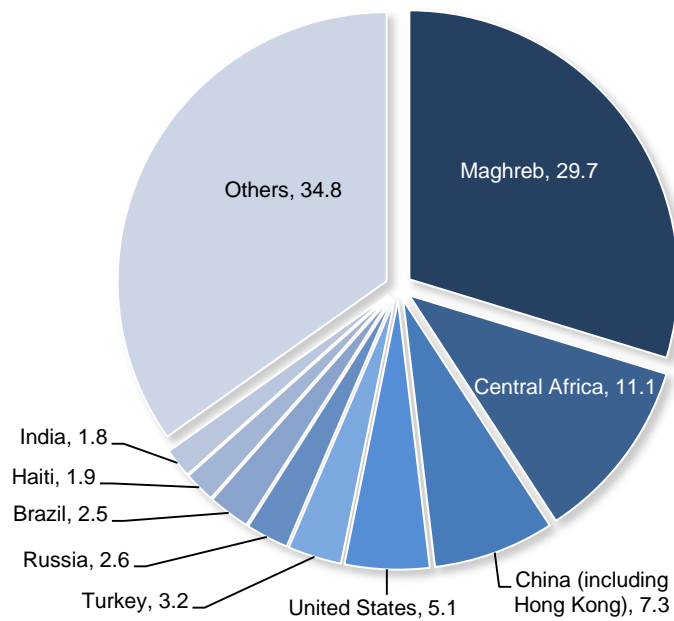
As shown in Figure 8, most of the residence permits given to third-country nationals in Estonia were requested by citizens of ex-USSR states such as the Russian Federation, Ukraine, Belarus and Georgia, which together account for over 66%. This is entirely to the position in Latvia, with slight differences in its composition. The percentage rises if we consider that the status of recognised non-citizens is essentially attributed to individuals originating from the ex-Soviet states, providing them with limited rights to develop activities in the receiving country's territory.

In Estonia and Latvia, although there may be cultural differences between the native population and the immigrants from Russia or Ukraine, there is historic proximity and the language barrier does not carry significant weight, due to the legacy of compulsory Russian as a school subject. Nevertheless, proficiency in the native language is a growing requirement for integration in these countries.

In countries such as the United Kingdom (with immigrants from south-eastern Asia, Jamaicans and Africans), France (immigrants from Maghreb and

Central Africa) and Portugal (Brazilian and Portuguese speaking Africans), although substantial cultural differences might exist, there is a shared colonial past and consequent moderate impact of linguistic barriers. As seen in residence permits data, most of the flow to these countries is of citizens from countries with a shared historical past.

Figure 9 **France: first residence permits by nationality of third-country citizens (%), 2011**

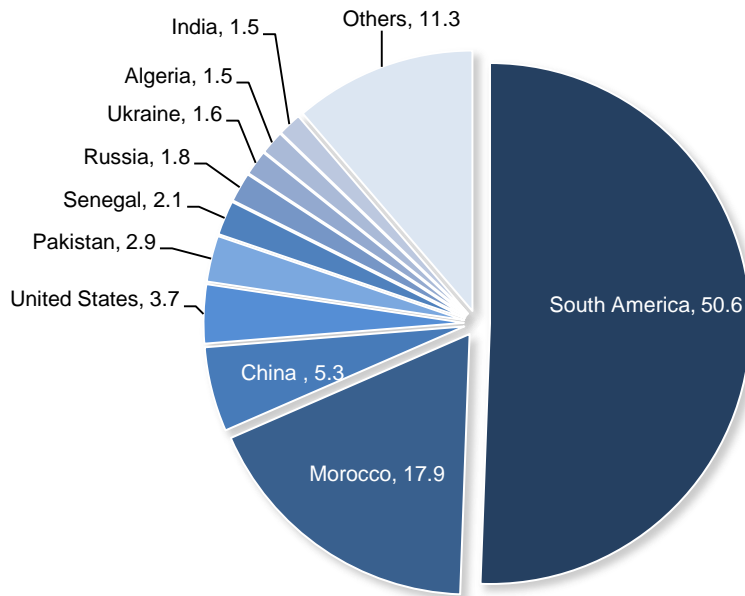


Source: Eurostat, first residence permits. Online data code [migr_resfirst].

Even so, these countries tend to converge to a more mixed pattern where post-colonial heritage encounters groups which previously were not so represented. The United Kingdom is also an interesting example, as the resident immigrant population combines traditional third-country communities resulting from the post-war flows (essentially south-eastern Asia) with more recent flows, essentially from Poland. Portugal is a similar case, with a relevant inflow of citizens from Ukraine and the Russian federation.

Spain has a large proportion of its immigrants originating from Spanish-speaking South American countries, but in recent years this has become more significant along with the addition of a new community with reduced cultural ties to the country, especially from Morocco.

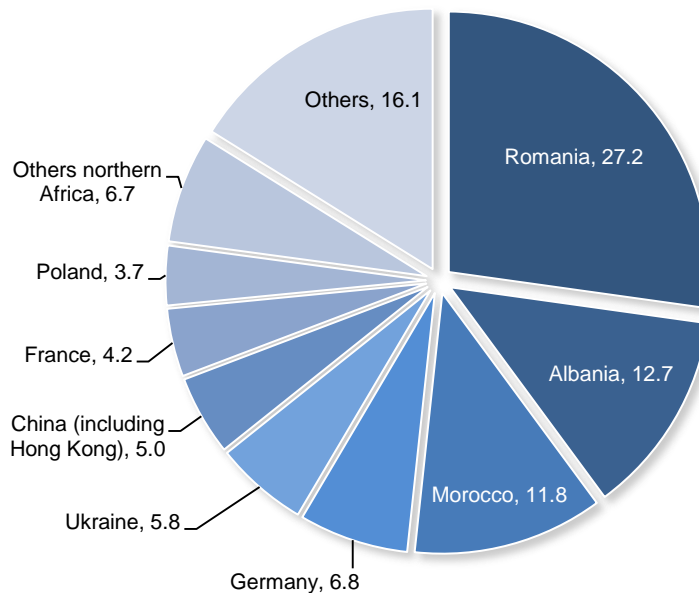
Figure 10 **Spain: first residence permits by nationality of third-country citizens (%), 2011**



Source: Eurostat, first residence permits. Online data code [migr_resfirst].

In countries with limited historical connections to some of their most prominent immigrant communities, language and general culture tend to constitute issues of concern for integration. Italy is another example of a country with this type of immigrant profile: over 400 000 northern Africans reside Italy, in relatively recently formed communities.

We have focused on cases in which the immigrant groups share a certain cultural and linguistic proximity and those where the departure and receiving culture do not have significant previous mutual exposure. A third distinction concerns the existence of long-standing resident communities of foreign origins, which have established strong social and family networks as well as immigrant-support organisations in the receiving countries. These communities often have a high number of children born in the receiving country, which have benefited, from an integration standpoint, from full educational and training within the host culture. Germany has around 1.8 million citizens with Turkish origins, in long-standing communities, spreading to the third generation of residents, most of these already with German citizenship.

Figure 11 **Origins of foreign-born Italy (%), 2011**

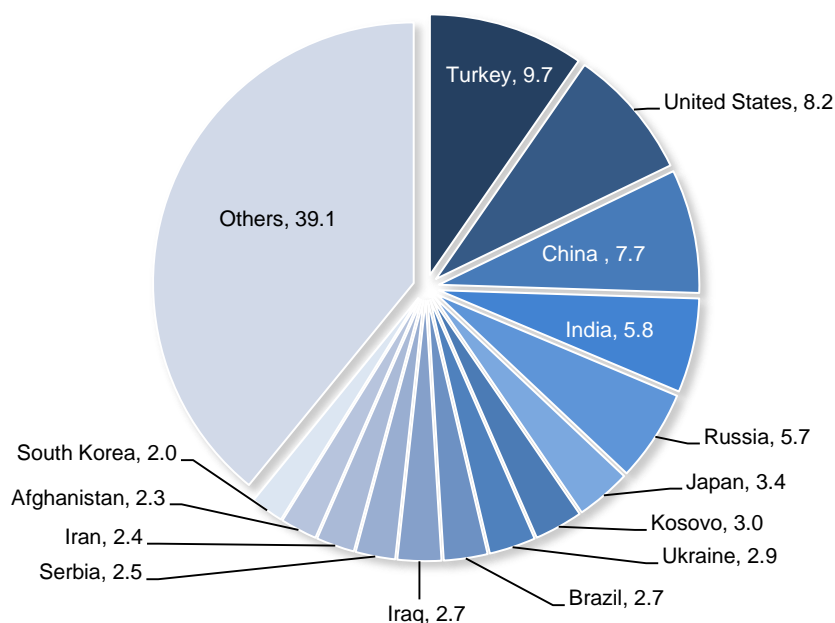
Source: Eurostat, population by country of birth. Online data code: [migr_pop3ctb].

The Moroccan community in Spain should be distinguished from the Maghrebian communities in France for such reasons. It should also be distinguished from Turkish communities in Germany, the Netherlands and Austria, where a history of the community has allowed for the establishment of stable networks. Such communities already have second generations with the receiving country's nationality. Some integration issues may, nevertheless persist, even among such individuals and be at the root of problems such early drop-outs or long unemployment periods.

There are also 'invisible' communities of third-country immigrants, essentially from North America. Although this community is significant in a number of countries across Europe, they belong in general to affluent tiers of society, with high qualifications, good access to work and business and relative ease in social integration.

It is also worth noting the increase, in recent years, in the inflow of migrants from China and Asia in general (OECD, 2012). The effects of this flow are illustrated by the weight of the Chinese community – 7.7% in the pie-chart of the foreign-born population structure in Germany in 2011 (Figure 12).

Figure 12 **Germany: first residence permits by nationality of third-country citizens (%), 2011**



Source: Eurostat, first residence permits. Online data code [migr_resfirst].

Some countries have been regular destinations for refugees and asylum seekers and the structure of their immigrant communities is well reflected in the residence permits data. In Austria, for example, over 30% of first residence permits in 2011 were attributed to citizens from former Yugoslavian states. Sweden is also high on the list of States that refugees and asylum seekers choose, seen in the citizens with origins in places where there has been a recent history of armed conflict or political persecution, such as Afghanistan, Iran, Iraq and Somalia.

3.2.2. Education outcomes

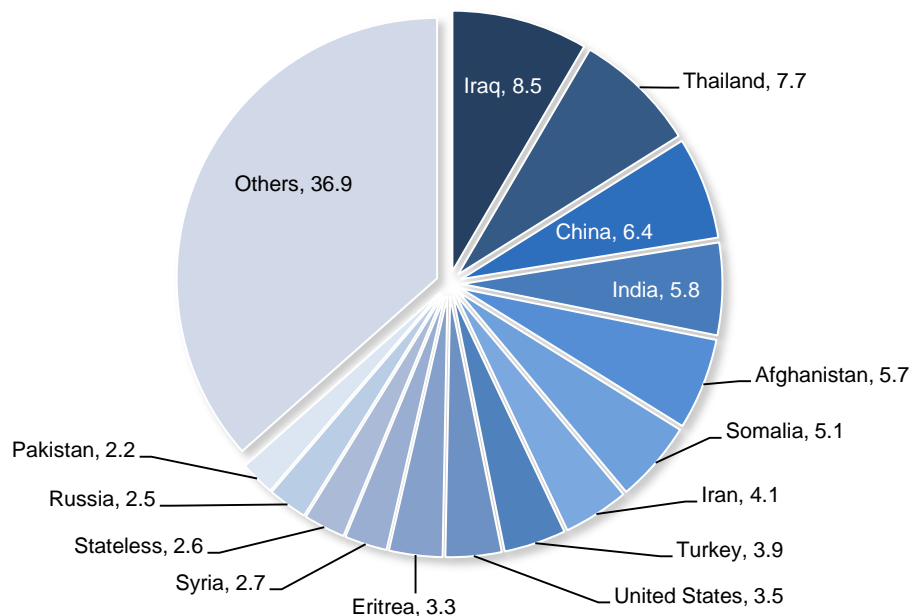
Evidence shows that children of foreign-born parents have, on average, lower education results than the children of nationals (Eurostat, 2010; OECD, 2009; OECD 2012). The results of the children of foreign-born parents born abroad (young migrants) are, on average, worse than the results of the children of immigrants born in the receiving country (OECD, 2009) ⁽⁷⁾, accounting for the effects of schooling, socialisation and stronger mastery of the local language ⁽⁸⁾.

⁽⁷⁾ This observation is strongly supported by cognitive testing results in PISA data.

⁽⁸⁾ As a general case, also, children born in the receiving country tend to receive the nationality of the country of residence, thus benefiting from full national rights.

Table 5, however, shows that, in the EU, for higher levels of education, third-country born are not significantly far from nationals. The imbalance is clearer in lower levels, where we find 38% of the third-country born against 21% of the native-born in the EU. The imbalance in lower levels of educational attainment is particularly strong in south European countries such as Greece, Italy, Portugal, and Malta, which have a very high proportion of low-qualified and a very low percentage of immigrants with higher education among the third-country immigrants (only 12% in both Greece and Italy).

Figure 13 **Sweden: first residence permits by nationality of third-country citizens (%), 2011**



Source: Eurostat, first residence permits. Online data code [migr_resfirst].

It should be noted that the closing gap between the native population and the third-country born in higher education is a recent trend; it may be related to policy initiatives aimed at attracting highly qualified labour, such as the blue card directive (2009). Figure 14 shows the convergent lines of higher education between the two groups, between 2009 and 2012.

Table 5 **Educational attainment of population aged 25-54 by group of country of birth, 2012 (%)**

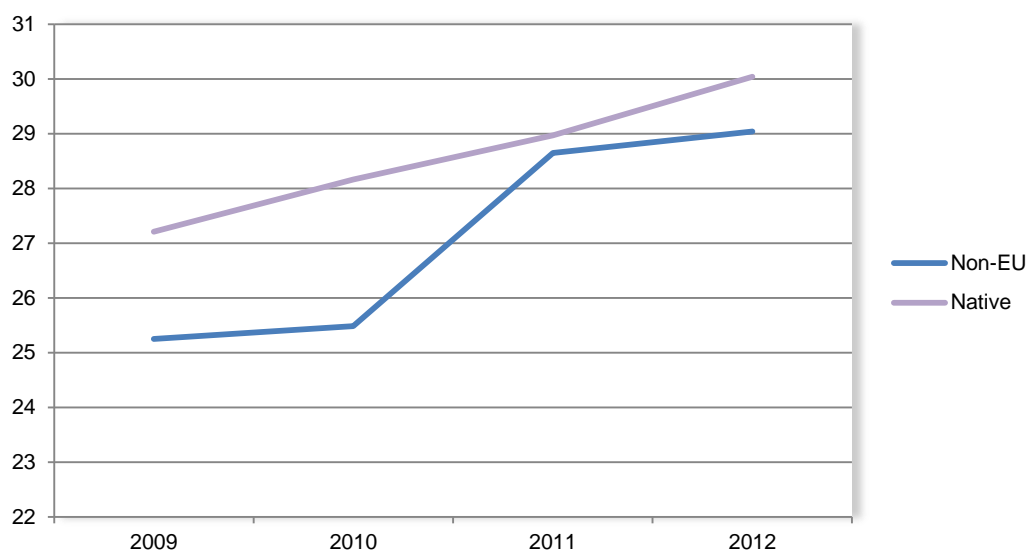
	Non-native EU born			Non-EU-27 born			Native born		
	Low	Medium	High	Low	Medium	High	Low	Medium	High
BE	27	33	40	43	30	27	21	40	40
BG	.	.	.	.	(56)	.	17	58	25
CZ	13	63	24	15	56	28	6	73	21
DK	13	38	49	30	39	31	19	44	37
DE	n/a	n/a	n/a	n/a	n/a	n/a	9	61	30
EE	.	.	(69)	6	53	42	10	53	37
IE	20	36	44	13	22	66	22	37	41
EL	27	50	22	51	38	12	27	43	30
ES	31	38	31	46	31	23	41	21	38
FR	37	33	30	42	30	29	20	44	35
HR	(21)	56	(24)	26	60	14	15	65	20
IT	32	56	12	50	38	12	38	45	18
CY	15	46	40	27	36	37	15	39	45
LV	.	53	(29)	5	66	29	11	57	32
LT	.	.	.	3	61	36	6	57	37
LU	23	27	50	19	32	49	16	51	33
HU	(12)	58	30	11	45	44	16	60	24
MT	46	31	23	42	29	29	56	25	19
NL	21	36	42	37	37	26	21	43	36
AT	8	60	32	38	48	14	11	68	21
PL	.	.	(66)	.	(52)	(42)	8	64	28
PT	34	37	29	44	30	26	59	21	20
RO	.	.	.	.	.	.	20	62	17
SI	.	63	(35)	31	57	12	10	59	31
SK	4	69	(28)	.	(58)	.	7	73	20
FI	18	52	30	29	40	31	10	46	44
SE	18	37	44	33	32	35	10	52	38
UK	12	39	49	19	28	53	21	41	38
EU-27	24	42	33	38	33	29	21	49	30

NB: n/a: value not available.

Source: Cedefop calculations based on Eurostat, EU labour force survey.

3.3. Closing a gap?

Figure 14 Proportion of native and third-country born population with higher education (%), 2009-12



Source: Eurostat, EU labour force survey.

The programme for international student assessment (PISA) ⁽⁹⁾ results show that, particularly in the case of the native children of foreign-born parents, there is a strong correlation between their education results and parent's education level. The stronger effect of social-economic background in the case of native born children of immigrants is likely to occur due to a higher degree of acculturation relative to foreign-born children. Similarly, in the 2009 PISA survey, the earlier the age of arrival of non-native children to the host country, the better their literacy results tend to be.

Despite the statistical indication of the independent influence of immigrant status and cultural distance on educational outcomes, in countries where selection of immigrants is based on their qualification levels, the results tend to level with those of children with native parents (OECD, 2009). Significant gaps exist, nevertheless, in most European countries and especially in Belgium, Germany and Austria.

Despite the apparent recent turn in the composition of immigration, Europe has historically attracted relatively low number numbers of highly qualified labour

⁽⁹⁾ It should be noted that these PISA results are strongly correlated with official educational results.

(¹⁰) compared with advanced non-EU countries such as Australia, Canada, or the United States. This is partly because these countries have had more demanding requirements for the admission of foreign labour in qualification and minimum income levels (OECD, 2012a).

Inflow in Europe has been demand-driven, by employers searching for relatively cheap labour and, up to 2010 (¹¹), by governments tending to liberalise immigration (e.g. Germany, 2010). Countries where there is an over-representation of the lower-educated immigrants are those that display the largest differences in education outcomes between children of natives and native-born children of immigrants (Belgium, Denmark, Germany, Luxembourg, the Netherlands and Austria). Given the migration structure of these countries, the Moroccan and Turkish communities are the ones which risk suffering greater problems, both in educational attainment and ensuing labour market integration.

PISA data also support the idea of a crucial effect of cultural and linguistic proximity in post-colonial countries (OECD, 2009). Both France and the United Kingdom, unlike the countries above, have equal or even better results for native children of immigrants than the children of natives, once socioeconomic background is controlled for (¹²). In countries like Spain or Italy most of the children of immigrant parents will also be immigrant, displaying worse outcomes than the ones of both native-born children of immigrants and of natives. These outcomes refer to not only education but, even more sharply, to the labour market.

Cedefop research (Cedefop, 2012) highlights that immigrant youth is more likely to leave education and training earlier than young nationals. This phenomenon is stronger in Spain and Italy, due to the proportion of low-qualified. In Europe, in 2010, the share of foreign-born that left education training early (30%) was generally higher than that of foreign young (26%). The impact of foreign youth disengagement from education and training was higher in Greece, Spain, Italy and Portugal. Greece had the highest proportion of foreign-born early leavers (44%) and of foreign young people who were early leavers (47%). These results are important given that education outcomes and early labour market integration have a determining effect over the full career path of individuals.

(¹⁰) Idem.

(¹¹) This process has been partially reversed or slowed down in the past three years, due to internal political pressure in several countries (see ahead).

(¹²) It should be noted that PISA questionnaires enquire directly about the language spoken at home.

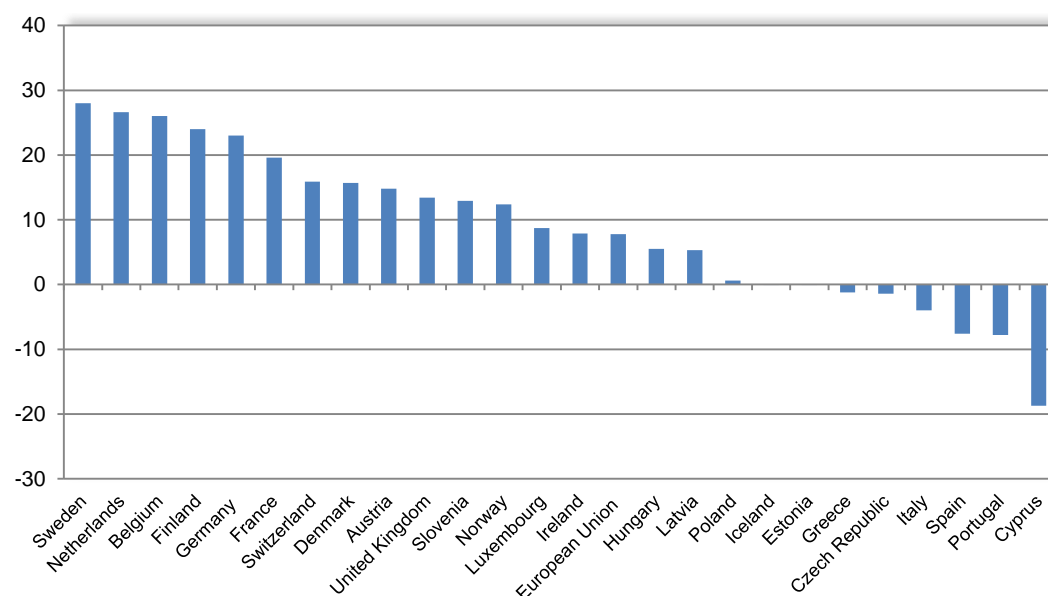
3.3.1. Labour market situation

In this section we analyse the labour market characteristics and outcomes of the immigrant population. Some of the data are only available by citizenship and some by country of birth, which prevents a fully consistent definition of immigrant in the analysis. Whenever possible we use labour market indicators by nationality.

There is a significant difference in the activity rates of third-country immigrants and the European origin population in the EU, while the difference for EU immigrants is normally not very high. When this difference is significant it tends to follow the pattern of third-country nationals.

Figure 15 illustrates the difference in the activity rates of nationals and migrants, in decreasing order. The figure shows a regular pattern that seems to reflect two elements: the structure and cultural characteristics of the migrant communities; and the legal work status of the foreign nationals.

Figure 15 **Differences between activity rates of nationals and third-country nationals (%), 2011, (rate of nationals – rate of third-country immigrants)**



Source: Cedefop calculations based on Eurostat, labour force survey. Online data code [lfsa_argan].

