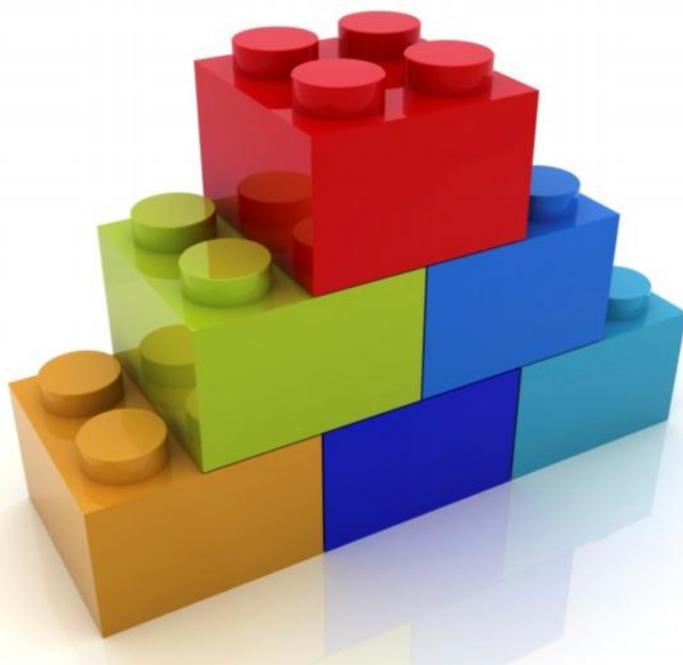


European Commission, DG HOME

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DRAFT EUROPEAN MODULES ON MIGRANT INTEGRATION



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LIST OF ABBREVIATIONS

ALTE	Association of Language Testers in Europe
CBP	Common Basic Principles for Immigrant Integration
CEFR	Common European Framework of Reference for Languages: Learning, Teaching, Assessment
DG	Directorate-General
EAQUALS	The European Association for Quality Language Services
EALTA	European Association of Language Testing and Assessment
ICT	Information and Communication Technologies
ILTA	International Language Testing Association
NCPI	National Contact Points for Integration
NGO	Non-governmental organisations
SFI	Svensk för invandrare (Swedish for Foreigners)
SME	Small and Medium-sized enterprises

This report and its annexes do not necessarily represent the viewpoint of the European Commission. The interpretations and opinions they contain are solely those of their authors.

1. INTRODUCTION

The idea of developing European modules on migrant integration dates several years back to the Justice and Home Affairs Council of 12-13 June 2007, in which the National Contact Points on Integration supported by the Commission were invited to "examine the added value of developing common European modules for migrant integration as a full project in the light of experience at national levels...".¹ This invitation was reiterated in the Stockholm Programme in 2009, in which the Council specifically invites the Commission to "support the Member States' efforts towards the identification of joint practices and European modules to support the integration process".² The importance of developing European modules on migrant integration was also reaffirmed in the Council conclusions of June 2010³ with an emphasis on three areas in which modules should be developed:

- 1) Introductory and language courses;
- 2) A strong commitment by the host society; and
- 3) The active participation of immigrants in all aspects of collective life.

As part of this process, the European Commission launched a call for tender with a view to selecting a service provider who should assist the Commission in its support to the National Contact Points for Integration (NCPI) for the development of modules on migrant integration.

This document presents the three draft modules developed during the course of the project "European Modules on Migrant Integration", which was carried out by Ramboll Management Consulting and Ecorys on behalf of the European Commission, DG Home Affairs in 2010-2011.

It contains proposals for the content of the three draft modules on migrant integration, one on each area identified above. During the course of the project, a common agreement has been reached with the Commission on the reformulation of the draft module on "strong commitment by the host society" as "strong commitment by the *receiving* society".

1.1 What is a module?

As mentioned in the conclusions by the Justice and Home Affairs Council of 12-13 June 2007 and as reiterated in the Stockholm Programme, European modules on migrant integration refer to "a collection of experience at national levels"⁴ and an "identification of joint practices"⁵.

Several steps have already been taken to collect information regarding integration policy and practices across the Member States. At the **European Web Site on Integration** (www.integration.eu), a collection of updated integration practices from the Member States is presented. Furthermore, the **Handbooks on Integration for policy-makers and**

¹ Council document 10267/07, 12-13 June 2007. <http://register.consilium.europa.eu/pdf/en/07/st10/st10267.en07.pdf>.

² The Stockholm Programme — An Open And Secure Europe Serving And Protecting Citizens. OJ C 115, 4.5.2010.

³ Council document 9248/10, 4 May 2010: Conclusions of the Council and the Representatives of the Governments of the Member States on Integration as a Driver for Development and Social Cohesion.

⁴ Council document 10267/07, 12-13 June 2007, p. 26.

⁵ Stockholm Programme, chapter 6.1.5.

practitioners aim at structuring the exchange of best practice between Member States in the field of integration⁶.

With this in mind, it is the understanding of the project team that modules should be more than a collection of good practices structured according to different themes: *Modules should take knowledge exchange to the next level by providing Member States with negotiated recommendations on how to improve their integration policies and practices, based on the best existing evidence of what works.* The aim of the draft modules is thus to provide a common “language” and a reference framework regarding integration which facilitate ongoing knowledge exchange and help to increase the quality of policies and practices and the performance of practitioners and public service providers across the EU in the three given topics.

For these reasons the content of the modules has been developed so that it corresponds to the challenges that Member States experience in connection with the three module themes as well as the Common Basic Principles corresponding to the themes. Furthermore, the measures laid out in the draft modules have been selected by experts from across the Member States, and the sources of experience presented are based on the best existing evidence (cf. method description below).

Finally, it must be underlined that the draft modules presented are not an attempt to produce binding guidelines, to harmonise an entire policy area or to create competition between Member States. Instead, each module contains a number of components which Member States can put together in different ways when developing integration policies and activities. The aim is for the modules to have the flexibility to be adapted to different national contexts and governmental structures, and applied at the national, regional and local level.⁷

1.1.1 Who is this document directed at?

The draft European modules are directed at the national authorities of the Member States, as integration is a national competence of the Member States and any implementation of integration policies and measures at the regional and local level is the responsibility of the Member States. It is however the aim that the modules are adaptable to different contexts and can, if considered relevant by the Member States, be implemented at all levels.

As follows from the competences of the European Union in the field of integration, the general target group of the integration measures consists of third-country nationals. However, the measures that are proposed in this document can also be used to target other groups of migrants, if Member States consider it relevant and necessary within