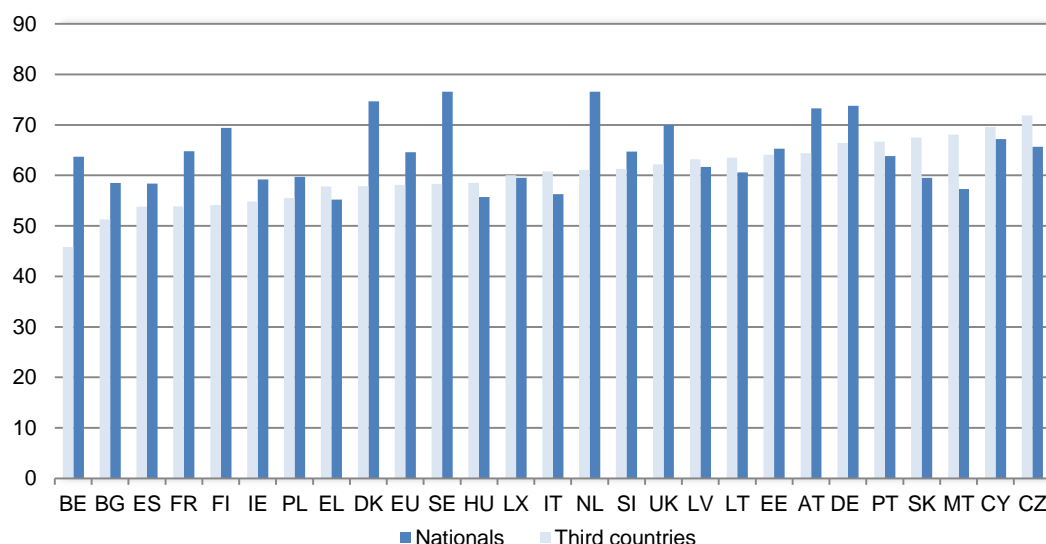
Sweden, due to its high intake of refugees, has a large proportion of its resident immigrant population with limited access to work permits, so officially inactive. Post-colonial countries like France or the United Kingdom partially reflect the fact that many of their immigrant population are either in retirement or in schooling age, and so not active. The same applies to countries with long-standing immigrant communities, such as Germany, Belgium and the Netherlands: in the two latter countries, the high inactivity level can also be partially related to recent changes in national immigration laws.

The negative values are explained by a combination of relatively liberal admission policies for low-qualified labour, with a very young age structure of third-country nationals (Moroccan in Spain and Italy, Brazilian in Portugal), which dramatically increase the activity rate of immigrants relative to nationals.

Normally the native-born ⁽¹³⁾ have higher employment levels than residents born outside the EU, while EU-born immigrants follows closely the native employment rate. Exceptions are the atypical cases such as Cyprus, Malta or the ex-Soviet countries.

In most other cases, employment levels reflect both better matching of worker characteristics to vacancies among the nationals and attempts by many employers to reduce integration costs of employees associated with legalisation, recognition procedures and human resource management, which may affect the screening and hiring of candidates.

Figure 16 **Employment rates by country of birth: nationals vs third country (%), 2011**



Source: Eurostat, labour force survey, employment rates by country of birth. Online data code [lfsa_ergacob].

The employment rate of third-country immigrants follows the labour market conditions of each country (also affecting nationals), but the difference between the two groups is more significant in some countries. In all the Scandinavian countries, Belgium and France the difference is above 10%.

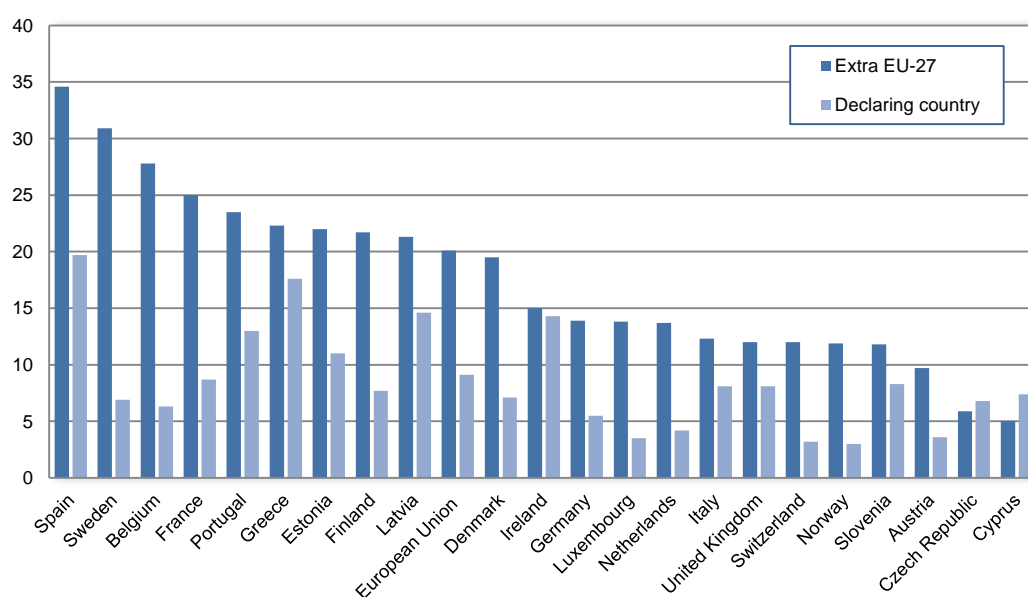
There is a smaller share of women employed (50%) in the EU than of men (68.7%), among the third-country-born. This may reflect three facts: that men tend to immigrate ahead of women and then face obstacles to family reunification

⁽¹³⁾ Data by citizenship only available for EU citizens.

(OECD, 2012a); the frequent occupation of immigrant women in unregulated activities related to domestic and personal care services; the differing value of remunerated work for women among different communities, depending on the influence of traditional gender roles.

The unemployment rates reflect the same inequality in labour market outcomes, but in a clearer way ⁽¹⁴⁾. Figure 17 shows that the average differences in unemployment rates in the EU between nationals (9.1%) and third-country citizens (20%) are pronounced.

Figure 17 **Unemployment rates by nationality (%), nationals and third-country citizens, 2011**



Source: Eurostat, labour force survey – unemployment rates by nationality (online data code: [lfsa_urgan]).

The difference reflects three aspects: lower-education overrepresentation in certain migrant groups, more strongly affected by the recession than for nationals (the case of Belgium, Spain, France and Austria); the high share of immigrant labour employed in sectors highly sensitive to the recession (construction, manufacture, wholesale commerce); lower job protection rights for immigrant work.

The high differences seen in Belgium, France and Sweden suggest that these countries have very unequal access to the labour market for national and third-country citizens. The European Commission's country specific

⁽¹⁴⁾ These results are available by nationality, which increases the differences.

recommendations ⁽¹⁵⁾, suggest that particular rigidities need to be addressed particularly for Belgium and Sweden. In Sweden, immigrant youth integration in the labour market is deemed to be very low and measures such as apprenticeships and work-based learning should be intensified. In Belgium, it is suggested that the labour market measures have been too general and not sufficiently inclusive ⁽¹⁶⁾.

Third-country nationals' unemployment rates for women compared to men are not so distinct, in spite of average better outcomes for men. In some countries (such as Spain and Ireland) third-country female unemployment rates are lower, as migrant women have been less affected by the crisis than foreign-born men.

Between 2008 and 2011, in Ireland and Spain, employment for foreign-born women fell by only half of migrant male employment (nearly 16% reduction). Similarly, the employment rate of foreign-born women in Greece and Portugal decreased only by 1.6% and 1% respectively, while that of migrant men fell by 14% and 10%. In Germany, Austria, the United Kingdom the employment rate of foreign-born women has increased.

While immigrant women are much less represented in the (formal) labour market than men, these results show some resilience of female migrant employment in the present recession. This is partly explained by the sector distribution of female employment, much less attached than the male to the activities severely hit by the crisis.

Youth has been strongly hit by the crisis, especially in the case of foreign-born, with young foreign workers strongly affected as temporary unemployment has risen substantially between 2008 and 2011. The temp trap, in which young people find themselves, has been widely accepted as a serious issue, with potential damaging effects over the full career of individuals (scarring effect). Young foreign-born have been more dramatically affected than young nationals by the rise in temporary employment.

It should also be noted that a large share of young foreign-born are neither employed nor enrolled in education and training (NEET). According to a recent Eurofound report, young people with an immigration background are 70% more

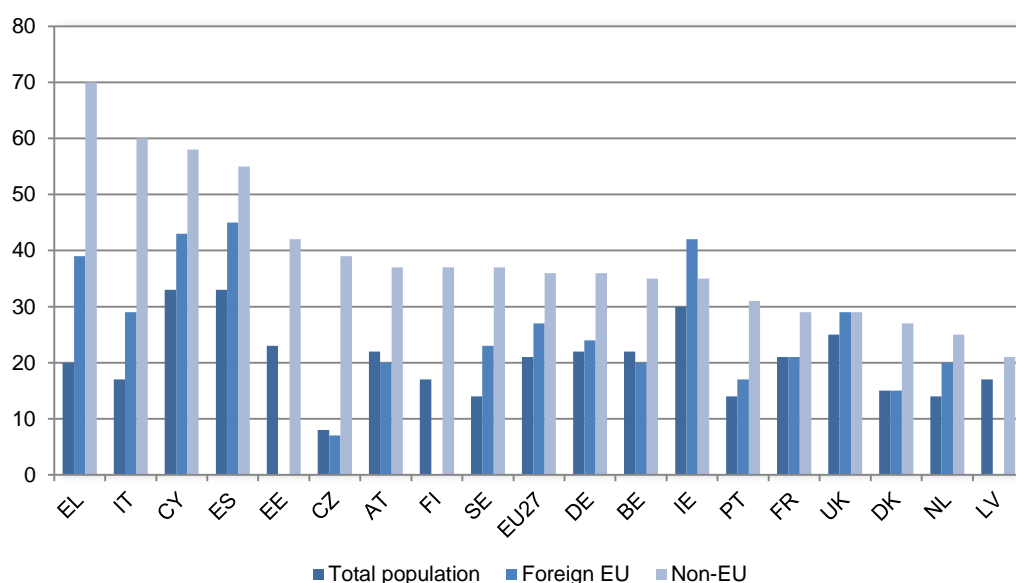
⁽¹⁵⁾ To ensure coordination of individual national efforts towards EU 2020 targets, the European Commission has set up a yearly cycle of economic policy coordination called the European semester. The Commission undertakes a yearly detailed analysis of EU Member States' programmes of economic and structural reforms and provides recommendations for the following 12 to 18 months.

⁽¹⁶⁾ <http://ec.europa.eu/europe2020/making-it-happen/country-specific-recommendations/> [accessed 18.3.2014].

likely to become NEET when compared to other young people (Eurofound, 2012). The NEET rate for all youth is reportedly very high among south European countries (around one third) (OECD, 2012a), being that the share of natives is substantially lower than that of foreign-born. The NEET rate is significantly high in Spain (38%), Greece (32%) and Italy (30%) and has grown very sharply in Greece, at a notably higher rate for foreign-born. The lower access of foreign-born youth to language skills, learning opportunities and social networks, makes the situation even more critical for this group.

At the same time as a rise in at-risk migrant youth out of work or learning, prospects are not necessarily very positive for those employed. Considering immigrant population qualifications, and the requirements of the jobs in which they are employed, we see a clear issue of overqualification among third-country immigrants. This raises questions about immigrants having their qualifications fully recognised, the impact of labour market discrimination, the effect of linguistic barriers and cultural distance, and access to reliable information on how to search for and retain a job in the receiving country.

Figure 18 **Overqualification per country group of birth across the EU (2010) (%)**



Source: Eurostat, labour force survey.

Cedefop's research (Cedefop, 2011a) has further identified that overqualification is stronger in countries with low rates of training: Greece, Spain and Italy have participation rates in adult education under the EU average of 40% (Eurostat, adult education survey, Participation rate in education and training, online data code [trng_aes_100]) and with a lower proportion of skilled workers.

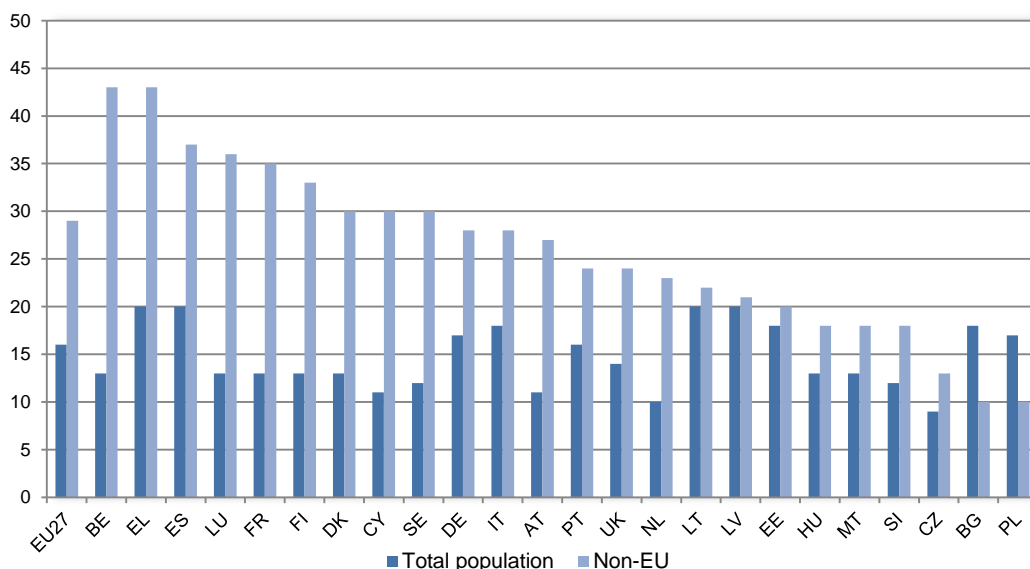
In Figure 18 shows that Greece, Spain, Italy and Cyprus have the highest rates of overqualification among third-country born.

Immigrants who obtained their training abroad seem to be penalised more by this phenomenon. This suggests that mechanisms for recognising qualifications and validating skills are a priority. Cedefop's research on polarisation of the labour market (2011e) further reinforced the idea that policy measures are needed to ensure better use of immigrant skills to counteract the effects of an artificial increase of the lower end labour supply, such as the potential deficient allocation of labour or the increased pressure over average minimum salaries.

3.3.2. Social integration and participation

A brief analysis of social integration and civil participation also indicates sharp differences between nationals and third-country immigrants. The European average of people at risk of poverty (16%) is only around half the proportion of third-country immigrants (29%) facing the same risk. This contrast is more extreme in countries where either there are reported rigidities on the access of immigrants to work and leaning (as in Belgium) or large shares of low-qualified immigrants, such as Greece, or Spain.

Figure 19 **Persons at risk of poverty or social exclusion 2011 (%)**



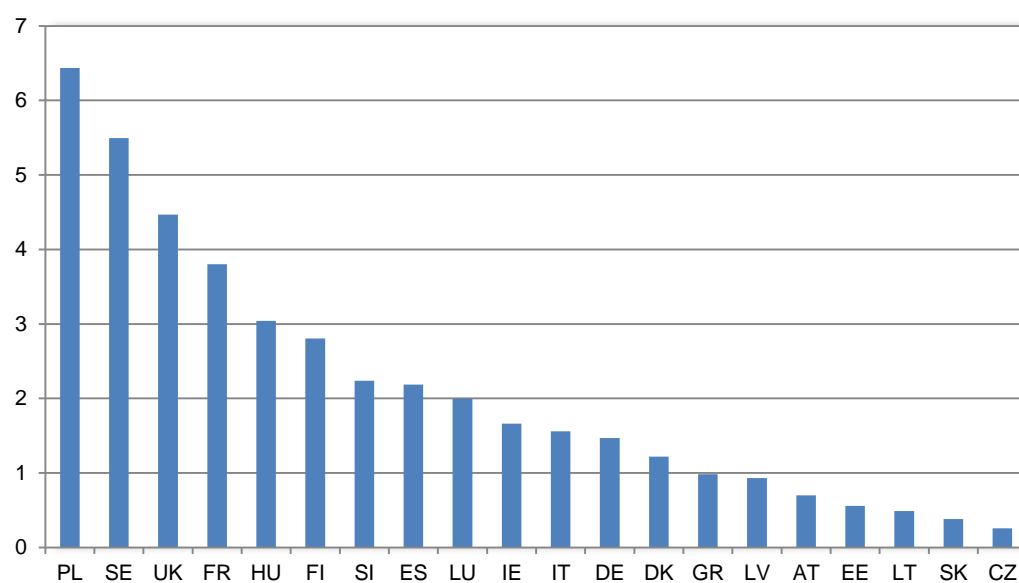
Source: Eurostat, population statistics, persons at risk of poverty or social exclusion. Online data code [ilc_peps04].

However, poverty risk reflects a complexity of factors which include the composition of the population, legislation arrangements and regulations, inclusion policies in labour and education, and benefit and social support systems. Figure

19 should encourage reflection in each country about the origins and structure of this inequality and ways to address it.

Another indicator used in the analysis of social integration is acquisition of citizenship by foreign citizens. Unlike indicators of inequality, interpretation of naturalisation is less straightforward, since it reflects a mix of cultural attitudes, civil participation, political choices and effective possibilities to obtain citizenship.

Figure 20 **Share of resident foreigners who acquired citizenship 2010 (%)**



Source: Eurostat, population statistics, acquisition of citizenship from available data. Online data code [migr_acq].

In some cases the data might reflect structural aspects more than individual attitudes, since some of the countries which have higher naturalisation rates are post-colonial nations (France, the United Kingdom) with eased access to citizenship for those from ex-colonial territories. Beyond the ease in administrative procedures, it is arguable that linguistic proximity and a shared cultural heritage are also strong motivations for the acquisition of citizenship.

The Hungarian and Polish cases reflect historical cultural and economic links with neighbour countries which are not part of the Schengen area. Both social reasons, such as cross-border weddings, and economic ones (hiring of workers) justify these results. The case of Sweden is explainable by the support for naturalisation procedures for political refugees.

3.4. Key informative elements

From the previous analysis, we can summarise the following key elements:

- (a) there is a trend of negative growth of the EU natural active population;
- (b) this negative growth can lead to labour supply shortages, especially qualified labour;
- (c) immigration from third countries can compensate (at least partially) for these shortages;
- (d) this immigration is considerably younger in its structure than the average of the EU countries, so renewing its active population;
- (e) the bulk of the foreign nationals residing in Europe are concentrated in a relatively small number of countries (Belgium, Germany, Greece, Spain, France, Italy, Austria, Portugal, Sweden and the United Kingdom the most representative);
- (f) there is a very relevant presence of third country-born in the populations, especially in Spain and Italy which have strong growth projections for immigration;
- (g) many of these immigrants come from countries with limited cultural connections with the receiving cultures and the resident communities have limited and recent social networks; this is the case for Maghrebians in Spain and Italy, and Turkish in some countries (in others, such as Germany, they have well established network);
- (h) immigrants inserted in fluxes resulting from post colonialism benefit from the effect of cultural and linguistic proximity; results are better;
- (i) native-born have higher employment levels than residents born outside the EU, while the EU-born immigrant rate is similar to the native rate;
- (j) third-country immigrants have significantly higher rates of unemployment than natives;
- (k) there is a smaller share of women employed (50%) in the EU than of men (68.7%), among the third country-born;
- (l) the children of foreign-born parents have, on average, lower education and labour market outcomes than those of nationals; outcomes are worse for foreign-born children;
- (m) young migrants are more likely to leave education and training too early, than the young nationals, especially in communities with over-representation of low-skilled workers;
- (n) in countries where selection of immigrants is based on the qualification levels of immigrants the results tend to level with the results of the children with native parents;

- (o) countries where there is an over-representation of lower-educated immigrants are those that display the largest differences in education and labour market outcomes (Belgium, Denmark, Germany, Spain, France, Luxembourg, the Netherlands and Austria);
- (p) labour market results are partly due to the sector distribution of low-skilled labour, which was heavily affected by the crisis;
- (q) young migrants find themselves more frequently than nationals in either temporary employment, unemployment and frequently not enrolled in any type of education and training;
- (r) there is significant overqualification and low skill-usage among third-country immigrants;
- (s) third-country immigrants have higher risk of poverty than nationals, reflecting inequalities in access to learning and the labour market, as well as social support systems.

CHAPTER 4.

Integration and migration policy

4.1. The European Union framework

4.1.1. Guidance in the establishment of the integration framework

Migration and integration policies are strong EU agenda issues due to labour demands for economic growth in the face of current demographic tendencies, forecasts of technologically-biased growth, and political and public pressure to rationalise and to ensure a successful, stable integration of third-country immigrants.

Since the late 1990s the EU has worked steadily to build an integration framework for migrants; this aims to ensure that national states share common principles to bind immigrants to the rules and obligations of countries, while also allowing compromise with creating economic, social and cultural conditions for integration. States are prompted to guarantee migrants the acquisition of language skills, knowledge of the culture, and successful pathways to learning and employment.

A number of policy documents have contributed to the EU integration framework, defining shared compromises for national States regarding principles, rights, obligations and support policies for migrant integration. Some examples are the presidency conclusions of the Tampere European Council in 1999 (Council of the European Union, 1999), the 2000 directives of the EU Council of Ministers, on equal treatment between persons irrespective of racial or ethnic origin year (Council of the European Union, 2000a) (2000/43/EC) and equal treatment in employment and occupation (2000/78/EC) (Council of the European Union, 2000b).

As early as 2003, the European Commission communication on immigration, integration and employment (European Commission, 2003), acknowledged progress within the EU and prompted states to further their integration efforts to respond to skills needs associated with economic growth. In the following year the European Council Hague programme for strengthening freedom security and justice in the EU (Council of the European Union, 2005) established the common basic principles (CBP) underlying the European framework on integration for third-country migrants (see Box 1).

Box 1 Common basic principles (CBP) for the integration of third-country migrants

- CBP 1 Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.
- CBP 2 Integration implies respect for the basic values of the European Union.
- CBP 3 Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible.
- CBP 4 Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration.
- CBP 5 Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.
- CBP 6 Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration.
- CBP 7 Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, intercultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens.
- CBP 8 The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law.
- CBP 9 The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration.
- CBP 10 Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation.
- CBP 11 Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.

The common basic principles establish the logic of interaction between European societies and third-country immigrants, laying down the path for participative integration, based on mutual adaptation and respect. The principles briefly map the basic skills and knowledge necessary for successful integration, and the diverse dimensions for integration. They also highlight the need for adequate support services for this process, laying down the path for national development of career guidance for immigrants.

The first edition of a handbook on integration for policy-makers and practitioners (European Commission, 2004) was published in November 2004 by the European Commission, providing good practices drawn from the experience of policy-makers and practitioners across Europe. Further editions were released

in 2007 and 2010 and include examples of career guidance for several age groups.

A 2005 communication from the European Commission, European Parliament, the European Social and Economic Committee and the Committee of Regions established the common agenda for integration (European Commission, 2005a) of third-country immigrants in the EU, which provides guidance to national States on how to strengthen the implementation of the CBP's while attempting to ensure coordination between EU and national policy levels. The 2005 agenda encouraged policies addressing labour market integration, by enhancing third-country immigrant rights to employment and support for qualifications and skills recognition through guidance services, plus follow-up measures to assess third-country immigrants' labour market outcomes.

In 2008 the European Commission communication *A common immigration policy for Europe: principles, actions and tools* (European Commission, 2008b), gave continuity to the European Council conclusions on the strengthening of integration policies in the EU (Council of the European Union, 2007), highlighting principles, actions and tools to create stronger links between the inflows of migrants to Europe and economic growth. The Commission's communication provided stimulus to the development of career guidance services to immigrants, recommending improvement in matching migrant skills to growth needs, through validation processes and recognition of foreign qualifications.

The Commission green paper on migration and mobility (European Commission, 2008a) also highlights policy priorities linked to the integration of children with migrant background, referring to the importance of coordination between policy fields, outreach initiatives to immigrant communities, language skills development, and provision of guidance. The paper makes direct reference to the development of guidance activities, mentoring and tutoring, and their integrative potential.

In 2009 the EU launched the blue card directive (Council of the European Union, 2009d) with the aim of attracting third-country high-skilled labour. The directive creates a harmonised fast-track procedure and a set of common criteria for work contracts, professional qualifications and a minimum salary level; these allow the issuing of a special residence and work permit, the EU blue card. The card supports intra EU mobility, grants access to the labour market and social support, and aids family reunification. The adoption of the directive at national level has direct implications for guidance procedures for arriving individuals, which must quickly enable highly skilled immigrants to engage in recognition of qualifications and validation of skills.

4.1.2. Renewal of the integration agenda

Achieving the Europe 2020 targets requires solid effort from EU countries to promote migrant population access to employment and education and training; this applies especially in relation to the employment and education targets of raising the employment rate of the population aged 20 to 64 to 75% and reducing the share of early school leavers to 10%.

In 2011 the single permit directive (European Parliament and Council, 2011) was adopted, establishing a set of fundamental rights for third-country workers residing in the EU. This covers entry, access to the labour market, access to social protection and access to advising and counselling services. In the same year, a communication from the European Commission launched a renewed European agenda for the integration of non-EU migrants (European Commission 2011b) which, while compromising with the common basic principles for integration, calls for coordinated action from the states to respond to recent trends and challenges: the prevailing low employment levels of migrants, especially migrant women; the rising unemployment and high levels of overqualification; the increasing risks of social exclusion; gaps in educational achievement; public concerns over lack of integration of migrants.

Action is proposed in key areas addressing third-country migrants: assuring the mastery of the receiving country's language; increasing labour market participation; increasing access and permanence in education and training; bettering living conditions; assuring knowledge and effectiveness of rights and obligations; improving multilevel cooperation in policy; cooperating with immigrant countries of origin.

A European toolbox to support this action allows authorities in Member States to choose the measures which are most likely to prove effective in their context. European modules on migrant integration (European Commission, 2011e) were drafted, built on the experiences of Member States in three thematic areas:

- (a) introductory and language courses;
- (b) strong commitment by the receiving society;
- (c) active participation of migrants in all aspects of collective life. The draft modules include several direct references to the potential role of guidance activities.

The main European framework reference documents on guidance activities are the Council resolutions of 2004 and 2008. The policy priorities defined in the resolutions establish the principle of universal access to guidance services by all citizens and argue for the need to enhance the autonomy of citizens, by developing their CMS. The resolutions also make direct mention of the role

guidance should play in processes fundamental to migrant integration, such as validation of skills and the recognition of qualifications.

It is clear from the priorities set by many of these policy documents that to ensure adequate response to the challenges posed by the integration of migrants, strong mechanisms of coordination are needed. They must exist across various services in several policy fields (employment, education, training, social security), administration levels, and between private, public and third sectors.

Mechanisms must be enabled allowing for greater access of vulnerable groups to education, training and employment: third-country immigrants, especially youth of migrant background and women. Education and training, public employment services and training centres have important roles to play in providing coordinated guidance services targeted to immigrant needs.

Several instruments have been established at EU level to aid integration. Ministerial conferences were held under the Dutch, German, French and Spanish presidencies, with the aim of supporting continuous political debate on integration.

National contact points on integration have been established to enable exchange of information and good practice between Member States and to ensure policy coordination and coherence at national level and with EU initiatives.

The European fund for the integration of third-country nationals was set up in 2007 with to support the Member States in establishing programmes for newly-arrived third-country nationals. Initiatives supported should enable immigrants to access minimum conditions for residence and integration, in accordance with the common basic principles for immigrant integration policy in the European Union.

The European website on integration ⁽¹⁷⁾ was established to supply information on integration for practitioners, initiative organisers, and researchers; it includes a collection of good practices, an online library, news and events, and country factsheets. It also provides information about the work of the European integration forum. The forum includes over 100 civil society organisations from all Member States and meets twice a year to discuss migrant integration issues and the EU agenda on integration.

Other relevant European level resources include the Directorate General Home Affairs ⁽¹⁸⁾, the EU directorate which creates and monitors the implementation of rules on of migration, asylum seeking and related issues, and

⁽¹⁷⁾ <http://ec.europa.eu/ewsi/en/> [accessed 18.3.2014].

⁽¹⁸⁾ http://ec.europa.eu/dgs/home-affairs/index_en.htm [accessed 18.3.2014].

the EU immigration portal ⁽¹⁹⁾ launched in November 2011, which provides information for foreign nationals interested in moving to the EU.

4.2. Guidance in national migration and integration policies ⁽²⁰⁾

4.2.1. Institutional framework

The common organisation of migrant and asylum policy is divided among different ministries at national level, due to the high level of complexity in the processes for immigrant integration. In most cases, ministries of interior, labour (often with social security) and foreign affairs are involved. The Ministry of Interior often has extensive competence in the integration of immigrants, leading the process, with the remaining ministries having complementary roles. The Ministry of Labour normally has a fundamental role in labour market integration of migrants. Migration policy can be also supported by policy coordination units created for the purpose (as in the Czech Republic, Greece, Spain, France, Italy, Latvia, Poland, Slovakia).

While policy definition tends to be more centralised across Europe, implementation is a more decentralised, with participation by regional and local authorities. This is particularly true in Belgium and Spain. In federal states (Belgium, Germany, Austria) regional administrations and networks tend to play more part. Non-governmental organisations can play an important role in implementation, notably in developing counselling and advice services. On occasion they can also influence the national definition of the integration strategies (Belgium, Italy, the Netherlands and the United Kingdom).

⁽¹⁹⁾ <http://ec.europa.eu/immigration/> [accessed 18.3.2014].

⁽²⁰⁾ Most important sources for this section: EMN, 2010; OECD, 2012; IOM, 2010; EMN factsheets 2013; country-specific recommendations (European Commission); interviews with national experts. Individual country fiches are available in background document.

Table 6 Overview of the institutions involved in the development of migration policy

Institutional entities responsible for policy formulation	Belgium	Bulgaria	Czech Republic	Germany	Estonia	Ireland	Greece	Spain	France	Italy	Latvia	Lithuania	Hungary	Malta	Netherlands	Austria	Poland	Portugal	Romania	Slovenia	Slovakia	Finland	Sweden	United Kingdom	Total
Main institutions																									
Ministry of Interior and related variants	X	X	X	X	X		X	X		X	X	X		X		X	X	X	X	X	X	X		X	19
Ministry of Justice and related variants			X			X							X		X								X		4
Government, ministers, commissioners – direct				X												X		X						X	4
Ministry of Immigration, Integration, national									X																1
Other relevant institutions																									
Ministry of Foreign Affairs and related variants (may include Ministry of				X	X			X		X		X	X	X	X		X	X				X	X		12
Ministry of Labour and related variants (may include trade/business/enterprise/industries, social affairs or labour and immigration)	X	X	X	X		X	X	X		X	X	X	X	X	X	X	X		X		X	X			18

Institutional entities responsible for policy formulation	Belgium	Bulgaria	Czech Republic	Germany	Estonia	Ireland	Greece	Spain	France	Italy	Latvia	Lithuania	Hungary	Malta	Netherlands	Austria	Poland	Portugal	Romania	Slovenia	Slovakia	Finland	Sweden	United Kingdom	Total
Ministry of Social Affairs (or Welfare only)				X							X														2
Inter-agency/inter-ministerial body or bodies with migration and or asylum focus			1				2	1	1	1	2						1				2				
Ministry of Housing, Spatial Planning and Environment															X										1
Local/municipal/provincial level involvement	X														X										4
Ministry of Education and Culture													X												1
Federal states	X			X												X									3
Total ministerial (not inter-ministerial)	3	3	3	4	3	2	2	2	1	3	3	3	4	3	4		3	3	2	1	2	3	1	2	

Source: European migration network, 2010.

Migration policy is generally supported by legislation that tends to be amended in most countries to reflect the transposition of EU directives into the national context. Some countries have used the incentive created by this process to reform and modernise their integration systems (Belgium, Greece, Spain, Hungary, Austria, Romania). The United Kingdom and Ireland have a special status under the EU treaties which allows them not to participate in the adoption of the Council proposals in this area: they are not part of the Schengen area, although they offer special cooperation in criminal and surveillance matters.

There have been institutional reforms in many countries to make asylum applications quicker and more cost-efficient. Refugee offices were established in a number of countries (Belgium, Ireland, Spain, Latvia, Hungary, Malta, Poland, Portugal, Finland) and other forms of administrative and legal support were adopted in others (Germany, Ireland, Greece, France, Austria). The countries with the highest intake of refugees are Germany, Greece, France, Italy, Malta and the United Kingdom. Austria and Sweden have had sharp increases in refugee intake during the past two decades. Asylum policies have varied little across Europe because of international legal harmonisation.

One of the most relevant innovations in the coordinating immigration and integration activities was the establishment of OSS in several European countries. These units, developed under a European Commission-funded project, bring together all relevant services and ministries to aid the integration of both asylum seekers and economic immigrants. In the OSS model, cases are handled individually and guidance – mainly information and advice – is provided by socio-cultural mediators. Mediators are professionals with inter-cultural training and knowledge of the immigrant's language. Frequently they have migrant background themselves.

The OSS had a considerable degree of success in the countries where implemented: Germany, Ireland, Greece, Spain, Italy, Portugal, with similar practices documented in Luxembourg, Austria, Slovakia. They brought advantages in financial and administrative terms, generating a sharp increase in the efficacy and articulation of services, with good response rates and client satisfaction. The OSS responds directly to the common agenda for integration recommendations for cooperation between relevant stakeholders at national level. In spite of its success, and although the OSS format is regarded as good practice, its implementation is not straightforward, apparent from the fact that only six countries have successfully implemented the model.

An independent evaluation ⁽²¹⁾ of the OSS project points out that there are preconditions and potential barriers to implementation. What practice revealed is that, for the format to be politically feasible, immigration and integration policies needed to be sufficiently coordinated, coherent, active and based on a principle of trust-building, with clear concern for clients and their rights. In the most successful cases this required the goodwill of different institutions and administrative levels, as well as openness to civil society, engaging NGOs and migrant associations in the management and operation of the systems.

Legal limitations can exist to a climate of open cooperation and there can be poor articulation between institutions responsible for core areas. Immigration and integration policies are frequently not under the same ministries and they might also be broken into different administrative levels; an example is Spain, where immigration is a national competence while integration is under the authority of the regions. There is also variation in cooperating with civil organisations. The greater the tradition of implementing client-centred approaches, the greater the likelihood of engaging the community (normally through migrant organisations).

Evaluation of the OSS also suggested that institutional resistance to this type of project might be stronger in countries which have had higher inflows of migrants in the past and designed their immigration and integration systems to reduce or rationalise admission. The fact that current empirical evidence and documented experience is based on information from new immigration countries, such as Ireland, Italy and Portugal, does not help older countries to reassess their institutional and policy heritage. The assessment team sees this as important element limiting the diffusion of the model (at the moment only Germany among the old immigration countries is in the group).

Implementation of this simplifying format requires a clear public commitment to integration policy. Financial, human and physical resources need to be mobilised to launch the project and sustain its basic running costs. The possibility of allocating resources depends directly on the capacity to mobilise diverse stakeholders and on a clear political will to do so. One successful practice identified for stakeholder engagement was the establishment of advisory committees with the participation of policy-makers, for distinct agencies, NGOs and immigrant representatives.

The potential of the OSS is clear, since it simplifies and quickens processes. It also has enormous potential as the entry door to a successful career path for immigrants, since it can provide career information, advice and initial counselling

⁽²¹⁾http://www.oss.inti.acidi.gov.pt/index.php?option=com_docman&task=cat_view&gid=70&Itemid=61&lang=en [accessed 18.3.2014].

to newly arrived immigrants. Given cooperation with immigrant communities, it further boasts the possibility of creating immediate and preventive response to clients' needs as well as immersing individuals in relevant social and professional networks. The articulation between different public services is enabling for individuals and aids planning of their future steps in job-search, training and recognition of qualifications.

4.2.2. Selection and the rise of point-based systems

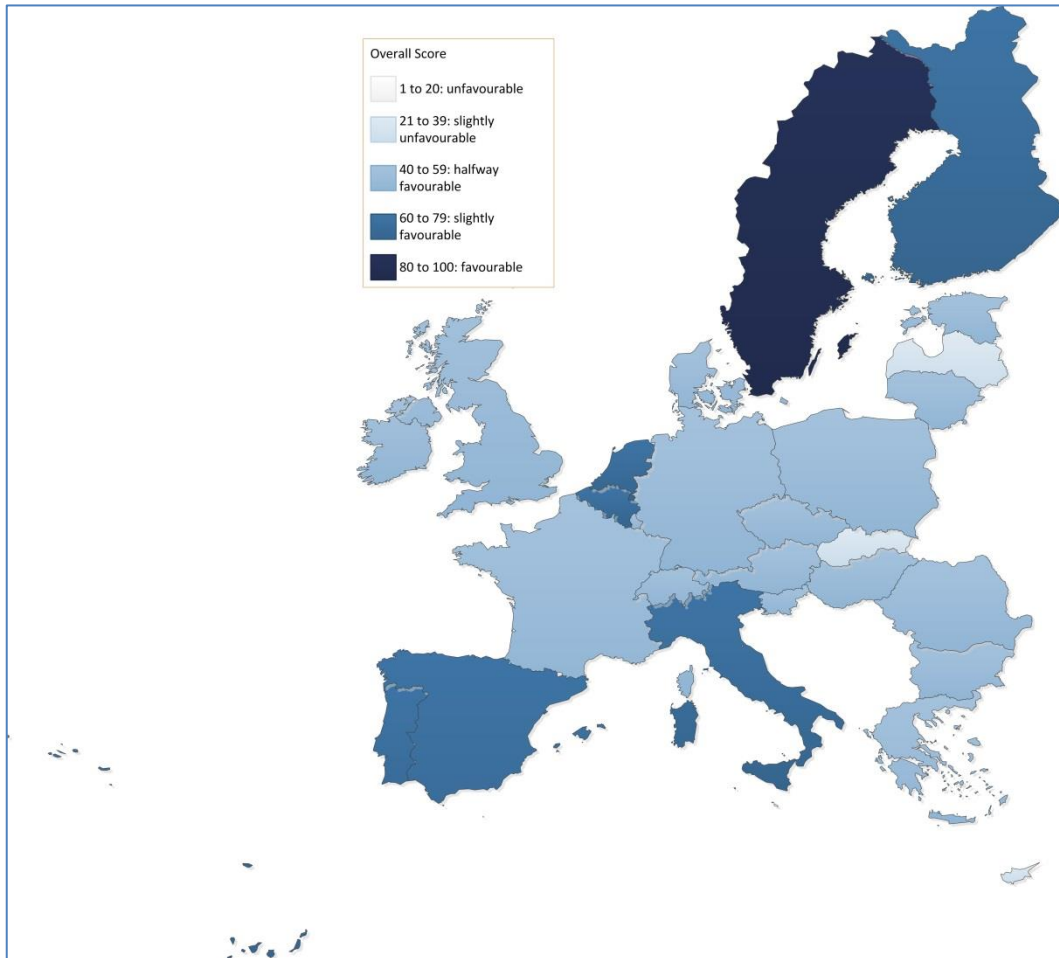
Despite a positive outlook in EU policy on migration from third countries, and a liberalising/facilitating tendency in some countries during the past decade (Denmark's rules on family reunification and Germany on naturalisation, political rights and immigrant participation in local policy), States have more recently restricted their migration policies. There has been growth in public concern across Europe over the level of employment of natives in the present crisis and potential competition with immigrants for job opportunities.

The rise in unemployment has been coupled with an enlargement of the Schengen area, notably in the 2007 agreement, to include the Czech Republic, Latvia, Lithuania, Hungary, Poland, Slovenia, and Slovakia. This increased pressure on labour markets in traditional destination countries, with consequent hardening of entry conditions for third-country citizens.

According to the migrant integration policy index (MIPEX) ⁽²²⁾ methodology, which relies on 148 indicators monitored by an international network of organisations in several sectors, situations vary across Europe concerning levels of immigrant integration. Graph 4 offers a snapshot.

⁽²²⁾ <http://www.mipex.eu/> [accessed 18.3.2014].

Graph 4 Levels of integration of immigrants in the EU



Source: Elaborated from MIPEX II raw data: overall scores (2010) in <http://www.mipex.eu/download> [accessed 18.3.2014].

There is a group of countries generally more favourable towards integration, which include Scandinavia (especially Sweden, due to its refugee policy), Belgium and the Netherlands and most of the high immigration countries from southern Europe (Spain, Italy and Portugal), excluding Greece. A second group comprises most central and eastern Europe countries, Ireland, Greece and the United Kingdom. Portugal and Sweden rated the highest among the favourable countries, while those less favourable to integration, are Latvia, Lithuania and Slovakia, according to the MIPEX index.

The same index suggests that, up to 2010, there was a positive progress or at least a stabilisation in most countries regarding the level of integration of migrants (the exceptions were Ireland, Malta and Norway). Nevertheless, several restrictive/selective dynamics have been identified in the period 2009-13 (OECD, 2012 a; IOM, 2010; EMN, 2013):

- (a) the Netherlands and the United Kingdom have restricted residence and work licences, as well as family reunification (increased waiting periods). Illegal entry has also been criminalised in these countries;
- (b) there was an increase in selective admission of immigrants to stimulate the inflow of highly skilled labour and discourage inflow of low-skilled workers. This movement was especially notable in Ireland, the Netherlands and the United Kingdom, but similar measures were also adopted in Denmark, Germany, Lithuania, Luxembourg and Portugal;
- (c) Lithuania, Poland, Romania and Slovakia are attempting to retain both foreign and national highly skilled workers;
- (d) preferential tools to create selectivity are awarding of temporary permits (there was a clear rise in the Netherlands) and generating scarcity in occupational lists that determine work permits, reflecting available registered vacancies or strategic growth options. France, Spain and the United Kingdom have reduced the number of occupations in the list;
- (e) lists have been translated into point-based systems (PBS) in a number of countries (Denmark, Italy, the Netherlands, Austria, the United Kingdom);
- (f) besides matching immigrant skills to occupational lists, PBS can consider other aspects such as age (Austria raised the minimum age, the United Kingdom also considers age), income levels (the Netherlands and the United Kingdom) and family characteristics (such as level of language);
- (g) several countries have introduced integration tests, sometimes associated with obligatory integration programmes. For instance, the Netherlands, Denmark, Germany, France, Italy, Austria, Poland and the United Kingdom introduced language tests;
- (h) several countries are attempting to control irregular migration through bilateral agreements with the sending countries. Italy has established an agreement with Greece and Tunisia has established an agreement with Turkey.

While integration policies encourage successful social and labour market integration of immigrants, they also help control the inflow type and volume to aid serve national growth and development strategies. Alongside recent restrictive actions, support for the admission of highly skilled/qualified labour is unanimous; all countries have provisions for that purpose.

In most Member States, non-European citizens who have obtained a visa for entry can request a short-term residence permit. In a growing number, minimum integration measures concerning the learning of language and culture might be required of citizens to renew their permits (Germany, Austria, the Netherlands). Family reunification is considered for application normally by analysing the family

potential for integration, accounting for elements such as the existence of sponsors, the guarantee of a suitable accommodation, a period of previous residence (in Spain and Lithuania), a level of proficiency in the receiving country's language (Germany, France, the Netherlands, and Poland). Some countries may require the signing of an integration contract, with a series of agreed measures (Austria and Spain), while some might also establish quotas for family reunification (Austria).

The alleged current tendency is that migrant admission systems are demand-driven. National states frequently advertise the fact that, as in developed non-EU countries, such as Australia or Canada, they now regulate the admission of foreign workers to serve the skills needs of the economy. Integration in the labour market of third-country migrants is normally supported for highly skilled immigrants and bilateral agreements might exist for the integration of lower-skilled workers, according to market needs. One of the increasingly preferred ways of attracting highly skilled workers is introduction of the point-based systems.

While PBS are becoming an assumption of immigrant admission systems across Europe, they do not necessarily translate market demands, due to the low participation of employers in defining occupational lists. Further, participation by SMEs in the system is reduced and difficult (see Section 4.5), which makes PBS, as many of them currently stand, flawed systems in terms of economic efficacy and labour market match-making. It follows that while national states show political concern for rationalisation of migrant flows to serve the economy better, they need to take further steps to make this concern a reality, promoting the engagement of the full spectrum of employers.

However, the European Commission's evaluations and country-specific recommendations (CSR) ⁽²³⁾, show that while PBS are being implemented on the admission side, effective integration, reflected in participation by immigrants in the labour market, training and civil society, is still low. Labour market and education outcomes are still significantly lower for immigrants, and there are considerable social risks and exclusion phenomena in migrant communities.

The Commission's analysis acknowledges the effort of many states to develop measures to fight immigrant unemployment, educational disengagement and poverty risk. Nevertheless, it also highlights that a lot of these measures are generalist and not sufficiently targeted to migrant needs. The CSRs recommend greater attention to the situation of migrants with lower income levels, women

⁽²³⁾ <http://ec.europa.eu/europe2020/making-it-happen/country-specific-recommendations/> [accessed 18.3.2014].

(activation and childcare support), recognition of qualifications, the reinforcement of apprenticeships and work-based learning (for youth) and clear effort to increase the social participation of marginal groups. In many of these cases, the involvement of immigrant communities in integration measures is implied.

EU countries generally refer the EU *acquis* ⁽²⁴⁾ and transposing EU directives to national legislation as a major incentive to modernise their integration frameworks (European migration network, 2013). Progress has been made in several areas: easing administrative procedures for admission and issuing residence and work permits (especially for highly qualified migrants), although substantial barriers still exist in many countries (e.g. occupational access limitations in Germany); improving, information, access and supporting procedures leading to recognition of qualifications and diplomas (see Section 4.4, ahead); the creation of induction programmes for all newly-arrived, targeting language and other basic skills; the development of websites with information and advice for prospective migrants and newly-migrated persons.

In practice, most countries have privileged measures in law for newly-arrived immigrants, pertaining to CBP 4 (see Box 1) and concerned with linguistic and basic cultural integration (Carrera, 2006). Although this is an important and fundamental step in generating access to national institutions and allowing for successful integration, it is only the basic level on the integration ladder.

Current budgetary restrictions on integration policies do not help development of any the CBP's. One of the effects of the European financial and economic crisis is the fact that political and public support for integration policies has been falling. Besides the unemployment pressure, this fall in public support reflects a rise in social tension regarding certain cultural groups. Low investment in integration policies allows such social tensions to grow, generating a vicious cycle.

Public pressure has generated a climate in which most interventions geared towards immigrant integration are designed and publicised as compensatory measures, which address shortcomings and limitations, rather than initiatives which enhance potentials, the utility of skills and positive social participation. This type of negative connotation generates poor public support for integration policies and disengagement of immigrant communities.

⁽²⁴⁾ Legislation, legal acts and court decisions which compose the European Union law.

4.3. Language and civic programmes: steps towards the development of CMS ⁽²⁵⁾

The Council resolution of 2008 on lifelong guidance systems sets the development of CMS for all as a policy priority. Broadly understood, CMS reflect the ability of people autonomously to make informed choices about their career, in terms of both learning and work. The need to develop these skills is transversal, but more severely felt by at-risk groups: this is frequently so for third-country immigrants, who may have little capacity in the receiving country's language, culture and systems.

Basic integration programmes developed under common basic principle four (see Box 1) tend to target a subset of the European catalogue of key competences (European Parliament and Council of the European Union, 2006). For individuals in a knowledge-based society, these include: communication in the mother tongue; communication in foreign languages; mathematical competence and basic competences in science and technology; digital competence; learning to learn; social and civic competences; sense of initiative and entrepreneurship; cultural awareness and expression.

Integration programmes tends to emphasise linguistic competence, civic education and aspects of 'learning to learn', related to autonomous access to learning options. There is variability in the weight these components might assume and on the specific approach taken to foster competence development.

The most common option is to establish uniform inception programmes with a set number of hours of language learning which allow the newly-arrived to acquire a minimum level in the host country language. In some countries (reported in France, Italy, Portugal, Sweden and the United Kingdom) these can have voluntary follow-up courses, to obtain certificates in higher linguistic levels. Increasingly the individual language level is assessed ahead of enrolling people in language courses, adjusting provision to the identified needs (reported in Belgium, France, Italy, the Netherlands, Portugal, Sweden and the United Kingdom).

Participation in these courses is still mostly voluntary in most European countries, although language requirements are becoming standard for residence permits and nationality requests (several European countries have introduced language tests). Attending an integration course is compulsory in some countries

⁽²⁵⁾ The information which supports this discussion was collected via expert interviews, EMN factsheets and the EMN ad hoc query on programmes for the linguistic integration of immigrants.

and is frequently a clause in integration contracts signed between immigrants and public authorities (local or central): examples are the Flanders inburgering contract in Belgium and the contract of integration and hosting (*contrat d'accueil intégration* (CAI) in France. All those who arrived in the Netherlands after 2007 (newcomers), must undergo a civic examination.

Whether voluntary or compulsory, most language and civic programmes are financed by national public administrations or/and by European funds (European Social Fund (ESF), European Fund for the Integration of Non-EU Immigrants (EIF)); they are free of charge for immigrants, though some States require a contribution from the clients as in Germany which collects a small fee from each participant to contribute to the financing of the programme. Integration course participants in the Netherlands have to support their full cost, with the possibility of applying for a state loan for this purpose ⁽²⁶⁾.

Some countries have created websites which provide information about integration procedures, introductory courses and other tools, easing access to these courses and providing online resources to prospective migrants. The website 'make it in Germany' ⁽²⁷⁾ has provided information about German language, culture and institutions, as well as about formal requirements and procedures to take up work or studies, since 2012. As in most other European countries, this website is an initiative of the public administration; the information is available in German and English. The non-availability of the information in third-country languages is frequently a limitation of the online tools, though some countries have developed websites in a number of languages. The Swedish Migration Board website, for example, (IOM, 2013a) ⁽²⁸⁾ is reportedly available in seven languages and provides factsheets in 27 more languages. Similar cases have been identified in Spain and Italy ⁽²⁹⁾ (see case studies).

Some countries have developed targeted approaches for specific groups, which are deemed to have higher needs or a strategic role in community development. Although courses are aimed at all immigrants to Greece, they especially target mothers, parents of children of school age and illiterate individuals. Women are also targeted in Italy, together with low-qualified

⁽²⁶⁾ If deemed relevant and necessary, municipalities can provide free preliminary literacy courses for specific groups.

⁽²⁷⁾ <http://www.make-it-in-germany.com/en/> [accessed 19.3.2014].

⁽²⁸⁾ The IOM report on information for migrants and employers displayed this information, although recent review of the website only allowed for navigation in English and Swedish.

⁽²⁹⁾ www.integrazionemigranti.gov.it [accessed 3.4.2014].

unemployed. Women tend to be privileged as client groups, given their fundamental role in the integration of immigrant children, their potential as role models for younger girls, and the need to minimise the family risk of social exclusion. There is also evidence of targeted development of ICT skills and third language skills for older immigrant workers.

The targeted approach illustrates the attempt to anticipate responses to community needs and barriers to integration and development. Needs identification can be taken further, both at community and individual level; evaluated needs are mostly basic literacy, although some countries have made an effort to identify further integration and career development needs. Such needs will usually be assessed if the services provided include information about learning, qualification possibilities and individualised career counselling.

Several countries report an integrated approach of this kind (Belgium, Greece, France) and many report some sort of connection to immigrant career development support via employment services. The way joint basic reception and integration services and career planning are carried out is not entirely clear in many cases; for example, it is not always clear how immigrants are sent to follow-up actions from the reception services to the PES or what kind of information they carry concerning their skills and needs.

Usually the approach the language and civic programmes adopt is based on a summative evaluation of skills and knowledge, expected to be developed within traditional curriculum-based courses. The degree of adaptation of these courses depends on a previous literacy assessment or the integration of pedagogic elements that account for the learning specificities of cultural groups and individuals.

Although the summative evaluation strategy is practical and easy to implement, it carries the fundamental problem of not necessarily laying down an individual career development path. It reflects an idea of sufficiency of skills for successful integration, with limited consideration of contexts and characteristics of individuals. Alternative/complementary, approaches based on more comprehensive assessment methodologies can be used to register skills and needs, allowing for more targeted interventions and for a more self-reflexive process on behalf of the individuals.

This type of formative (Sultana, 2011) assessment can serve many purposes besides evaluating the immediate outcomes of a basic integration course: it can stimulate individual self-reflection about his/her career development needs and motivate people to further learning; it can inform employment services, trainers, schools and guidance services so that they can better adjust their provision; it can assist validation processes.

The full range of CMS which can be developed to support migrant integration potential goes beyond the development of basic literacy and 'civic' competence. Many of the skills which can be further developed are within the European catalogue of lifelong competences, namely in 'learning to learn'. The idea of leaning to learn implies many particular skills related to accessing information autonomously, managing one's own time, and having an awareness of one's own assets, training needs and aspirations.

One way of implementing a comprehensive formative assessment approach is the adoption of passport or portfolio tools. These can serve as a support for migrant career development, from the moment of entry, allowing for a register of skills levels and structured reflection and planning of career development steps. One of the main advantages of this instrument is its portability, which allows clients to engage in different services (guidance, vocational training, workplace training, and validation) with a certified register of their previous steps.

One interesting example of portfolio use comes from France, where the integration contract, the CAI, serves as a pathway to career development by proposing comprehensive career assessment and planning. Most immigrants of working age can benefit from a *bilan de compétences* in the French immigration office (OFII), which will aid planning of further steps, leading to successful labour market integration, such as training, validation of experiences, recognition of qualifications and informed choice of career paths. The beneficiaries are followed for up to six months to monitor their labour market integration. The fact that the CAI is supported by a framework agreement between OFII, the responsible ministries for immigrant admission and integration, the public employment service, and professional and employer organisations, aids guidance processes for all CAI beneficiaries.

4.4. Bridging access and skills development: assessment and recognition

Assessment activities can help raising the quality of supply-side information in the labour market, giving more information on the potential and skills needs of arriving labour. This information, in turn, allows better adjustment of career development provisions, such as training and guidance, and permits better labour market matching.

Cedefop research (Cedefop, 2011a) highlights mismatch in overqualification of highly skilled immigrants, largely attributable to weak signalling of their (unrecognised) qualifications. Given the fact that many third-country immigrants arrive with skills and qualifications which are undocumented or not recognised

automatically by local agents, identification and assessment of skills becomes very important, alongside the recognition of foreign qualifications. Validation and recognition processes are tools which allow for correct labour market signalling, improving matching of skills and jobs.

Further, by bridging foreign and national qualifications, recognition processes tend to offer upskilling for lower-end labour, since they prescribe bridging courses so that immigrants find an equivalent qualification on an ascending occupational pathway. This is particularly important when we consider that demand for highly skilled workers is likely to grow at a faster pace, due to foreseen high-skill production processes and services, according to Cedefop skills forecast (Cedefop, 2010).

One of the main limitations of recognition processes is their relative fragmentation in many European countries, frequently due to the characteristics of their administrative system. In Germany, for example, although education policy and the recognition of qualifications are under the regional authorities (the *Länder*) which have agreed on shared standards, the prevalent apprenticeship (dual) system is under federal law (IOM, 2013b). As a result, legislation and procedures leading to recognition and certification may differ within a single occupation (as with health professionals). Belgium also has a fragmented recognition system across its constituting communities, which have different, independent standards.

Variability and fragmentation can also occur across ministries and agencies which share responsibility over recognition stages or areas of knowledge certification. Problems can be associated with university-specific recognition of certificates in higher education – because of universities' autonomy – and in health professions, where the ministry of health certifies professionals, while the education certificates are issued by education administrations.

The perceived complexity of recognition systems might discourage immigrants from accessing them and so help to prolong mismatch, with consequent economic and personal losses. A study carried out by the International Organisation for Migration (IOM, 2013b), in 2010, in the Czech Republic showed that 40% of third-country immigrants were discouraged by the difficulties in the recognition process and that only 31% of those with a work permit had obtained an equivalence certificate. Further, signposting and advice concerning recognition systems is often only in the native language of the receiving country.

As with introductory language courses, some countries have attempted to minimise language barriers and access to information by developing websites which provide clear information on recognition and validation. Germany has two

examples of online resources: a dedicated portal with information about recognition procedures ⁽³⁰⁾ and the IQ network portal (see case studies) for online career advice (with a flyer in English).

Recognition procedures may still be hampered by barriers to some professions, as in rules which exclude non-nationals from access. Germany has recently (2012) (European migration network, 2013) started to ease recognition of foreign qualifications by abolishing German-exclusive access to a number of occupation, though barriers to certain professions still exist (craftman's certificates).

Some countries have attempted to reduce complexity by centralising recognition processes. Denmark has created a single agency (DAUI) for the recognition of foreign certificates for both work and learning purposes. In spite of its centralising role, DAUI has limited scope. Its decisions/recommendations over equivalence of foreign qualifications are binding for public sector procedures, unemployment benefit decisions and publicly regulated professions but professional practice is regulated by sector-specific authorities.

The Netherlands have also created a centralised system (IDW ⁽³¹⁾) for recognition of foreign qualifications through the recognition centres for higher education (Nuffic) and for VET (SBB). The system assesses evaluation requests and provides complete information about relevant procedures in its website. Other countries which have taken recent steps towards the simplification of recognition procedures include Belgium, Estonia, Germany (established a dedicated web portal) ⁽³²⁾, Sweden and the United Kingdom.

Recognition systems may be costly and time-consuming for both individuals and enterprises, particularly SME's; this might discourage firms from hiring qualified foreign labour for highly skilled placements, increasing negative labour market discrimination and mismatch. Firms also tend to have a limited insight into recognition processes and, in the case of validation, tend to adopt their own APL procedures, which may have limited connection to national standards ⁽³³⁾.

A 2012 European Commission proposal on APL validation procedures acknowledged system fragmentation and variability in the degree of development of national systems. The ensuing Council recommendation (Council of the

⁽³⁰⁾ http://www.anerkennung-in-deutschland.de/html/en/professional_recognition.php [accessed 3.4.2014].

⁽³¹⁾ <http://www.idw.nl/> [accessed 3.4.2014].

⁽³²⁾ <http://www.anerkennung-in-deutschland.de/html/en/> [accessed 3.4.2014].

⁽³³⁾ Main findings of the forthcoming Cedefop study on assessing competences in enterprises.

European Union, 2012) prompted countries to establish by 2018 comprehensive validation systems to address several issues: secure a better match between skills and labour demand; address skills shortages in growing sectors; promote better transferability of skills between companies and sectors; and increase mobility in the EU to live and work.

It is self-evident how relevant this process is for third-country immigrant labour market integration. It relates directly to minimisation of mismatch among migrant groups, the possibility of better signalling of migrant skills in the private sector, and mobility opportunities sponsored by EU-level initiatives, such as the blue card. Validation processes can also play a valuable role in reengaging migrant early drop-outs in education and training, by making experience outside formal learning relevant for the acquisition of further qualifications (as with Estonia, Latvia, Romania).

The recommended structure for validation systems and processes also implies greater adoption of EU-level tools, such as the European qualifications framework (and related national frameworks), and the European credit transfer in higher education and in VET (ECVET), which will benefit the intra-EU mobility of highly qualified third-country citizens. The validation is in four stages: identification of an individual's learning outcomes acquired through non-formal and informal learning; documentation of an individual's learning outcomes acquired through non-formal and informal learning; assessment of an individual's learning outcomes acquired through non-formal and informal learning; certification of the results of the assessment of an individual's learning outcomes acquired through non-formal and informal learning in the form of a qualification or credits.

Guidance plays a strong role, especially in the identification and assessment stages. Assessment methods can be used to not only evaluate learning outcomes but also to generate a self-reflexive process, supporting a successful career path. They can also anticipate the information needed in validation and recognition processes, being possible even prior to the migration process, with cooperation between origin and receiving country services; this prior assessment is a requirement in Germany, France and Denmark.

If the foreign citizens are already in the country, assessment procedures can be implemented from the introduction stage. The French *bilan de compétences* is a transversal tool used – with contextual adaptation – in a variety of sectors and with different client groups. This creates pressure for system coherence in assessment of skills and their certification. In the Netherlands, immigrants also have access to an integration dossier which attempts to register all the information about the person's previous learning experience in formal and non-

formal environments. Sweden has similar validation procedures, with the additional aspect of supporting recognition of skills for undocumented immigrants (generally refugees, see case studies).

4.5. Quality issues

Quality assurance mechanisms are needed for the development and sustainability of integration activities. In this section we explore some important aspects which influence the overall quality of integration initiatives.

4.5.1.1. *Improving labour market information*

One of the main issues affecting both immigrants and employers is the poor quality of the information about workers' skills, the skills requirements of jobs, the opportunities provided by training systems, and legal procedures for integration, recognition and validation. This corresponds to the full spectrum of labour market information, including labour demand and supply, as well as the production and matching of skills.

From an employer perspective, reduced knowledge of labour legislation for immigrant integration, recognition procedures, PES support and cumbersome bureaucratic procedures might discourage the hiring of immigrants. This is particularly true for SME's, which have limited resources for investing in newly-hired workers, who ideally should be job-ready to offer immediate investment return.

Further, information provided by public services (mainly PES) about migrant labour may be organised in a way (experience, skills descriptions, personal profiles) which is not relevant to firms, since it might not relate to the firm context (organisation of the production lines, commercial organisation and strategy). Firms also usually have little or no influence in defining the quotas and skills priorities for point-based systems (IOM, 2013a) ⁽³⁴⁾, and may not need the priority qualifications specified in the country. This raises the question of to which extent are PBS systems demand-driven which, considering that the European economic fabric is dominated by SME's, makes this problem acute.

Reforms to increase the role of employers in the definition of the PBS were introduced in the United Kingdom in 2011, giving them a greater formal role in

⁽³⁴⁾ This information is largely based on the report improving access to labour market information for migrants and employers.

<http://www.labourmigration.eu/research/report/23-improving-access-to-labour-market-information-for-migrants-and-employers> [accessed 3.4.2014].

migrant admission and in assuring migrant compliance with immigration requirements. The United Kingdom Border Agency also provides information on hiring foreign workers. The system favours employers which sponsor integration processes, providing tailored assistance to them. This strategy essentially benefits large employers, rather than SME's; further guidance and information should be provided to employers, especially SME's, on procedures for hiring immigrants, along with simplification of administrative procedures.

Difficulties in access to relevant information migrant individuals also affect the supply side, the more traditional intervention area of guidance. The fundamental problem is that individuals have a distinct and unequal set of CMS: knowledge of foreign languages, systems, laws, ICT literacy and access to social/professional networks. Immediate and medium-term career outcomes are likely to be very different for individuals with very different levels of CMS. The fundamental way in which national administrations try to compensate for these needs is to establish introduction programmes, as discussed in Section 4.3.

Introductory courses usually do not account for the difficulty immigrants have in accessing local professional networks. Highly skilled people will tend to more autonomous exploration of the job market, given their ease of navigation with web browsers in other languages than their own, finding information on recognition processes, training courses, job advertisements and accessing employment services. Those with lower qualifications will tend to have greater difficulty in finding these resources.

When accessing local networks, lower-qualified immigrants usually find work via informal channels near the native country emigrant community. Ties are established with workers with similar qualification levels and grant access to a certain type of jobs. This type of social dynamic reinforces the tendency for ethnicity-based labour market segmentation, reducing the odds of desirable upskilling for immigrants. It also lowers the odds of a correct match to their skills, since many may take jobs below their qualification levels, found through the expatriate network.

One possible solution is to raise the profile of guidance services provided to immigrants by engaging and training prominent members of the community to act as role models, providing insight into successful career paths and access to wider social networks. We have found examples of this type of practice in our case studies. This approach requires a positive public administration attitude to engagement with the established migrant community (employers, public figures), to adapt practices to needs and cultural traits. Supporting and promoting the activities of NGO's may prove a successful engagement strategy (Germany, Italy, the Netherlands and Austria provide evidence of number of similar projects).

Another way of combating ethnicity-based segmentation is to improve the quality of the labour market information to which immigrants have access prior to their departure. This requires cooperation between receiving countries, immigrant networks and originating countries. The most usual option is a bilateral agreement between two countries, normally with the purpose of rationalising flows according to skills demand.

Nine Member States analysed in this report (Belgium, Czech Republic, Germany, Greece, Luxembourg, Hungary, Portugal, Slovenia, the United Kingdom) have reported bilateral cooperation agreements and projects with third countries, aimed at temporary workers, students and trainees (European migration network, 2011a). Many of these agreements reflect the need to regulate the inflow, outflow and legal return of seasonal foreign work. They can also finance (sponsor) temporary highly qualified work and studies (frequently combined), the later frequently under youth mobility agreements or agreement targeting specific sector needs; the health sector is the most frequent.

Germany has established contract worker agreement with 14 central and eastern Europe states as well as with ex-Yugoslavian federation countries and Turkey. These enable companies in partner EU Member States and third countries to send employees to Germany for a limited duration for the purpose of completing a work project in cooperation with a German company. Belgium, Bulgaria, Germany, Greece, Hungary, Lithuania, Poland, Portugal, Sweden and the United Kingdom reported on their participation in the EU mobility partnerships (mainly with eastern Europe) with the express aim of building up partner capacity to provide targeted guidance to citizens who wish to migrate to their territory. Another interesting tendency across Europe is a notable increase in bilateral agreements with south-east Asian countries such as China, Taiwan and Korea.

4.5.1.2. *Generating an evidence base on integration*

One of the problems often highlighted by expert analysis of integration issues is the lack of evidence on the operation and efficiency of labour market integration measures. There is not enough documented evidence on the way integration programmes are implemented, their results, the way they were staffed, their weaknesses and key elements for success. When the information exists, it does not follow any particular standard, which limits the comparability of practices and their outcomes.

This problem derives, partly, from the fact that integration practices are frequently project-based, without a stable framework. Although the bulk of guidance activities for integration are in the frame of policy programmes, with structured monitoring and accountability systems (such as youth guarantees,

education or active employment measures), guidance activities are not well monitored and assessed. The governance and outcomes of guidance for integration have, consequently, weak accountability which, in its turn, generates equally weak arguments for continuity and resource allocation.

The generation of an evidence-base of comparative practices, clearly describing the operation and cost-effectiveness of activities, is fundamental for the sustainability of practices. The EU-funded European migration network has taken first steps in this direction, creating a database of practices shared by promoters across Europe. In spite of its value, the level of information in this database does not allow for rigorous comparative assessment of the efficacy of practices (especially on the reporting of outcomes). The European lifelong guidance policy network is also taking steps towards generating an evidence base of guidance practices.

A number of countries have reportedly developed tools to monitor the outcomes of guidance activities (Denmark Germany Greece, Hungary, Portugal). These monitoring systems tend, nevertheless, to have a narrow sector focus, normally in education or employment policy fields. They also tend not to register cultural backgrounds of individuals and their parents and do not account for contextual variables which might affect outcomes, such as the individual's social networks and local poverty levels.

A well-developed quality assurance system is the Danish one, which attempts to capture objective outcomes of guidance processes, such as effects on transition rates, dropout rates, economic benefits and civil participation. The system is coupled with a careful register of user characteristics and the follow-up is guaranteed by monitoring contacts and good integration of information systems between educational, training and social support. In spite of its good organisation, the Danish evidence base strongly focuses on youth and the education/training system.

In the United Kingdom, the Greater London Authority (GLA) has been showing greater and more consistent concern for this matter, by assessing integration barriers and migrants' needs in a progressively more structured manner with a clear concern for the comparability of data ⁽³⁵⁾. Due to the concentration of immigration in the London area, the GLA has responsibility for the integration of most of the immigrant labour in the United Kingdom.

⁽³⁵⁾ <http://www.london.gov.uk/mayor-assembly/london-assembly/publications/tailor-made-improving-adult-careers-services-in-London> [accessed 3.4.2014].

4.5.1.3. *Practitioner skills*

Another fundamental aspect which influences the quality of practices is the training of guidance practitioners who deal with migrants publics. To provide useful information and advice, these professionals need to have sound knowledge of information on integration procedures, legal and policy frameworks related to integration, benefit schemes, labour market legislation, housing legislation, access to health and social security. They also need to have the necessary skills to deal with people from different cultures, with different values, perceptions of the world and distinct ways of learning and expressing themselves; these so-called multicultural skills include such diverse aspects as fundamental knowledge of the other culture or the ability to listen intently.

Public administrations and training providers need to have specific concern for the training of these professionals and create regulations which assure that they have the correct set of skills. This is not currently the case across Europe. Normally, multicultural training will be an integral part of practitioners training in countries with an immigration tradition but progress has been uneven.

Most countries report that multicultural aspects are part of the training curricula of any trained counsellor, although there are no specific binding regulations and multicultural counselling is often not compulsory. At best, there is endorsement of specific training for staff working with diverse client groups, as frequently occurs in public employment services.

The most common arrangement seems to be the transfer of the responsibility of assuring multicultural skills of practitioners to the entities that provide their basic training, generally universities. The quality assurance measure, in this case, is public services hiring policy which only admits qualified counsellors with higher education degrees including multicultural training (Denmark, Ireland, France, Latvia, Lithuania, the Netherlands, Austria, Poland, Portugal, Romania, Finland and the United Kingdom in Scotland) (Cedefop, 2009). At this level training is significant and sustained by a number of structured approaches, following the same common principles discussed earlier.

All countries with high levels of immigration reported that most counsellors that specifically deal with immigrants have had multicultural training, although it is not always reported clearly when this training occurred and what were its contents. In several cases this training was seen by experts as insufficient due to limited development of both necessary knowledge contents and appropriate skills.

For example, Spain, Italy and Austria reported on counsellor multicultural training, although several limitations in the courses provided are mentioned by experts: the knowledge base of trained counsellors about immigrant support

systems and legal procedures is frequently insufficient; the training does not necessarily follow a standardised structure, so it is difficult to identify the actual skills of multicultural practitioners; training of practitioners is frequently associated with their previous professional experience with migrant publics and was developed in an ad-hoc manner.

Some countries have invested strongly in the past in this type of training but are now phasing it out and giving preference to cost-reducing coordination arrangements. The Netherlands is an example of disinvestment in this kind of training due to the limitation of financial resources. Other countries, such as Italy and Greece, are now developing counsellors' multicultural skills. Greece reports on a multiplier model designed to disseminate multicultural training methodologies effectively and quickly and with adaptation to the specificities of the client groups found in the country (see case studies).

Migrants' CMS are also developed in training and educational contexts, which raises the question of how to guarantee the skills of other professionals than counsellors. This problem, more related to career education than to career counselling, has been tackled in different ways, depending on the strategy to integrate CMS development in curriculums. In the Czech Republic, Estonia and Sweden, an infusion strategy was followed by integrating career development themes in the context of other subject courses. This carries consequences for the training of teachers.

On a broader system level, both counsellor and teacher/trainer multicultural training are a part of the principle that sees integration as a two-way process between the immigrant and the receiving society (CBP 1). In practice, all administrative levels responsible for the integration of immigrants – including management – should undergo minimum training on the characteristics and needs of migrant groups. Some interesting practices on this level have been developed by the Council of Europe in the youth policy field ⁽³⁶⁾, such as the compass and domino initiatives.

4.6. Synthesis of system-level discussion points

In this chapter, we have reflected on important aspects of immigration and integration systems across Europe, discussing how lifelong guidance policy

⁽³⁶⁾ See, for example, the compass initiative: <http://eycb.coe.int/compass/> [accessed 3.4.2014].

priorities are being observed in their development. The main points are synthesised below:

- (a) the EU has, in the past two decades, developed an incremental framework of legislation, recommendations, analysis and support instruments which establishes access to equal rights and obligations for third-country immigrants. This framework also encourages and supports national states to take responsibility for integrating migrants in all its dimensions, including labour market, education and civic participation;
- (b) one of the fundamental aspects of the European framework is attracting and promoting the mobility of highly qualified labour. Reportedly, this has an inductive effect on national policies: transposition of EU directives is a strong stimulus for system development at national level;
- (c) great effort is being made at national level to create coordination between ministries and administrative levels responsible for the different aspects of immigration and integration. In spite of relative success in simplifying processes, the reduction of process times, and the reduction of bureaucracy, many limitations remain;
- (d) adequate institutional coordination, clear public support for integration policies and effective engagement of employers, social partners and immigrant communities are still to be achieved in many countries. These have been identified as success factors for the establishment of successful coordination initiatives, such as the OSS;
- (e) alongside the effort to simplify and make procedures more effective, countries have striven to make admission and integration systems more responsive to the growth needs of the economy. As a result, the admission of third-country immigrants has become more selective and geared towards highly qualified citizens. Quotas, occupational lists and point-based systems have been introduced to intensify the demand-driven character of the system. Higher rates of employer participation – especially SMEs – in the definition of the PBS are reported as necessary to increase the efficacy of these mechanisms;
- (f) induction programmes which introduce immigrants to the culture, language, systems and institutions of the receiving countries are a first important step towards successful integration. They provide a base for autonomous career development, by addressing the development of key skills. These initiatives have more impact when complemented by further CMS development and initial career planning. For this purpose, formative assessment methodologies are currently being used (skills portfolios). These methodologies are reportedly more successful when supported by a strong

- network of stakeholders which includes all relevant public authorities, employers and immigrant communities;
- (g) recognition of foreign qualifications and validation of prior learning experiences are key for immigrant integration but are still opaque, bureaucratic and difficult to access by lower-qualified immigrants, with more limited linguistic and ICT skills. SMEs interviewed feel the same fundamental difficulties, and also incur in time and financial costs when they engage in the hiring of immigrants who may require recognition or validation processes. Further simplification of procedures and better information and guidance to both immigrants and SMEs on this level is appropriate;
 - (h) some countries have established dedicated portals in several languages to help both immigrants and employers. Others have also opted for centralising procedures in one agency, to create clearer, more efficient and more accessible guidance services;
 - (i) labour market information for both immigrants and hiring enterprises can be improved. There is documented unequal access to this information for lower-qualified immigrants and for SMEs relative to their more qualified and bigger peers, respectively;
 - (j) a systematic evidence base on the efficacy of integration measures would allow for better accountability of practices and for better criteria in the selection of the approaches;
 - (k) although practitioners and other agents receive multicultural training, it is not always clear what the content of this training is, its sufficiency, coverage and the degree of public commitment to its adoption.

CHAPTER 5.

Guidance in European integration practices

To review current practices, Cedefop undertook 15 main case studies with the help of the ELGPN national delegates and of the project leaders. A series of interviews were developed with national and international experts to understand better the fundamental challenges and dynamics.

Other integration practices from across Europe were also analysed via secondary sources: ReferNet; ELGPN database; European website on integration (see also OECD, 2007; 2008; 2012a; 2012b; European Commission, 2009). From these, 52 practices were identified which resorted to guidance methods to enhance the labour market integration ⁽³⁷⁾ of third-country citizens. From these, 10 additional case studies were selected and further information collected; they are identified below as secondary cases.

5.1. Presentation of case studies

The case studies cover a range of services provided to immigrants in the following groups of countries:

- (a) countries with a tradition in receiving immigrants: Belgium, Germany, France, the Netherlands, Austria and the United Kingdom ⁽³⁸⁾;
- (b) countries which have recently joined the EU: Estonia and Latvia;
- (c) those which evolved from emigration to immigration countries: Greece, Spain and Italy;
- (d) countries which have recently started to have immigration due to a large intake of political refugees: Sweden.

The case studies also account for a varied set of interventions and activities that cover and support three particularly sensitive groups of third-country immigrants: women, youth and unemployed adults with low qualifications. Table 7 presents an overview the case studies ⁽³⁹⁾.

⁽³⁷⁾ We also found evidence of many practices which use guidance methods to increase the integration potential of citizens, although without a clear connection to labour market integration.

⁽³⁸⁾ Germany and Austria in the post-war period.

⁽³⁹⁾ For complete information please access the case study fiches on <http://www.cedefop.europa.eu/EN/about-cedefop/projects/lifelong-guidance/index.aspx> [accessed 3.4.2014].

Table 7 Case studies

Case study	Synthesis
<p>PiA - Migrantinnen fit für den Arbeitsmarkt) (Programme of Hessen 'fit for the labour market'), Germany</p>	<p>The main purpose of the action is to empower migrant women to integrate in the labour market according to their qualifications. They become better informed about training options and validation and recognition procedures. Guidance activities include: interviews, assessment, profiling, CMS development, language training, information and coaching. The programme has combined funding from national authorities and the European social fund. It relies on cooperation between job centres, employers and private employment agencies. The action has been awarded the European enterprise award 2011. Flyer, website, cooperation with jobcentre, word of mouth recommendation, PR in print, internet and social media were used to advertise the activities. Those involved in the activities are specialised in andragogy, consulting, economics, labour market analysis, marketing, human resources management, intercultural competences, (often) own experience of migration. Monthly monitoring reports are provided.</p> <p>Project website: http://www.berami.de [accessed 3.4.2014].</p>
<p>Kodanikuharidus ja kodakondsus & Eesti keele õpe (Adaptation programme and intensive Estonian courses for unemployed immigrants), Estonia</p>	<p>The guidance support provided aims fundamentally at the development of basic skills, information on host country education, training and other social support systems. New immigrants are enrolled in the adaptation programme which comprises language studies, improvement of professional skills and civil studies. The programme offers support in finding information, a place of residence, obtaining healthcare and social services, education and vocational education and help with everyday activities. Courses are provided by Foundation Our People in cooperation with Tallinn University.</p> <p>Project website: http://www.meis.ee/ [accessed 3.4.2014].</p>
<p>Projekt Kumulus (Consulting and career guidance in work, education and employment for youth and young adults from immigrant families), Germany</p>	<p>Guidance support aims at increasing the skills of young people with immigration background via counselling activities and by promoting on-the-job training and internships. Activities include: counselling in schools with high percentage of immigrants, professional orientation events, events for parents, and individual counselling in the main-office of the project. Cooperation with employers is undertaken in schools authorised to develop recovery training and search for internships. The programme also attempts to include companies owned by individuals with immigrant background. Counsellors have multicultural training. The project is operated by the non-profit organisation Bildung e.V. under the commissioner for integration and migration of the Berlin senate.</p>

	Project website: www.aub-berlin.de [accessed 3.4.2014].
Centre for Validation of Occupational Skills, City council of Malmö, Sweden	<p>The centre validates immigrant skills and previous education and attempts to shorten the time spent in unemployment. Guidance activities include skills assessment, skills testing, vocational training, informing, advising. The skills testing component is central and relies on the contribution of skilled craftsmen with training in validation procedures. There is particular attention paid to refugees with no documents/proof of qualifications. The department of education coordinates the centre. Labour unions, industries, and professionals in validation are involved to ensure labour market adjustment. There is regular reporting to senior officials and policy/political leaders, twice a year. Users and professionals are surveyed on satisfaction with the process.</p> <p>Project website: www.malmo.se [accessed 3.4.2014].</p>
Topikés Dráseis Koinogís Eutasis gia Eialotes Omádes – (TOP-EKO) (Local integrated programmes for the social inclusion of vulnerable groups), Greece	<p>The programmes provide support for the labour market integration of vulnerable groups, including immigrants. Objectives include raising skills, job placements, creating self-employment, and enabling access to business funding. Guidance activities include signposting, informing about training and job opportunities, individual and group counselling, job shadowing, CMS development, entrepreneurial training. The programmes are implemented by developmental partnerships with non-profit organisations. Multicultural guidance is included in practitioner training programmes. Clients are followed-up. Calls for participation of beneficiaries on websites of developmental partnerships, plus leaflets are used to promote the initiatives. The programmes are funded by the European social fund and regional budgets. Stakeholders include: the Ministry of Labour, Social Security and Welfare, municipalities, centres of lifelong learning.</p> <p>Project website: www.eoppep.gr [accessed 3.4.2014].</p>
Project on promoting multiculturalism funded by LLP/Euroguidance project, Greece	<p>The project provides training and specialised support to experts in multicultural guidance and counselling, so that they can act as multipliers in diverse fields (education, training, employment), by training other professionals, teachers, advisers, and counsellors: adapted guidance methodologies and tools to the Greek context; assessed training needs; training for trainers courses; training to counsellors; reviewed available e-guidance tools. The experts involved have academic/research profiles in multicultural guidance. The initiative was advertised on EOPPEP websites, in targeted e-mails to potential clients, and presentations in seminars.</p> <p>Project website: www.eoppep.gr.</p>
Gabinete de Inserção	The professional insertion offices aim at improving the labour

<p>Professional (GIP) (Professional insertion offices), Portugal</p>	<p>market integration of immigrants, with the prime target of reducing the waiting time to obtain a job. Guidance activities include information about education and training, validation/recognition procedures, apprenticeships, labour market and CMS development. The services are developed by non-profit or public organisations (local authorities, trade unions, employers' associations, associations of immigrants) in cooperation with the public employment service. Clients are directed to specific GIPs according to geographic or cultural criteria. The project is financed by PES and coordinated by the High Commissioner for Immigration and Intercultural Dialogue (ACIDI). All professionals involved have a degree (BA) in human sciences and receive counsellor and multicultural training by ACIDI. ACIDI also monitors the process and follows up clients.</p> <p>Project website: http://www.acidi.gov.pt/ [accessed 3.4.2014].</p>
<p>Active employment measures and preventative measures for unemployment – Latvia reduction, Latvia</p>	<p>Third-country citizens and those from EU countries who have no Latvian language skills are enrolled in Latvian language courses and gain free access to active and/or preventive employment measures. Guidance activities developed include individual and group counselling ('career consultations'), personal planning, vocational assessment, CMS development, and informing about the labour market. Counsellors are professionalised. PES is the State Employment Agency (SEA which provides active and preventive labour market measures. Monitoring is based on analysing information from the SEA official database, questionnaires received from participants, mutual discussions, seminars and other sources.</p> <p>Project website: http://www.lm.gov.lv [accessed 3.4.2014].</p>
<p>Prospects services – National Careers Service, London, United Kingdom</p>	<p>Adults from ethnic minorities receive advice and guidance on their career development: moving into employment and making career changes and taking up learning opportunities which will help them meet their career goals. Guidance activities include needs assessment, individual development planning, informing and advising on training and labour market, and CMS development. Adaptations are available to meet the starting point of each individual client: taking account of cultural issues; barriers caused by lack of language skills and barriers due to lack of understanding of the labour market and/or work practices in the United Kingdom. Services provided include a migrant resource centre with the purpose of supporting immigrants to develop their skills and understand their rights and responsibilities. The service is delivered by qualified careers advisers with multicultural training. Promotion methods include web, social media, leaflets, events such as adult skills, and local promotion through local projects and community activities. The National Careers Service (NCS) is funded by the</p>

	<p>department for business, innovation and skills (BIS). Project website: www.prospects.co.uk [accessed 3.4.2014].</p>
<p>Contrat engagement diversité (CED) (Contract commitment diversity), France</p>	<p>The CED is a mechanism which allows at-risk groups, potentially subject to discrimination, to have greater access to guidance training options, internships and work. It relies on a contract signed between clients and supporting entities which allows for the client to acquire professional experience within one of the partner organisations in the public sector. The programme is designed so that the experience and training acquired can be transferred and networked into the private sector, once the programme is concluded. The CED pools existing support mechanisms (contracts) reinforcing them with a targeted set of guidance, advice and follow-up activities. Guidance activities include a detailed assessment with sampling of professions, production of a personal development plan, on the job training with tutorship. The individuals are followed by a counsellor, a tutor in the host institution and a 'godfather' for the transition to the private sector at the end of the programme. All participants are trained and each CED is regularly monitored. Partner organisations include the City Council of Amiens, the administration of the Somme department, the hospital centre of Amiens, the regional government of Picardie and the public employment service.</p> <p>Project website: http://amiens.fr/egalite/ [accessed 3.4.2014].</p>
<p>+development (Comprehensive intervention for immigrants), Greece</p>	<p>The project provides services which support the integration of immigrants at risk of social exclusion. Guidance activities include the development of basic skills (including language), skills assessment, counselling, information on training and labour market and the development of professional networking and job matching in cooperation with employers. The project also develops awareness-raising events with the participation of both the native and immigrant communities. The project is supported by a website that enables the exchange of good practices. Partner organisations include the Nostos Organisation for Social Integration, non-profit organisations, a centre for women's studies, the Greek Council for Refugees, the General Secretariat for Lifelong Learning, the Greek Manpower Employment Organisation.</p> <p>Project website: http://www.nostos.org.gr/site/en/index.html [accessed 3.4.2014].</p>
<p>Portale Integrazione Migranti (Migrant integration portal), Italy</p>	<p>The portal provides guidance through online information and advice to immigrants. It aims at aiding access to all services offered in the territory, ensuring proper information for non-nationals, easing their integration into Italian society. It is organised in four areas: education and learning, work, housing and local government, access to essential services, and minors and second generations. For each area the portal</p>

	<p>offers essential information allows the user to locate private and public services. It also provides information about the most important innovations in legislation, institutional initiatives, and activities undertaken at national, regional and local levels. The project is jointly financed by the European fund for the integration introduced under the coordination of the Directorate General for <i>dellImmigrazione</i> and integration of policies (<i>Ministero del Lavoro e delle Politiche Sociali</i>).</p> <p>Project website: www.integrazionemigranti.gov.it [accessed 3.4.2014].</p>
<p>Orientación formativa y laboral (AMIC) (Vocational guidance for Immigrants), Spain</p>	<p>Non-profit organisation AMIC provides guidance services to immigrants in Catalonia, with the primary aim of enabling the recognition of their qualifications and support further professional development. Guidance activities include information about available training options, the labour market, legal requirement to work, CMS development, skills assessment, career development planning, job search support. Follow-up during the full recognition process is also provided. There is cooperation with municipalities to support family reunification and the integration of women and youth. Staff have training and experience in relevant areas, including mediation and immigrant issues. The service is reportedly designed to be fast and non-bureaucratic, to facilitate the quick integration of immigrants. AMIC is an NGO connected to the trade union UGT. The services are provided in the context of Barcelona Services for Immigrants and Refugees (SAIER) which also includes the Red Cross, the Bar of Attorneys, refugees associations, the residence permits service and language courses providers.</p> <p>Project website: www.associacioamic.cat [accessed 3.4.2014].</p>
<p>Bildungstreff oberes murtal (Education Meeting Point Upper Murtal, meeting point for information and career guidance for migrants), Austria</p>	<p>The main purpose of the 'meeting point' is to provide a free access career support service to at-risk groups, with special emphasis on migrants and older workers. The services and activities have broad and open access and are not mandatory. Guidance activities include individual counselling in several languages, multilingual collective information sessions, and workshops on the training system, history and culture of the receiving country. Awareness raising workshops are developed near to the project partners, resorting to experts with immigrant background. Approaches are adapted to group typology (women, youth, low-skilled). The project is led by an NGO specialised in multicultural guidance – ZEBRA – and relies on a network composed by training centres, women associations, PES, German language providers, social support organisations, hospitals, guidance centres and regional administrations.</p> <p>Project website: www.stvg.com [accessed 3.4.2014].</p>

	<p>http://www.bildungstreff.at/bildungsberatung/angebot.html [accessed 3.4.2014].</p>
<p>IQ Netzwerk Berlin (IQ Network), Germany</p>	<p>IQ (integration by qualification) network is a nationwide information and counselling network for adult immigrants covering the following fields: consulting, German at the workplace, business start-up, cultural mainstreaming, skill auditing (assessment) and vocational qualification (information and tailor-made course design). This case study focuses on IQ network Berlin, which provides information, advice and general support in recognition processes. The network is promoted by the Federal Ministry of Labour and Social Affairs (BMAS) and the German Federal Employment Agency (BA). IQ acts as an umbrella network and supports regional initiatives such as NOBI (see secondary cases). Evaluation is conducted externally by a private company using both qualitative and quantitative methods. Funding: BMAS and ESF.</p> <p>More information at: http://www.netzwerk-iq.de/ [accessed 3.4.2014].</p>

Table 8 **Secondary case studies**

Cléf de France (Key of France), France	<p>Offers to newly arrived migrants who face difficulties in finding employment and/or housing at their current place of residence, the possibility to start their integration process in another region where they will have better access to employment and housing facilities. Guidance activities to support mobility include awareness-raising workshops, individual interviews, advice, vocational training, and networking with employment and housing actors to implement mobility plans. Migrants are followed-up after relocation. The project is evaluated yearly. Evaluation includes: number of households relocated by the project; number of workshops/interviews organised; number of reception centres participating in the project; number of professionals trained in the framework of the project. Funding: European refugee fund and national state funding.</p> <p>More information at: http://www.france-terre-asile.org [accessed 3.4.2014].</p>
Cellule stages (Internship Cell), France	<p>Offers support to secondary (or equivalent) immigrant students who are potential targets for discrimination in their search for internships. The programme is supported by a network of firms Club d'entreprises Face Lille Métropole and by the City Council of Roubaix. Guidance activities involve schools, and comprise development of CMS (CV, interviews, social competences), assessment of aspirations and barriers, information on internships, personal planning. Funding: City Council of Roubaix.</p> <p>More information at: http://www.ville-roubaix.fr [accessed 3.4.2014].</p>
NOBI, Germany	<p>NOBI is a regional network supported by IQ network, which aims to enable the recognition of professions developed abroad, the development of standards for complementary qualifications to achieve full recognition, and intercultural training for public bodies or labour administrations. Guidance activities include information, advice and support in procedures leading to recognition of regulated professions/ qualifications. NOBI also cooperates on the development of the standards with the Chamber of Skilled Crafts Hamburg. Other activities include intercultural training for counsellors in job centres and agencies in Hamburg and Kiel, networking of organisations to support business start-ups by immigrants, professionalisation of immigrant organisations. NOBI evaluation is external and includes qualitative interviews at management level and field research. Funding: Federal Ministry of Labour and Social Affairs and the Federal Ministry of Education and Research.</p> <p>More information at: http://www.nobi-nord.de/ [accessed 3.4.2014].</p>

<p>Employment of financial immigrants in agriculture, Greece</p>	<p>This project had as its main purpose to promote the employability of economic immigrants from Albania, Bulgaria and Pakistan who work in the agriculture sector (essentially men) and women who want mobility from the jobs they usually perform as housecleaners and caretakers. The programme provides guidance by informing and advising and supporting individuals in the start-up of agro-touristic enterprises, the acquisition of professional skills and the development of support structures. Awareness-raising activities were developed by employers aiming at the elimination of negative stereotypes. The project was led by the Aristotle University of Thessaloniki in cooperation with the prefectures of Karditsa (Thessalia), Lasithi (Crete), the District of central Greece (Prefecture of Fthiotida, Domokos) and the headquarters of the network for the social support of refugees and immigrants.</p> <p>For further information contact Professor. Afroditi Papadaki-Klavdianou</p> <p>Aristotle University of Thessaloniki http://www.auth.gr/en [accessed 3.4.2014].</p>
<p>Atana (Diversity within the board of directors strengthens organisations), the Netherlands</p>	<p>Atana provides training and opportunities for members of minorities to develop an executive post in the non-profit sector. The programme relies heavily on guidance activities to select and successfully place candidates, as well as develop their skills. It consists of five steps: selection – voluntary organisations and education institutes employees of Atana search for candidates and interview them to assess their motivation and skills; training for the posts in cooperation with the Maastricht Graduate School of Governance; matching of host organisations' needs with suitable candidates; coaching and personal counselling after placement; integration in the society of Atana, where participants meet and exchange experiences. The success rate is high, with 60% of clients now holding permanent functions in a board. Funding: municipalities, the province of Limburg, housing cooperatives, the Oranjefonds, the VSB-fonds, the SKAN-fonds and Stichting Elisabeth Strouven Maastricht.</p> <p>More information at: http://binoq.nl/atana/home.aspx [accessed 3.4.2014].</p>
<p>Red Ariadna (Adriadna Network), Spain</p>	<p>The Ariadna network develops actions aimed at: combating labour market discrimination of asylum seekers, refugees, and other individuals under international protection; creating a realistic perspective of the socioeconomic reality of their host communities; supporting cultural and labour market integration. The network comprises the NGOs Accem, the Spanish Commission to Help Refugees (CEAR), the Spanish Red Cross, and four hosting centres for refugees under the Directorate General of the Integration of Immigrants in Mislata (Valencia), Seville, Vallecas (Madrid), and Alcobendas (Madrid). Guidance activities include: defining an itinerary for social and labour</p>

	<p>integration; development of social and work skills; job placements, support to self-employment; awareness-raising activities by employers and institutions; international exchange of good practices. The staff receive specialist training. The project website provides information to asylum seekers, refugees, and businesses. An internal evaluation is regularly provided to sponsors. Funding: European social fund and by the Spanish Ministry of Employment and Immigration.</p> <p>More information at: http://www.redariadna.org/ [accessed 3.4.2014].</p>
<p>Centro Nacional de Apoio ao Imigrante (CNAI) (National Centre for Immigrant Support), One-Stop-Shops (OSS), Portugal</p>	<p>The one-stop-shops CNAI provide a comprehensive set of support services to the integration of immigrants in the same physical space: Border Control Service, the Labour Inspectorate, the Social Security Office, regional health administration, the Regional Directorate of Education and the Central Registry Office, as well as information about employment (GIPs, see main case). Immigrant citizens have access to the shops independently of their legal status. Many of the tasks, especially the guidance activities – information and advice – are developed by socio-cultural mediators in nine different languages, concerning immigration law, rights and duties in access to the labour market, housing, health, education, and Portuguese citizenship. Reportedly, interaction between agencies has generated more efficient handling of processes. The OSS has received in the European public sector award, EPSA 2011. Funding: High Commission for Immigration and Ethnic Minorities, Ministry of Labour and Social Solidarity, European integration fund.</p> <p>More information at: http://www.acidi.gov.pt/es-imigrante/servicos/centros-nacionais-de-apoio-ao-imigrante---cnai [accessed 3.4.2014].</p>
<p>Artveldehogeschool (Tutoring project), Belgium</p>	<p>The guidance in this project consists of providing tutoring and language coaching by voluntary university students to immigrant youth (up to 26 years). The programme aims at: developing language skills of migrant students to increase their career opportunities and study motivation; generating awareness of national professional networks; using students as role models to help parental supervision. The university cooperates with intermediaries and care coordinators in schools to select and place students. Funding and annual evaluation are provided by the King Baudouin Foundation, tutors are closely supervised.</p> <p>For further information contact Hilde Van Puyenbroeck.</p> <p>http://www.klaarvoorhogeronderwijs.be/ [accessed 3.4.2014].</p>
<p>Bildungszentrum (Education Centre), Mannheim, Germany</p>	<p>The project identifies and develops the capacity of immigrant entrepreneurs who are willing to provide apprenticeships for school leavers with a migration background. The standard dual apprenticeship system is complemented by a training provider to</p>

	<p>the managers. The project is developed by the non-profit organisation Ikubiz in cooperation with the Chambers of Industry, Commerce and Crafts, (vocational) schools, the Labour Office, the City of Mannheim. Guidance includes assistance with administrative issues, coaching of the trainees, mentoring the apprenticing companies and training of trainers. Information is provided in schools, apprenticeship fairs and through a magazine that is distributed in schools. The network supports school leavers in finding internships/apprenticeships and provides vocational counselling, training and social-pedagogical support. Activities are evaluated via questionnaires to trainees. Funding: the City of Mannheim, the German Federal Labour Office, the Ministry of Economic Affairs of the Land Baden-Wuerttemberg, the European social fund and the Freudenberg Foundation.</p> <p>More information at: http://www.ikubiz.de/ [accessed 3.4.2014].</p>
<p>Vluchtelingenwerk Vlanderen (Refugee Flanders) (Guidance and counselling service for refugees, asylum seekers and others), Belgium</p>	<p>Guidance and individual counselling to refugees, asylum seekers and other immigrants to facilitate access to higher education. Clients are expected to have finished secondary education and are to have basic knowledge of the Dutch language. Information is provided about recognition of qualifications as well as about the Flemish higher education system, its entrance requirements, preparatory courses and potential financing of studies. Guidance is provided on an individual basis and there is a follow-up of students already enrolled. Tutors are provided for refugee students with the main purpose of reducing dropouts due to lack of social and academic integration.</p> <p>Funding: European refugee fund and Impulse funds.</p> <p>More information at: http://www.vluchtelingenwerk.be/wat_doen_we/action-refugies-flandre.php [accessed 3.4.2014].</p>

Information from the case studies was analysed according to their objectives and aspects of the value-added chain of guidance services, attempting to identify critical options for each component:

- (a) inputs: accounts for the training of staff and for the methodologies and instruments used. Evidence of adaptation of methods is depicted;
- (b) process: accounts for the identification of the activities developed, the type of organisations involved, the participation of users/communities, the ways to generate access by potential clients and instruments used to assess, monitor and mainstream activities and their impact;
- (c) outputs: accounts for identified outputs and depicts specific indicators, whenever information is available.

The following sections provide a discussion of each of these components. A case studies synthesis table containing this information was also produced and

can be consulted in the background document to this report on the Cedefop website ⁽⁴⁰⁾.

5.1.1. Case study practices: objectives

Most of the practices in the analysed case studies have the general objective of supporting immigrant integration through upgrading technical skills and CMS. This can be coupled with the intention to validate skills and recognise foreign qualifications, as it occurs, for instance, in the case of the professional insertion offices in Portugal and the 'Orientación formativa y laboral' in Spain. Validation and recognition activities may also be associated with projects aimed at specific groups with previous work experience, as is often the case of immigrant adult women (see PiA Frankfurt).

The programmes aimed at all immigrant groups may exist in the context of a compulsory set of measures applied to all recently arrived third-country citizens, as in the Estonian adaptation programme. Although such compulsory programmes are becoming increasingly common in the EU, most of the cases selected for this study concern voluntary enrolment for two reasons: these programmes tend to have a very similar structure, with minor modifications across countries; and obligation frequently is attached to the legal status of immigrants, which reduces access to the programmes.

The legal status may justify the definition of specific objectives for others apart from illegal migrants: refugees and asylum seekers. This is the case of the Centre for the Validation of Occupational Skills in Sweden, born from the need to certify quickly the knowledge and skills of undocumented refugees and asylum seekers.

General and holistic projects/programmes may, nevertheless, have objectives for subgroups such as women, youth and the low-qualified, as in the case of the 'meeting point' in Austria, which has different activities for each group.

Other identified objectives include training of experts, counsellors, community leaders/representatives and other professionals in knowledge of other cultures and multicultural methods, and the provision of information to immigrants in several languages via specialised websites (as in the migrant integration portal in Italy).

⁽⁴⁰⁾ Further information: <http://www.cedefop.europa.eu/EN/about-cedefop/projects/lifelong-guidance/index.aspx> [accessed 3.4.2014].

5.1.2. Practitioner skills of and methodologies

5.1.2.1. Practitioner skills

Practitioner skill affects the general quality of the practice, since their ability to respond to clients' needs is affected by their command of guidance methodologies, their knowledge of other cultures and their previous experience with immigrant communities.

In the cases analysed, professionals providing the services have some degree of training in guidance methodologies (sometimes they are HR professionals or cultural mediators). This is true even for roles not necessarily pursued by career development professionals, such as tutoring or mentoring (as with CED). The essential distinction among training of professionals is their degree of preparation to deal with cultural diversity and the consequent variety perceptions, values and career perspectives.

In both the main and secondary cases, available information indicates widespread multicultural training. The contents of this training are not homogeneous across practices and it is not always clear to what degree issues are discussed. Training normally covers aspects such as knowledge of the other cultures, empathy/understanding of the other, self-awareness (regarding value judgements and prejudice generated by previous training).

In a number of cases the emphasis is on knowledge of the typology of practical issues affecting immigrants and the resources available to overcome them, more than on the psychological dimension of integration. Some practices involve legal specialists in immigrant issues, or favour training advisors in the knowledge of labour market, housing and residence law. This is the case of the adaptation programme in Estonia, the validation centres in Berlin (IQ Netzwerk) and Sweden or, to a degree, the 'meeting point' in Austria. In other cases, such as the National Careers Service in the United Kingdom, both aspects are combined in the skills of professionals.

In a number of cases, involvement of professionals with an immigrant background was a route followed to integrate multicultural competence. This is so with PIA Frankfurt, IQ Netzwerk Berlin, the Eesti keele õpe in Estonia, the + development project in Greece and meeting point in Austria (this was also identified in some of the secondary cases).

5.1.2.2. Methodologies and tools

The adaptation of methodologies and tools to client group's characteristics is widely discussed in theoretical terms; particular praised is given to psychological testing. Cultural adaptation counselling meets more scepticism, since adaptation

to cultural group characteristics can be based on a biased perspective, which stereotypes individuals and seeks to mould them into the native 'correct' string of values and attitudes.

Most of the practices analysed do not adapt methodologies and tools to immigrant specifics but use the same methodologies as applied to the general population. Nevertheless, three types of potential adaptation can be identified:

- (a) adaptation of information and advice to immigrant needs;
- (b) adaptation of assessment and counselling techniques;
- (c) adaptation to individual needs rather than cultural traits.

Adaptation of information and advice to immigrant needs is the most popular and simple way of responding to the client group's characteristics. It generally comprises addressing basic immigrant integration needs on arrival, such as the need for translated information and information about national laws, values and systems (health, education, social security and housing).

This adaptation is not exactly an adaptation of guidance methodologies but a tailoring of contents to the client group. Information and advice are not given in a specifically different way, which might be culturally adjusted. Most cases provide, at least partially, information and advice clearly targeted to immigrants. The migrant integration portal, in Italy, is a prime example of targeted information, using ICT.

The adaptation of assessment and counselling techniques potentially covers a vast range of methodologies. In most of the cases analysed there is no evidence of cultural adaptation. Where there is, adaptation often consists of providing advice in the native language of the immigrant.

One of the few examples identified was the project on promoting multiculturalism in Greece, which dedicated a full stage of development to the adaptation of psychometric assessment tests to the characteristics of immigrant communities in Greece.

In most situations the preferred method of adjusting interventions to client needs is based on individual adaptation, in which cultural traits, contextual factors or other personal characteristics may be a basis for intervention.

This method is reported a number of practices which start with careful initial assessment, which may identify the individuals skills, goals, specific training needs, normally in a long session or several, sequential sessions. Typically this type of assessment will lead to a personal plan that may include interventions with cultural specificity; an example is the National Careers Service in the United Kingdom. The assessment period can be prolonged, as in the case of CED, which relies on an initial period of diagnostic lasting up to three months including on-the-job situations, to identify competences and clarify career choices.

This type of approach emphasises the individual as a departure point for the integration processes, acknowledging the cultural dimension as an influential aspect over individual perceptions, beliefs and motivations.

5.1.3. Guidance for immigrants

5.1.3.1. Activities developed

The most widespread activities are information, advising and signposting activities, both in group (the Kumulus project uses collective sessions) or individual, found in most practices, either as autonomous processes or intertwined with more complex interventions. Information may also be the single activity (as with the migration integration portal in Italy).

Except for two, all projects report interviews and individual skills assessment, or mention counselling activities in which some type of assessment is implied. In the case of the validation centre in Malmo, Sweden, of the IQ network in Berlin, and in the vocational guidance for immigrants in Catalonia, the assessment dynamics are directly related to validation and recognition processes.

In other cases, such as the Portuguese professional insertion offices and the programme PIA Frankfurt, the assessment/profiling processes aim at establishing personal plans which will lead experienced workers to recognition and validation processes in other competent entities.

Counselling activities are widespread across practices (reported in 11 cases), both in collective and individual sessions, since they are generally perceived as an effective way to stimulate self-awareness and clarify career options. Counselling can be flexible and may include informing, teaching and assessment moments and perform other functions beyond career development.

The local integrated programmes for the social inclusion of vulnerable groups in Greece include in their counselling sessions the assessment of entrepreneurial potential and methods aimed at developing skills to support business initiatives. The +development project provides psychological support to the clients and their families as part of its counselling activities.

Teaching activities are normally associated with guidance for immigrant integration in two situations:

- (a) proficiency in the host country native language;
acquisition of basic knowledge about the host country's history, values and systems. Needs are assessed, advice is given and a first sketch of personal plans is developed (as in the Estonian *Eesti keele õpe & Kodanikuharidus ja kodakondsus*, the Latvian active employment measures, the professional

insertion offices in the Portuguese CNAI); another case in which teaching is associated with guidance is the development of CMS.

CMS development is reported in five main cases and three secondary cases. CMS development assumes the form of teaching of language skills for work, ICT usage, job-search techniques, social skills development, interview techniques, CV and presentation letter drafting. Some practices rely heavily on CMS development, such as *Cellule stages* in France which attempts to empower youth to search for and obtain their own internships.

Mentoring and tutoring activities can be either the fundamental aspect of a project or one of the activities of a more complex programme. Activities to support the integration of women and the academic success of youth frequently rely on the development of mentoring models, generally resorting to role models. This is the case of the support to migrant students provided by the Belgium Artveldehogeschool tutoring project.

In other cases, such as the Malmo validation centre or the CED, mentors and role models are used to perform a specific function within a larger intervention. In the case of the validation centre, migrant qualified women can be involved as role models to assist those recently arrived. In the CED, mentoring is provided by older workers in the organisations where the internships are offered and by firm owners of immigrant background in the transition to employment.

Job sampling is a fundamental characteristic of the CED from the assessment stage, to establish solid personal plans for the interns. Another way to promote job sampling is through job shadowing of professionals in their work contexts, such as those in the local integrated programmes for the social inclusion of vulnerable groups.

Advocating and networking activities are growing concerns of integration services, and they are normally developed on two levels:

- (a) defence of the fundamental rights of immigrants and increasing their access to the receiving country's systems;
- (b) increasing access to professional/labour market networks in the country.

Many of the awareness-raising activities developed by projects such the Spanish Red Ariadna network to fight discrimination in working environments fit into the first category. The actions developed by organisations to improve the access of immigrants to further public sector provisions also constitutes advocacy; an example of this is the Portuguese GIPs.

Examples of networking immigrants into the labour market can be found in the French *Cellules stages* and the CED. The CED attempts to develop, in internships, both soft and hard skills which can be easily transferable to the firms it networks with. Another interesting example is the secondary case Atana which

simultaneously networks with the communities to identify potential candidates for its programme and with NGOs to identify potential host organisations for internship and employment.

5.1.3.2. *Stakeholder organisations and community involvement*

Most project promoters are either public services or non-profit organisations; in the latter case, there is cooperation between the promoters and public administrations to aid client processes. Most projects are jointly financed by public authorities and European funds.

Non-profit organisations usually have regional scope and cooperate with local actors, such as local employers' associations, local/regional administrations, training centres, universities, research centres and other service providers. Direct involvement with immigrant communities or community representatives is more common when the promoter is a non-profit or private organisation (as with Prospects services in the United Kingdom, Nostos association in Greece, AMIC in Spain).

In some cases immigrant communities may be directly involved in provision of public services as with the Portuguese insertion offices. However, involvement is usually generated indirectly, through financing NGO projects or hiring/collaboration of professionals with immigrant background, as in the validation centres in Berlin and Malmo or in the Estonian adaptation programme.

Public promoters can have both regional and national scope, often connected to the administrative and political framework of the country. Although the sample of cases presented in this report is limited, it is possible to suggest a few tendencies: in Italy, Spain and Germany we tend to find regional initiatives on behalf of public authorities; we frequently find municipal initiatives in France and Sweden; in other countries, central initiatives seem to be more common, as in Estonia, Greece, Latvia and Portugal.

While integration practices developed by non-profit organisations can take any form, public initiatives tend to follow general government initiatives or make use of their established support mechanisms. The Latvian case extends general active employment measures to the immigrant population, thus providing guidance for this group; the French CED uses existing contractual mechanisms to support career transitions in youth and inserts them in a structured programme and support network for groups at risk of exclusion.

Most non-profit projects are project-based, while public initiatives are frequently part of, or can originate, permanent systems. Public authorities tend to insert their interventions in the logic of general support systems with regular budgets and use European financing as a complement; non-profit organisations

develop projects limited in time, frequently with strong support from European funds, except if they are subcontracted by public organisations (as with ‘meeting point’, Austria).

Public employment services are frequently involved in the networks, since they concentrate many of the processes leading to immigrant integration. When they are not effective partners in projects, they are at least closely articulated with promoter organisations.

Varying approaches include a private promoter (employee-owned) in the United Kingdom, Prospects, working under public national authorities and in its turn subcontracting activities; and the Spanish AMIC, an association with a strong regional role in the integration of immigrants attached to a trade union, the UGT.

Employers are frequently involved in the networks, normally to enable apprenticeships/internships. They can also act as a social anchor for projects, given the potential role of immigrant firm owners as role models for at-risk youth or women in search of professional activity. The NOBI project, in Germany, gives emphasis to developing guidance competences among immigrant communities, by providing training to associations and immigrant entrepreneurs.

5.1.3.3. Access

Some integration programmes are compulsory for all immigrants, as is sometimes the case of adaptation/entry programmes. Most programmes are voluntary for all immigrants in of legal status, as with the Latvian employment measures or the French CED (although the CAI is compulsory). This is the general situation with publicly provided services.

In some cases services are also provided to immigrants in irregular situations, such as those who are undocumented or attempting to legalise their situation. If the services have as prime function the support of refugees, they will have more relaxed rules on the documentation of clients, as happens in the validation centre in Sweden. The Portuguese CNAI also provides basic information services irrespective of client legal status, although it will not enrol clients in further counselling actions with the public employment services or social security until they have legalised their situation.

In non-public initiatives, legal status only tends to become a restriction if there is involvement of public authorities at a certain point (to validate skills, recognise qualifications, supply internship offers), which may hinder the development of the programme for those individuals.

The biggest challenge in voluntary programmes is often to identify and reach target groups. Most programmes are promoted via websites, social media, flyers

and posters positioned in strategic places, such as public employment services. Community involvement is used in some cases to increase access to integration programmes, via associations, immigrant professionals or prominent members.

If organisations are working under stable agreements, as in the case of Kumulus in Germany, the identification and engagement of clients is almost automatic, since the organisation will operate close to the community and as part of its social support systems. Such projects also attempt to reinforce community engagement by involving secondary school students' parents in career transitions. The insertion offices in Portugal can be hosted and developed by immigrant associations, given that they follow a number of prescribed actions and standards.

Seminars and other public events were also mentioned as ways to reach target groups.

5.1.3.4. *Monitoring and assessment*

Monitoring and assessment mechanisms were reported in all but two cases. Monitoring mechanisms are frequently associated with financing arrangements and correspond to the requirements laid down by the main financiers, to which the promoters report.

In the case of public initiatives, monitoring is frequently done directly by extracting data from central or regional databases in which the service indicators are registered. They frequently account for number of clients per type of provision and their success rates.

The success rate is normally measured as the percentage of clients completing a programme but in some cases it was declared that follow-up of clients was made, although not always systematically. The local integrated programmes in Greece report systematic follow-up of clients up to three months after the completion of programmes; the national careers service follows up clients up to six months and the CED in France also reports systematic follow-up.

When follow-up exists, job placements tend to figure among monitored variables. Satisfaction of users is frequently reported as being monitored (especially in the secondary cases) through questionnaires that are not standardised.

In some cases there external committees or organisations perform regular evaluations. The IQ Netzwerk, Germany, is regularly evaluated by an external firm and the project on promoting multiculturalism in Greece was evaluated by a university-based scientific committee (this mechanism was also used in the employment of financial immigrants in agriculture project).

Quality standards are sometimes used to certify practices or products, as in the +development project, in Greece, or to accredit organisations, as with the National Careers Service in the United Kingdom, which applies the matrix standard ⁽⁴¹⁾ to subcontractors.

Other monitoring and evaluation methods mentioned were informal discussions, self-evaluation of staff, evaluation seminars and focus groups.

5.1.4. Outputs of guidance for immigrant integration

Although outputs are indicated, they are frequently unreported, partly due to the lack of systematic monitoring and follow-up mechanisms, but also due to the immaterial and not (immediately) accountable nature of some of the guidance process outcomes. Many of the outputs are declared in an imprecise way: better integration, higher employability, increased self-awareness and motivation, better information, better job and geographic mobility, improvement in service coordination.

There are, nevertheless, reported and measured programme impacts, which include rates of completion of programmes, obtained traineeships/internships, successful business start-ups, VET and education enrolment, qualifications obtained (after training, validation or recognition), developed skills, job placements, coverage rate of target communities, stability of job placements. Most of these outcomes require standardised measurement and registry systems at the beginning and at the end of programmes, as well as in later periods.

Follow-up after the completion of programmes is a need acknowledged by most of the promoters and national representatives contacted. This is connected to the absence of standardised and shared national evidence-bases for guidance activities. Frequently guidance activities will not be well-monitored, even if they are entrenched in activities which have adopted structured monitoring and accountability, such as education, training and employment services.

One example of an effort to develop more comprehensive evidence on the effects of guidance on immigrants' integration comes from the London mayor's office. The Assembly Economic Committee recently published a report on models of interesting policies and practices to inform an effective approach to adult information, advice and guidance (IAG) design and to offer potential evidence-based policy options for consideration. Eight key themes were identified by the

⁽⁴¹⁾ The matrix standard is a UK-based national standard developed by the former DfES and the Guidance Council defining best practice in the delivery of IAG, focusing on key activities relating to the delivery of the service and its management <http://matrixstandard.com/the-standard/the-standard/> [accessed 3.4.2014].

committee, along with a focus on six specific target groups: people returning to work after an absence from the labour market (such as through caring or maternity); mid-career changers; people aged 50+; those at risk of long-term unemployment; disabled people; and people from black, Asian and minority ethnic communities ⁽⁴²⁾.

⁽⁴²⁾ Further information:

http://www.london.gov.uk/sites/default/files/Literature%20review_%20Adult%20careers.pdf [accessed 3.4.2014].

CHAPTER 6.

Challenges in guidance for the labour market integration of immigrants

Analysis of national integration systems, complemented by interviews carried out with national and international experts, plus information collected in case studies, allowed identification of a number of critical points to be discussed regarding the provision of guidance for the labour market integration of immigrants. They are grouped into four aspects:

- (a) provision criteria;
- (b) structure and organisation;
- (c) quality and adaptability of practices;
- (d) growing roles for guidance.

6.1. Provision criteria

Language and culture learning practices can be a shared departure point for CMS development across the EU. Without functional understanding and expression in the native language, as well as a basic knowledge of the essential norms and institutions of the receiving country, stable integration becomes almost impossible for most immigrants. In some cases interventions will be part of compulsory integration programmes for migrants with associated sanctions, in case of failure (rights, access to benefits, fines). Many of the most common activities and programmes address basic integration obstacles. They are listed in several documents that manifest the concern of public authorities and social partners. They include (European Commission, 2010b; ETUC et al., 2010):

- (a) low language skills;
- (b) failure in recognition of qualifications;
- (c) poor knowledge of labour market;
- (d) poor knowledge of education and training options;
- (e) limited professional networks;
- (f) discrimination;
- (g) legal limitations to work;
- (h) inadequate migration services;
- (i) bad working conditions;
- (j) social security issues.

These are frequently addressed through guidance methodologies such as information, advice, counselling and career training. Some of these programmes have more advanced scope for labour market integration, such as the Danish/Swedish step model, which provides a stepwise introduction into the labour market through a sequence of language training, on-the-job training, and possibly subsidised employment. Such initiatives have greater impact when complemented by further CMS development and initial career planning assisted by formative assessment methodologies, such as portfolios.

Programmes for language and culture learning have irregular impact due to non-uniform coverage of the migrant groups. Such programmes are, at present, common across Europe and targeted towards the needs of third-country immigrants. While a very positive step towards integration, these programmes tend not reach immigrants originating from within the Schengen area, which are frequently not enrolled in or informed about them. Similar to third-country immigrants, Schengen-area migrants may also face severe integration problems and could benefit from the development of basic skills and knowledge about the host culture and systems.

Both economic immigrants and refugees/asylum seekers (depending on the institutional framework of each country) can be of undefined or illegal status for prolonged periods in which they stay in the receiving country but with very limited (or no) access to working and learning, including basic integration programmes (see the Estonian or the Latvian case study). Guidance can play a role in directing other migrant groups towards these initiatives if integration procedures are modernised so to address these grey areas.

Integration practices often do not distinguish between/identify different cultural groups and address all immigrants. The typology of intervention might not even acknowledge the existence of an immigrant group, but insert migrant individuals in the general 'at risk' category. While this is not necessarily a major limitation, it tends to make the quality of the practice depend entirely on the experience and skill of the practitioner in dealing with other cultures: not all projects include practitioners with multicultural training or previous experience with migrants.

It might also be more difficult to address problems that relate to specific community contexts, since they have not been mapped ahead and tailored-made measures have not been designed. Further, this way of proceeding might make identification of the client groups with more severe needs more difficult and less visible from a political standpoint.

In several reported cases, however, we found targeted approaches with a clear concern for typologies of problems and integration difficulties inherent to

specific communities. Some examples identified in the literature include: the MOVE – future in sight ⁽⁴³⁾ and Hürdenspringer ⁽⁴⁴⁾ programmes in Germany, directed at young people from Turkish and Arab backgrounds; the Centro Donna Città Aperte ⁽⁴⁵⁾, strongly responsive to the needs of Islamic women in Torino, Italy. Frequently, the more culturally adapted approaches will be connected to gender issues (discussing culturally-based gender stereotype) or to the prevention and recovery of dropouts (using systemic methodologies).

Predefined sets of responses to cultural characteristics may sometimes undermine the response to individual client needs. It is important to acknowledge the shared problems and circumstances of immigrant groups, but this concern and identification should not replace the individual as the centre of the interventions, departing from his/her aspirations, needs, skills, interests, enabling and assisting personal reflection and decisions. Practices must promote awareness of the society and individuals' potential to develop in its context, rather than acting as a normalising procedure. Two examples of practices that attempt to combine cultural and individual dimensions are the CED (France) and the National Careers Service Provision in the United Kingdom.

⁽⁴³⁾ <http://www.tbb-berlin.de> [accessed 3.4.2014].

⁽⁴⁴⁾ <http://www.berlinonline.de/nachrichten/neukoelln/mentoring-projekt-hrden-springer-ausgezeichnet-16992> [accessed 3.4.2014].

⁽⁴⁵⁾ http://ec.europa.eu/ewsi/fr/practice/details.cfm?ID_ITEMS=7579 [accessed 3.4.2014].

Box 2 National Careers Service, an individual step-by-step path to integration

Ian (*) completed high school in Romania and later enrolled on a university course but he was not able to finish his study programme due to financial difficulties.

He left university and began work in Romania for a double glazing company; here he learned the skills of installing windows and contracting for new clients. Unfortunately the economic situation in Romania was dire and he did not progress.

In 2009 he moved to the United Kingdom and began working in the construction industry on a self-employed basis; initially as a labourer and later progressing to windows fixer. He completed an NVQ level 2 in window fitting, NVQ level 3 in fenestration and insulation. He also holds certificates to show competence in using various kinds of machinery on a construction site.

When he first arrived in the United Kingdom Ian had a basic level of English, but this was greatly improved through practice while at work. In order to undertake and complete an NVQ qualification he needed to first gain the underpinning skills and qualifications in literacy and numeracy. Ian has now passed the exams for both numeracy and literacy at level 1. These qualifications have enabled him to take the NVQ level 3 in fenestration and insulation. Ian's success in studying has been instrumental in developing his confidence at work.

Ian booked an appointment with a National Careers Service (NCS) adviser because he needed a CV to secure better employment. He had limited IT skills and the NCS adviser helped him create and type his CV, to produce a professional document. The adviser also explained that Ian could develop his IT skills by enrolling on a course at a local college.

Ian is now working in his chosen trade as a skilled worker and recently received the accolade of worker of the week from colleagues at his present company. At our last meeting he seemed more confident; he feels that he has achieved most of his short-term goals.

(*) The name has been changed.

Source: National careers service.

6.2. Structure and organisation

The typology of practices in public policy tends to follow the existing policy packages put into place to respond to general problems in (vocational) education and training, employment and social security. Public sector practices often tend to insert themselves into policy packages aimed at:

- (a) reducing early dropouts from VET and education, in which immigrants and citizens of immigrant descent will constitute a higher risk group, which may deserve a special concern and specific measures;

- (b) improving the employability of the lower-qualified tier of unemployed, in which immigrants will also be a higher risk group, with specific problems relating to cultural integration and discrimination.

Cedefop's findings are in line with the European Commission analysis supporting country-specific recommendations, according to which some of these practices are very generalist. Unlike integration measures, generalist policies in education and employment tend to have stable funding. Although they normally have some measures to account for risk factors, such as the impact of parent unemployment or poverty, they seldom account for specific issues related to cultural diversity. For example, it is not common that a general programme to improve the employability of lower-qualified or inactive people will address immigrant women issues. The degree of cultural adaptability of the practices varies widely with the level of multicultural training/awareness of the vocational teachers/trainers and counsellors.

Nevertheless, there are important cases of specialised, stable practices to support immigrant integration in the labour market through guidance methodologies within the public sector. One example is the Integration through qualification network (IQ network) in Germany, which supports 16 regional networks (such as the one in the Berlin case, or NOBI) bringing together labour market stakeholders to promote the occupational integration of migrants.

Non-governmental organisations play an important role in innovating and networking. Many of the most interesting practices are integrated in NGO initiatives, which tend to use more innovative and creative methodologies than institutionalised environments. Such practices are generally inserted in a network in which public authorities, employers, schools and VET organisations participate, by cooperating with the managing NGO (through funding, needs assessment, supplying expertise). The examples are diverse: project Atana (the Netherlands) selects, counsels and coaches citizens of immigrant background to assume managerial and directive roles, making direct usage of the directive functions in the networks of non-profit organisations; in Spain, the project 'orientación formativa y laboral' from the non-profit organisation AMIC connected to the UGT labour union aims at aiding immigrant access to training and employment via targeted CMS development, information about training options, language training and by supporting the equivalence of qualifications.

Project-based practices are frequently small in scale, short-lived and not fully mainstreamed. One of the fundamental issues of integration practices in general is that most do not exceed two to three years in duration, with relatively low budgets. The consequence is that the practices reach a very small proportion of the immigrant population and have low probabilities of being reproduced. The

fact that the monitoring of the practices is not harmonised and that there are normally no provisions to retain detailed information about them, further lowers the possibility of reproducing them elsewhere.

Financing is limited in time and normally European part-funding is used. This aspect is connected to the previous one and one of the main reasons why practices are not sustained. The financing mechanisms are either spin offs of general programmes in education and employment policies (public initiative programmes) or NGO initiatives, frequently in cooperation with local authorities. Resource to the ESF or the EIF is frequent. To assure continuity of practices, NGOs are frequently forced to queue projects in joint financed regular calls for tender.

In more institutionalised environments, contradictions can exist due to financing rules which make integration policies difficult and reduce the role of guidance. The common case mentioned in interviews is where organisations are inserted in accountability systems and their performance is measured by the rate of completion of training courses or by displaying low levels of dropouts⁽⁴⁶⁾. In these organisations, the tendency is not to attempt preventive or recovery measures, but rather to ensure that the performance of pupils does not impact negatively on their budget. There is clear room for improvement of financing rules by including guidance to at-risk groups as a positive element in the accountability systems.

The private sector still plays a limited role in financing integration initiatives. Although employers are often open to integration practices, they usually have a limited role in financing the networks of professionals and organisations that develop guidance practices. This might be partly due to limited awareness of the weight and relevance of the immigrant component in the labour market. Some initiatives, such as Red Ariadna, from the Spanish Commission for Refugee Aid, attempt to inform employers about the growing need to employ immigrant labour, associated integration issues and best practices in making a better use of workers' skills and qualifications.

Cooperation between different ministries, administrative levels and stakeholders, such as migrant associations, employers and employment services, is necessary to achieve results in guidance for integration. Many of the projects that appear to have a relevant level of impact over immigrant communities and their possibilities of integration in the labour market rely on cooperation structures which frequently involve NGOs, local administrations,

⁽⁴⁶⁾ These measures often do not monitor the evolution of these levels, but simply establish a cross-sectional ranking of schools.

schools/VET suppliers, employers and employment services. Some countries appear to have a stronger tradition in establishing network-based projects (examples are Belgium, Italy, the Netherlands and Sweden) also due to their decentralised administrative and political structure.

The downside of non-institutionalised extensive networking is the lack of coherence of initiatives in terms of quality criteria (such as competence of professionals), monitoring tools and methodological frameworks. Almost all European countries refer to effort to achieve a minimum level of inter-regional coordination of integration networks, either through technical cooperation or central definition of minimum guidelines ⁽⁴⁷⁾. This process is, however, slow. Exchange of experiences with other countries in analogous situations has been quoted in interviews as an important source of inspiration to achieve greater coherence of practices. Again, this would require an effort in developing an evidence base on the effect of integration practices and corresponding guidance activities, with shared principles and standards across European countries.

OSSs for immigrants are a growing demand in Europe. There is a clear need for an integrated approach in the reception of immigrants, given the severe basic needs that many of them feel, on arrival, in such diverse areas as housing, health, language skills, the understanding of the local norms, culture and institutions. From both a logistical and human perspective, it is often more amenable and efficient to provide all relevant services for immigrant integration under a single roof. This delivers swift help to arriving citizens to overcome basic obstacles and prepare them for further stages of integration. Basic guidance for labour market integration can start at this stage, informing and advising immigrants about training options, labour market regulations, recognition of qualifications and forwarding them to other relevant organisations. CNAI OSSs, from the Portuguese High Commissariat for Immigration are a well-established national network.

6.3. Quality and adaptability of practices

Quality assurance and evidence collection occurs in a non-standardised way. Although most of the practices identified report some form of evaluation – often enquiring about client satisfaction – there are no shared methods of evaluation. Some of the identified methods include:

- (a) number of users per provision;

⁽⁴⁷⁾ See, for example, the European migration network factsheets.

- (b) immediate registered outcomes, in terms of enrolment in training courses or obtaining internship/job positions;
- (c) short-term follow-up of clients (normally for a period no longer than six months);
- (d) assessment of skill levels (generally career skills);
- (e) Impact on drop-out rates/rates of success in job applications/other impact indicators;
- (f) drop-out rate from integration programmes;
- (g) satisfaction of clients (individuals and firms) with programmes (structured questionnaires and unstructured feedback);
- (h) consultation/feedback of stakeholder organisations;
- (i) internal questionnaires/opinions of organisers;
- (j) focus groups.

When outputs and outcomes are documented, the levels of satisfaction and objective results of the practices are markedly positive. While reading through the evaluative elements of practices highlights their diversity, whichever type of assessment is done shows expressive positive results. Clients generally feel that the practices have improved their employability, autonomy and self-confidence. There also is a reasonable body of proof indicating positive outcomes in obtaining internships, employment, achieving higher qualifications and following career tracks outside traditional gender roles. The most commonly suggested improvements are in two areas: better coordination and improvement of follow-up of clients, so to secure results.

The preferred way to introduce cultural adaptability is through multicultural training of guidance practitioners or using immigrant practitioners. We did not find substantial evidence of methods and instruments being adapted to the cultural characteristics or initiatives of the client group; it is left to the practitioners to adapt the implementation of the methods to the individual clients or to set up pattern interventions for groups. In some cases the practitioners and other participants in the process received targeted training; in others, they had multicultural training in the past. The contents of such multicultural training are variable and not always clear, ranging from general awareness-raising seminars, to training on specificities in value systems of other cultures and the development of specific attitudes and skills.

A number of interesting examples of counselling, advising and mentorship activities have been developed using trained practitioners and other participants with immigrant backgrounds, such as the meeting point guidance centre in Austria, the IQ network validation centre in Berlin, mentorships by older students in the Artveldehogeschool in Belgium or the training programme by immigrant

entrepreneurs developed by the Interkulturelles Bildungszentrum in Manheim, Germany. These practices benefit from the cultural insight, empathy, sense of security and peace that immigrant practitioners can bring to guidance processes.

In spite of its growing popularity, this approach warrants comment:

- (a) first, the stock of immigrant qualified professionals is limited so this cannot be the standard practice in guidance for immigrants;
- (b) second, resorting to immigrant counsellors does not remove the need for multicultural training, since it carries the danger of subjective value judgements on behalf of professionals arising from experiential and cultural proximity;
- (c) third, employing immigrant counsellors is only one potential aspect of community involvement, which does not imply openness of career support services to community initiatives, ideas and specific assets.

These are, nevertheless, interesting examples of outreach activities and community capacity-building, as they are frequently managed in the context of cooperative structures (involving councils, ministries and associations). Of special interest are the activities aimed at promoting traineeships and employment of immigrants with the direct intervention of employers, by creating on-the-job learning opportunities, tailored CMS development, transforming perceptions and cultural preconceptions. Two such cases are the CED, in France and the Aristotle University project for the integration of immigrants in agriculture, in Greece.

The training of guidance professionals partially reflects the fact that countries are at different stages of development in introducing multicultural elements in guidance interventions. Some countries have had strong investment in the past in multicultural training of practitioners and have actually reduced the number of initiatives (e.g. the Netherlands), while other countries are at an earlier stage and have started investing in this area more recently. Consistent investment in multicultural training is important to generate accumulated capacity which can guarantee a certain level of cultural adaptability of practices. The Greek case study is an example.

6.4. Innovation and guidance in integrating

Integration policy is fertile ground for innovative practices in guidance. Examples are culturally-adapted assessment methodologies, strong gender-based methodologies, advocacy activities, and inclusion of communities in practitioner training and service provision. Such practices are often in the context of project-based initiatives, which makes them difficult to mainstream. New financing and legal mechanisms seem to be a requirement for continued innovation.

Recognition of the qualifications and validation of the skills of immigrants are growing, with a strong role for guidance. Many immigrants find jobs outside their area and level of expertise not being able to employ their skills fully due to unrecognised qualifications. The process of recognition of foreign qualifications and diplomas is a fundamental step in the integration of immigrants and one being generally promoted across Europe (the IQ network case in Berlin is an example). Guidance exerts a fundamental part in this process by providing reliable information about connected processes, diplomas, potential follow-up tracks and the impact of qualifications in the labour market. In turn, validation processes are being used in various ways to promote learning, social and economic integration and structure career plans with a diversified resource to guidance methods. The Centre for the Validation of Occupational Skills, in Malmo, Sweden and PiA Frankfurt are examples.

ICT can play a positive role in guidance for migrant integration, but their impact is relative. Fundamental limitations are that ICT are not always accessible to immigrants either because the websites have not been translated into their languages or because internet access on arrival is not easy. There are, nevertheless, interesting experiences, such as the migrant portal for integration (see case-study), in Italy, or the Catalan website for integration in Spain ⁽⁴⁸⁾.

In spite of its limitations as a pure e-guidance tool, the internet can be a good ground for exchange of experiences and practices among migrants and migrant associations. Mentorship dynamics can be easily enabled through internet forums which can be regularly monitored and assisted by experienced professionals. The internet has the further advantage of preserving the anonymity of the users, which can be very important if the migrant has an undefined legal status or is subject to community pressures. The establishment of free telephone services in several languages can also be important.

Mentor programmes are successfully used in many countries to address all types of integration problems. Such programmes can make use of immigrant role models and serve a number of purposes: support linguistic and cultural integration (as with the Artveldehogeschool tutorship programme through university students); develop CMS among the unemployed; deconstruct and counteract career self-stereotyping, as occurs in the Malmo Validation Centre, with the intervention of qualified women; stimulate entrepreneurship; enable career networking, a strong component of the tutoring scheme of the French CED; and establish qualifying learning paths.

Advocacy is a growing function in guidance for immigrants, with enabling and advocating activities either offered by public authorities or, more frequently,

⁽⁴⁸⁾ www.acollida.gencat.cat [accessed 3.4.2014].

inserted in networks involving non-profit organisations. This defines a new range of contents, activities and tasks, at times unfamiliar to guidance practitioners, such as the knowledge of housing, social protection and labour regulations or the establishment of direct articulation with other public or private services. The underlying logic of advocacy is to generate capacity and support the voices and ambitions of users, rather than generating dependency: individuals and communities should feel empowered to uphold their rights without depending on others. One example of advocacy is the support to start-up of firms and awareness-raising activities developed near firms and institutions by Red Ariadna, from the Commission for Refugee Aid in Spain. This confirms that the target group for integration guidance is not restricted to immigrants but includes firms, social partners, receiving communities, and schools/VET organisations; these are the focus of activities which raise awareness of the needs, challenges and potential of immigrant workers.

Practices to improve the general capabilities of migrant communities exist, but it is not clear what role guidance plays in them. In many cases, capacity building is achieved through training of community leaders in normative aspects of the receiving society: fundamental rights, social security procedures, information on education and training, and access to residence and work. Although some of these aspects can support enabling mechanisms for immigrants developing their careers, the function of guidance (if any is offered) is frequently undocumented and the development some sort of career education within the communities is also uncertain. This is an area with a rich potential for development which is widely unexplored in Europe. The northern German network for employment integration of immigrants (NOBI), based in Mannheim, for example, attempts to achieve this type of result by professionalising immigrant organisations.

Guidance has an important role to play in migrant entrepreneurship. Several practices were identified in which guidance methodologies were successfully used to promote self-employment and entrepreneurship among immigrant communities (as with employment of financial immigrants in Greece). These practices normally rely on two types of support: a component set to assess skills, entrepreneurial potential/degree of motivation and help clarify a business idea; a technical support component based on practical advice on building business plans, dealing with legal issues, finding start-up capital. These programmes can target women with professional experience or invisible (non-identified) experience and skills ⁽⁴⁹⁾.

⁽⁴⁹⁾ An interesting case is ABZ – competent for women and businesses. <http://www.abzaustria.at> [accessed 3.4.2014].

CHAPTER 7.

Lessons learned

Guidance practices aiming at increasing migrant employability must be transparent and understandable for practitioners and clients

The main purpose, methods and intermediate steps of practice need to be understandable to clients, who should also understand the application of practices: who are the people covered by them, why the proposed guidance activities are being developed to raise their employability and how they are going to help migrant individuals take further career steps.

Interventions have to be understandable for practitioners: they need full awareness of their purposes, application and master the methodologies and instruments to implement them. Practitioners must understand how each guidance activity assists migrant individuals in identifying their own potential, the opportunities for career development that the environment offers, and how to develop an active approach to labour market integration. Given the diversity and distinct degrees of acculturation across individuals, they must also have an initial understanding of when to seek further client engagement or allow them to disengage from activities, to make them more effective.

Ethical principles should underlie guidance activities which promote integration in the labour market

Practitioners should follow a code of conduct which ensures that the treatment they provide to clients is non-discriminative, confidential, respectful of their principles, values and culture and that the service is not a vehicle for illegal/illicit interests, or exploitation by potential employers. Guidance practices aimed at promoting labour market integration of migrants are frequently inserted in employment services and sector-based VET providers (as with construction) which tend to match supply and demand of labour. These services must ensure the transparency and ethical base of recruitment procedures resulting from or following up guidance practices.

It is important that ethical codes are designed in a way that does not reduce access to services of immigrants involved in illegal work or being exploited: a distinction should be made between the clients and the illicit operators.

Access to guidance services should be a universal right

The right to access guidance services should be non-discriminatory and include individuals in illegal or undefined situations. All programmes, including introduction to language and culture, should be freely available to all individuals.

Restricted access to guidance may encourage illicit practices and exploitation, generating additional difficulty in accessing legalisation processes, recognition of qualifications, education and training as well as health and social coverage. These limitations do not only harm the individual as they may have dramatic consequences for families and communities. The information analysed suggests that effective immigrant community engagement and the development of ICT tools with anonymous usage by immigration services, employment services, recognition organisations and VET providers are pathways to greater access to guidance.

A step-by-step approach is necessary

Immigrant needs should be carefully assessed, avoiding the imposition of programmes which do not differentiate individual levels of skill, qualifications or language. The assessment should also consider perceptions, aspirations and interest. Approaches like the French *bilan de compétences* ⁽⁵⁰⁾ (competence balance sheet) are a possible way to address this problem. Cost-effective solutions can be found.

For example, assessing levels of key competences can be done by testing, but testing can also be counter-productive, demotivating and maladjusted to many communities, especially if the series of tests have not been adapted to other cultures. A tactful conversation with a trained multicultural counsellor can be a better method of assessment in many situations.

Independent of a more tailored approach, there is a certain consensus around the sets of knowledge and skills which must be assured. As with the general population, immigrant citizens must first have developed key competences, adjusted to their environment, to be able to navigate in their new society and fulfil their potential. Adoption of a stable standard underlying the development of key competences is a fundamental prerequisite (European Parliament and Council of the European Union, 2006).

As several interviewees pointed out, the ensuring the most essential competences can be a greater challenge than expected. One example showed that to implement basic language programmes, first it must be ensured that migrant individuals have appropriate knowledge and control of their own native language. This adds a layer of complexity which creates a slower up-skilling path for some individuals. It should also be stressed that developing key competences

⁽⁵⁰⁾ <http://travail-emploi.gouv.fr/informations-pratiques,89/fiches-pratiques,91/formation-professionnelle,118/le-bilan-de-competences,1073.html> [accessed 1.4.2014].

can be fundamental to the 'invisible' communities of western, more affluent immigrants (much of intra-EU migration and North American immigrants).

Only after these competences are assured, can immigrants start to work on finding communicative notions and structures between their personal, culturally-based constructs about career, life and relationships and the constructs of the receiving country.

Translating cultural constructs and enabling cultural exchange is not simple and meets individual and collective resilience. Although individuals admit new world visions, they do it in a controlled way, which frequently has to be mediated by familiar figures that can be respected and admired. Resource to cultural mediators, role models and early interventions with parental involvement is highly advisable, to aid cultural transition.

Role models permit perception of successful integration in the receiving society and play a fundamental role for the more vulnerable subgroups of immigrants, such as women and youth. Projects with the intervention of role models acting as mentors or providing informative sessions are reported to have a very positive impact, especially when correctly inserted in socialising environments such as schools, apprenticeships, or community associations.

Teachers and tutors have significant potential to translate values across cultures, if they have appropriate multicultural training. Parental involvement from a very early stage is also considered to be a very important factor influencing later stages of integration into work or higher education. Especially for young girls, the active engagement of mothers in their education seems to play a powerful part in combating self-stigmatisation based on traditional gender role imposition. The third edition of the European Commission's handbook on integration identifies two projects along these lines ⁽⁵¹⁾: *Rainbow kids*, in Denmark, which activates immigrant mothers in conjunction with childcare; *Rucksack*, in Germany, which trains migrant mothers of children in elementary education to acquire skills to support children's learning.

Practitioners delivering guidance to migrants need to have the appropriate training

Professionals should have training not only in guidance methodologies but also in multicultural issues, to be sensitive to diversity, to different world visions, perspectives of life and career. Achieving a productive counselling relationship that generates good results requires a set of skills and attitudes which the

⁽⁵¹⁾ http://ec.europa.eu/ewsi/UDRW/images/items/docl_12892_168517401.pdf [accessed 1.4.2014].

counsellor might not possess. It requires self-awareness of his/her cultural value judgements, knowledge of the other cultures' values, skills in language and active listening which allow for a calm steady flow of information and reflexion to be enabled and eventually drive to self-reflexion and personal planning by the migrant. It is suggested that multicultural training should be an integral part of the initial training of all guidance practitioners and a required training course for all professionals who perform career training (including teachers).

Besides their training in multicultural guidance methodologies, guidance practitioners need to have knowledge of, and be able to supply information about, practicalities in integration. They need to have a minimum knowledge of legal contents, systems, procedures, contact points and means of articulation between services in the several dimensions of the individual's integration: access to healthcare, housing, legal work, education and social security.

It is also fundamental that practitioners can provide reliable information about the labour market (see next point) and that they have mastered tools and methodologies to produce useful information for labour market signalling, identification of training opportunities and successful job matching. These methodologies include being able to identify relevant work and learning experiences, skills, knowledge and personal aspirations, to assist labour market integration.

Information provided about the labour market needs to be realistic

On arrival, immigrants may have misconceptions about the host country labour market and guidance practitioners need to help their clients acquire a realistic perspective. Practitioners need to have access to reliable, updated information about job offers per sector and profession, and their trends. This information has to be easy to access, interpret and manage and it needs to cover a geographic level relevant for the advice and information provided. As self-evident as this aspect of guidance may appear to be, the current state of labour market information across Europe still does not allow practitioners in many EU countries to use reliable, updated and useful tools. The development of a counsellor toolkit is would be an important step in ensuring access to quality labour market intelligence and other career information.

A user-centred approach implies cultural adaptability

A user-centred approach, by accounting for the client's perceptions, values, aspirations and ways of expressing, should automatically imply respect and awareness for his/her culture. Such an approach is made effective by practitioner training and by supplying professionals with a good range of tools to respond to challenges imposed by the cross-cultural context. Adapting questions, examples

and order and rhythm to another culture's perceptions can be a challenge and the setting of the interventions has to be sufficiently flexible and context-responsive to allow for innovative and less conventional approaches.

Practices should be immersed in, and responsive to, contexts

Guidance practices should not only account for the specific problems which immigrant communities face, they should also work in proximity and cooperatively with those communities and their contexts. This implies involving communities in designing, implementing and evaluating the practice, as well as assigning diverse roles to members of the community. We have seen examples of immigrant associations harbouring guidance services and acting as recruiters/advertisers for programmes. We have also already referred the crucial importance of establishing successful role models and generating parental engagement. Insertion in context can be enabled by other organisations such as schools (as seen in the Kumulus project), labour unions or the firms which employ immigrants. These organisations provide stable environments with set roles and routines which can be used to create career learning, reflexion and planning.

Practices must be centred on the potential of immigrants

Integration models should reflect the idea that immigrants are individuals who must gain access to certain sets of skills and knowledge to fulfil their potential in an autonomous, empowered way. Models should not be based on the idea that immigrants are flawed individuals who need compensatory or corrective measures to adapt to the receiving society. The first approach has an assets perspective of cultural diversity, while the latter adopts a deficits perspective.

For labour market integration of migrants, guidance activities must strive to identify and promote career development, departing from the migrant's relevant experiences, knowledge, interests, culture and other types of potential. Although guidance must identify barriers to labour market integration and individual career development needs, its emphasis should be on bridging personal valuations and perceptions with the host culture systems, culture and values, rather than imposing relatively rigid ideas about career and professional success. An approach based on potential encourages individual ownership of the career development process, reducing feelings of alienation, with direct effects on productivity and academic success. In macro terms this gives guidance the role of a tool that enhances the active contribution of immigrants to the economy and their participation in civil society.

The adoption of this type of approach affects all aspects of policy implementation, from the targets and methodologies used, to the linguistic terms used to identify the target groups. A deficit model might tend to generate

disengagement of individuals if it reinforces their feelings of awkwardness and imposes stereotypes. Terms like compensatory, recovery and even educative measures can be highly demotivating, by highlighting a deficit logic.

Evidence must be used to select best practices and generate accountability

The establishment of a structured evidence base on guidance practices is a fundamental step towards an objective, comparative evaluation of practices and their impacts. This evidence base should include recommendations and standards for monitoring and evaluation, to guide organisations in the collection of information and in using it to improve their activities. An evidence base would also bring objective accountability criteria that would assist the selection of cost-effective practices and the improvement of guidance status within other policy frameworks (such as generate visibility of guidance impact in education contexts).

This evidence base should have a number of harmonised standards shared across European countries, so that objective information can be exchanged about different national experiences. The ELGPN was, at the moment this study was carried out, working on the development and implementation of such a system. An evidence base would also encourage the reproduction and improvement of successful past experiences combating the typical loss of memory of integration practices as well generating greater policy visibility for guidance in integrating immigrants (among other roles).

Sustainability of practices should be ensured

Integration practices are frequently short-lived, but several strategies exist that contribute to their continuity and reproduction:

- (a) a clear, top-down commitment exists with integration: this starts from public commitment by national and regional authorities in assigning resources to integration policy. It may take the form of creating specific, permanent bodies that develop this activity or of giving permanent financial support to specific programmes developed by third parties;
- (b) the state can monitor and use NGO and private experiences as a laboratory and internalise best practices, making them permanent. This is normally easier when there is previous cooperation between the State and other agents;
- (c) there should be marketing of interventions to generate interest and visibility on behalf of policy-makers and potential financiers/supporters of the practices. Public awareness of the results and relevance generates engagement of immigrant communities, native communities, potential role models, public figures, political leaders and opinion-makers. Good use of

- websites, social media, events and similar means can be critical to the continuity of projects;
- (d) exit strategies from projects with a limited time-span should be planned from the beginning. A common limitation in many projects is to define the exit strategies towards the end of the projects, not allowing for the establishment of workgroups, publications, forums, and interest groups which may retain the memory and experience of the project, and develop new initiatives which may benefit from them.

Greater social partner engagement in integration is fundamental

Employer awareness of the importance of the migrant labour force in an ageing population context and its rich potential in terms of qualifications, work capacity, resilience, willingness to succeed, creativity and uniqueness must be raised. Employers must also understand the specific issues that immigrants face and how they can support their progress and integration. Employers can develop integration programmes in their firms and/or in cooperation with public and non-profit organisations; they can help finance initiatives or provide support by making internships available, providing mentorship, acting as tutors and role models.

Trade unions can also develop a fundamental role in generating visibility and permanent awareness of the needs of this group of workers and by mainstreaming immigrant advocacy practices in the labour market. This effort may be achieved by both establishing direct support services to immigrants (especially on arrival) and by promoting the access of immigrants to equal labour rights. Unions also grant to immigrant workers access to professional networks which may prove valuable in finding jobs, training, recognition systems and in avoiding overqualification traps due to reduced professional contacts.

CHAPTER 8.

Key messages

Chapter 8 synthesises the conclusions and discussions from previous chapters and derives key messages from the lessons learned. The key messages are divided into system level, primarily aimed at policy-makers and organisations, and delivery level messages, mainly aimed at managers and practitioners.

8.1. Key messages at system level

8.1.1. Cooperation, coordination and commitment at and across sector and levels of administration

Good interministerial cooperation will help guidance services to support immigrants more effectively from the moment they enter the country until they find a job. Across Europe the process for immigrant admission is normally shared between several ministries, usually including foreign affairs and justice. The support that immigrants receive to integrate into society and the economy is also shared between a number of ministries, such as economy, employment, education, health and social security. The more intensive and structured the cooperation is between these ministries, the better will be the outcomes of integration strategies.

Effective coordination ensures that, at the moment of arrival, besides being informed about administrative procedures, people are directed to services that help them have their diplomas recognised, their non-formally or informally acquired competences and work experiences validated, and enable them to access employment services and education and training as necessary. Certain tools, such as portfolios, can be used to document the results of skills audits and the information provided by guidance services, and to carry them on to the next organisation's career support service. Good cooperation and documentation create the conditions for good follow-up, further labour market integration and career development. Effective lifelong support to the career of immigrants implies the need for solid linkages across policy fields.

Coordination challenges derive partly from integration policy and partly from guidance policy. Career development services are inserted or embedded in other policy areas. For example, career development support generally tends to be fragmented: it exists in education via schools counsellors and career education

provided by teachers; and in employment services, in local administration or other providers like social partner organisations or other non-governmental organisations.

These services are frequently under different policy strategies and hierarchies, and have access to different, non-shared resources. It is important to know which of them are targeting or are in contact with migrant populations. Mapping providers and the support they offer can help to understand how best to coordinate their efforts and resources.

Effective coordination is essential, not only across ministries but also between levels of administration in federal states and countries with regional autonomy. Regions are often responsible for integration, so policy coordination must account for regional competence and specificities.

Coordination of services is important for not only newcomers but also for the resident population with migrant background with integration needs. For example, sound actions to prevent or remedy disengagement of youth from education and training require cooperation between education and training authorities and providers, guidance and employment services, employers and trade unions. Establishing successful apprenticeships, mentoring and job-sampling, for instance, will depend on effective coordination and cooperation.

Good cooperation is more likely where public authorities show clear commitment to integrating immigrants. The commitment generates political goodwill across policy fields and dedicated resources, which is important for sustaining quality guidance for migrants. A practical example is the OSS model with its underlying cooperative process, which has proven successful in countries with clear public commitment.

8.1.2. Cooperation with businesses and social partners

Engagement of employers and trade unions is fundamental for successful guidance policy coordination. Employers can play different roles by acting as mentors, role models, connecting to tutors and offering work placements, job sampling opportunities and other forms of training adjusted to the needs of the migrants. Employers also assist admission and integration services in defining priorities in terms of skills needs in different economic sectors and occupations and the volume of migration flow. This information has a direct effect on how guidance services can support arriving immigrants, as it indicates in which areas there will be high demand for validation and recognition procedures and training.

For SMEs, which have limited resources, good coordination mechanisms via public employment services and representative associations are essential to ensure that the integration of foreign labour is a smooth and inexpensive process

that responds to their skills needs. To assist, public authorities require good information about the needs of firms; they also need to provide the necessary information and guidance to enterprises to ease the process of hiring immigrants and lower the procedural costs.

The costs and resources necessary for career development activities, including guidance for immigrants, could be shared between employers, the state and other stakeholders (such as civil associations). Sharing responsibilities for funding is a principle encouraged by European strategies on lifelong learning and can also be applied to the financing of services that support the quality and efficiency of learning. To make resource sharing attractive to employers, they need to understand that quality information and developing immigrant CMS can help increase the productivity of workers and firms and reduce procedural and hiring costs. Such benefits should be documented and communicated in a relevant and understandable way.

Trade unions can play a fundamental role by helping identify the career development needs of migrant workers. They can develop guidance services which support immigrants in obtaining information about conditions to access the labour market, recognising their qualifications, validating their skills and finding jobs with adequate working conditions. They can promote the integration of arriving workers in the host country's professional networks. Unions can also raise the awareness of public authorities and employers of immigrant worker needs and play a role in advocating their equal rights in access to work, learning and validation, alongside their national peers.

8.1.3. European tools to make skills and qualifications visible

Integrating the common European tools in the guidance services and career support provided to migrants will increase their possibilities of career development and mobility. The European and national qualification frameworks could support recognition of qualifications acquired in the country of origin or elsewhere. A website or database, or similar tools that show how certificates from different countries relate to national qualifications levels, can ease the work of guidance services and inform people interested in moving to Europe. Validation procedures supported by targeted guidance and leading to qualifications that are included in national and the European qualification frameworks would also help immigrants to access training and job opportunities across Europe.

Increased mobility among highly qualified third country immigrants in Europe contributes to successful transposition of the blue card initiative to national legislation and directly improves European labour market matching. The web portal Ploteus, the EURES network and Europass should also be used in career

services and guidance provision to migrants, to supply information, support mobility and career planning.

8.1.4. Promoting early support and bilateral agreements

Guidance counselling should be available ahead of migration. Integration is more successful if prospective migrants have access to quality information on host countries before their departure. This includes access to quality information on admission procedures, housing systems, health systems, social security issues, labour market participation, learning opportunities, and recognition and validation procedures. It also can include familiarisation with other cultures and learning the host country language.

Such processes are made more effective by cooperation between origin and host countries, through the responsible ministries and services for integration. Alongside face-to-face support, some of these services can also be provided online. Host countries can take the initiative to provide fundamental online information in foreign languages, to support entry, recognition, study and work permit processes and to rationalise flows/applications.

8.1.5. Identifying target groups needs to inform integration strategies

To design effective guidance activities it is important to identify target groups and their needs, and to engage them in planning and implementation. Adequate tools, methodologies and staff training will frequently depend on this step in programme design. It is important for policy that immigrant groups in the population and their significance are known, so that resources can be allocated to integration programmes. This requires previous delimitation and characterisation of these groups, their contexts, problems and potential. Cultural origins, age groups, skill levels, degrees of acculturation and gender should be taken into account in this, and will impact on strategies and methodologies.

8.1.6. Engaging immigrant communities

Defining integration measures should include a strategy of engaging individuals and communities, which is attractive, transparent, ethical, and relies on cooperation and immersion in the communities. Immigrant communities have high integrative potential given the accumulated experience of their members in adapting to the receiving country and in finding effective cultural equivalents and translations across cultures. Contacts should be made with community representatives so that immigrants can be involved as mentors, role models (especially in gender issues) and tutors, and so that parental involvement is guaranteed in youth programmes.

Integration measures also need to identify and consider individual needs and potential (qualifications, skills, entrepreneurial attitude, among others). Such evaluation could help define distinct degrees of guidance provision and social entitlements (according to readiness to work or learn). Socialising contexts (schools, firms, local associations) should be used as opportunities to develop guidance interventions. This requires providing guidance and career training to teachers, managers and older workers, and directly engaging them in the activities.

8.1.7. Ensuring guidance quality and assessing its impact

Structured databases which register the effects and impact of guidance in integration initiatives are needed to understand their effectiveness, rationalise their provision and allow for objective exchange of experiences and practices. This is closely related to the general development of evidence bases on the effects of guidance practices. However, it is a complex process, as guidance activities are spread across policy fields, frequently without any linking mechanisms. The impact of guidance on people's careers is difficult to measure, which also makes monitoring and assessment complex. Nevertheless, there is a fundamental need to document better the impacts of guidance to rationalise investment in these activities.

From a policy perspective, this process needs to be implemented at: national and European levels:

- (a) at national level, by adopting minimum harmonised standards for monitoring and evaluation, disseminating them and then monitoring labour market integration initiatives accordingly. Education policies in general, VET, employment and integration policies (when developed autonomously) can be the starting point, obliging jointly-financed promoters to adopt these standards;
- (b) at European level, implementation can be achieved by reaching common agreement on a minimum of shared standards across national systems, which can allow for objective comparability of practices across countries.

The adoption of standards will also lead to better accountability in guidance activities, from both cost and benefit perspectives. Guidance for integration should be part of organisational accountability systems in schools, VET providers, employment agencies and other organisations, with explicit positive impacts and with criteria for the allocation of resources to its activities.

A structured evidence base also makes the results of integration activities visible and understandable, important for both the political and social perception of the utility of the services. Once an evidence base exists, the results of

practices should be regularly reported to policy-makers, highlighting their contribution to short-, medium- and long-term policy targets. The results should also be communicated to the immigrant communities and the general population through mass media (web, TV, newspapers, social media) that generate engagement and public support.

There is a need for competence profiles or guidelines, or for the skills of professionals offering guidance to migrant client groups to be documented. Most European countries currently have no binding requirements regarding practitioner skills in cross-cultural issues or knowledge contents in guidance services provided to migrants. There are also no clear regulations or recommendations on the composition of teams that provide different guidance activities to immigrants. They should be multidisciplinary, given the depth of legal, psychological and sociological aspects of integration. These guidelines should also extend to career education, supporting teachers and trainer (mandatory) training in multicultural methodologies.

8.2. Key messages at organisation and delivery level

8.2.1. Informing migrants and enterprises about guidance services and their purposes

The information about available integration mechanisms, such as guidance, recognition of qualifications, or career management skill development, should be clear and included in the support to firms, particularly SMEs. Services must account for immigrant contexts as much as possible, to generate trust, community engagement, individual motivation and a better mapping of integration issues. Ways to achieve these results include inserting guidance services in community associations and other socialising environments; this helps people to see them as an integrating, normal activity in their lives.

Guidance activities for immigrants need to be signposted and marketed in an efficient manner to both the immigrant and native groups, using clear accessible language. This could be done by schools, VET providers, local associations, employment services, relevant web pages, social media and other means deemed relevant. The provision must be perceived as a positive service, not an obligation, which responds to felt needs. It should be voluntary, free and universally available. Whenever possible, guidance services should be available for citizens in undefined and irregular situations, to help them overcome personal limitations and make them fully participative citizens in society and the economy. One increasingly popular way of making guidance and other support services

more accessible to all immigrants and better coordinated is the establishment of OSSs.

8.2.2. Ensuring the skills needed for guidance in multicultural contexts

Consistent with the previous recommendation, it is crucial that guidance be delivered by qualified personnel, with an ethical attitude, appropriate resources and contextual adaptation. A fair, respectful attitude towards the clients and their culture is a must. The service must ensure a safe, confidential environment that is perceived as a positive service and not as culturally repressive practice.

Professionals also need adequate guidance and multicultural training that allows them to understand, listen to and motivate their clients, using appropriate methodologies and instruments on the right occasion, with confidence and flexibility. Multicultural training should be generalised to the different career development services that deal with immigrants.

Training needs to be adapted to the context of intervention, as well as the technical content of their tasks: the status of women; the cultural identity and attitudes of youth groups with the host country's citizenship; the occupational distribution of employment in the community; the identification of effective role models in each culture; the specificity of discrimination phenomena in each community.

Teachers and trainers need to acquire appropriate methods for working in multicultural contexts, understand the value of work and formal learning across cultures, as well as the ability to network in work-related environments, to promote role model presentation, job-shadowing or job sampling activities for their students. They also need to be aware of gender stereotypes across cultures and how they affect learner performance, interests and aspirations. Women activation services, which provide information on training, access to validation and development of job search skills, also need to have strong insights about the traditional gender roles and their relationship to work and learning.

8.2.3. Ensuring guidance practitioners have access to reliable and updated information

Providing guidance practitioners with updated, reliable, accessible and easy-to-use information about the legal framework, administrative procedures and labour market conditions is fundamental to the quality of services provided. Information has to be reliable and realistic, to allow for the successful planning of integration stages and the setup of personal career planning. They also need to have contact points and means to liaise with healthcare, housing, legal work, education and social security. Within their field of competence they should be available to network and advocate the interests of their clients *vis-à-vis* other

organisations, supporting them until they have achieved autonomy. The development of a counsellor kit is an important step in enabling professionals to develop their work effectively.

8.2.4. Mainstreaming innovative practices

Mainstreaming and sustainability of effective innovative guidance practices are crucial. Many guidance practices for immigrant integration in the labour market are developed by non-governmental organisations within project-based frameworks or as side/support activities in other policy fields, such as education and employment. NGO activities should be supported, as they act as testing ground for methodologies. To ensure successful strategic alliances between the public sector and NGOs, it is important to provide strong evidence of the effects of guidance.

The clear public commitment and engagement of all relevant stakeholders within a logic of cost and resource-sharing are important to make guidance for integration sustainable. Another option is to programme project exit strategies limited in time from the outset. This means defining a clear set of actions for the termination and follow-up of the projects from the beginning. This can be implemented as a formal requirement of projects jointly financed by European or national public funds, with detail of the projects recorded and the experience and knowledge of participants shared and transferred to other projects.

Immigrant communities can contribute to the sustainability of practices if they develop internal guidance capacity for their new members. Capacity-building projects, supporting the establishment of permanent mentoring programmes in schools and training organisations, or generating networks of immigrant entrepreneurs, can play an important role in sharing the responsibility and benefits of integration among stakeholders.

List of definitions

Term	Definition
Third country	A country that is not a member of the EU.
Asylum seeker	Asylum applicant awaiting a decision on an application for refugee status or another form of international protection
Citizenship	The particular legal bond between an individual and his or her State, acquired by birth or naturalisation, whether by declaration, choice, marriage or other means according to national legislation.
Early leaver from education and training (according to Eurostat)	Person aged 18 to 24 who has finished no more than a lower secondary education and is not involved in further education or training (more generally, the usual indicator is (number of early leavers in age group/total population in age group]*100%).
Foreign (or immigrant) background	A person with parents where at least one parent was born outside of the country of residence. This includes the first and second generation as well as the naturalised.
Foreign-born	A person whose place of birth (or usual residence of the mother at the time of the birth), is outside the country of his/her usual residence.
Foreign citizens	Persons who do not hold the citizenship of their country of residence, regardless of whether they were born in the country or elsewhere.
Immigrants	People arriving or returning from abroad to take up residence in a country for a certain period, having previously been resident elsewhere. According to Eurostat, an individual is a long-term immigrant if he/she stays in his/her country of destination for a period of 12 months or more, having previously been resident elsewhere for 12 months or more.
Migrants	People changing their residence to or from a given area (usually a country) during a given time period.
NEET	Young people neither in employment nor in education and training: percentage of the population of a given age group and sex not employed and not involved in further education or training.
Non-nationals	People who are not citizens of the country in which they currently reside.
Guidance practitioners	Professionals who assist people to explore, pursue and attain their career goals, supported by counselling and other guidance tools. Covers the variety of roles that can be played by professionals working in guidance and counselling such as counsellor, advocate, consultant, teacher, advisor. Normally these professionals have received specialised training and hold a professional qualification. Qualification requirements tend to vary according to the set of guidance roles being played.
Residence permit	Any authorisation valid for at least three months issued by the authorities of a Member State allowing a third-country national to stay legally on its territory.

Schengen area (as of 1.7.2013)	European area free of border checks, allowing for the free movement of people. The area encompasses most EU States, except for Bulgaria, Croatia, Cyprus, Ireland, Romania and the United Kingdom. At the date of the study Croatia, Bulgaria, Cyprus and Romania were candidate countries to the Schengen Area. Of non-EU states, Iceland, Norway, Switzerland and Liechtenstein have joined the Schengen Area.
Third-country nationals	Migrants coming from countries outside the EU and not holding the citizenship of an EU country. This group includes both persons born in a country outside the EU and persons born in the EU but not holding the citizenship of a Member State.

NB: This list of definitions follows closely Eurostat and European Commission criteria.

List of abbreviations

APL	accreditation of prior learning
CMS	career management skills
CNAI	Centro Nacional de Apoyo a Inmigrantes [National Centre for Immigrant Support]
CBP	common basic principles (for integration)
CSR	country-specific recommendations
ELGPN	European lifelong guidance policy network
EIF	European Fund for the Integration of Non-EU Immigrants
ESF	European Social Fund
EU	European Union
EMN	European migration network
ENAR	European network against racism
ICT	information and communication technology
IOM	International Organisation for Migration
Cedefop	European centre for the development of vocational training
LMI	labour market information
NGO	non-governmental organisation
OECD	Organisation for Economic Cooperation and Development
OFII	Office Français de l'immigration et de l'intégration [French Bureau for Immigration and Integration]
OSS	one-stop shops
PES	public employment service
SME	small and medium-sized enterprise
VET	vocational education and training

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Valuing diversity: guidance for labour market integration of migrants

Europe faces an increase in the age of its natural population and a reduction in available labour force. The retirement of a highly qualified workforce, alongside a rise in demand for medium- and high-skilled workers, will likely result in labour shortages in several sectors and countries.

The movement of qualified, third-country immigrants into the European Union is needed for economic recovery. Guidance services are to the fore in the reception of third-country immigrants; they provide fundamental career information and career management skills (CMS), empowering individuals to acquire autonomy in managing their career in a new country.

This Cedefop study analyses guidance strategies to support labour market integration of immigrants. Its findings suggest the need for greater engagement by employers, trade unions and immigrant communities, as well assurance of appropriate practitioner training and improved marketing and communication strategies.

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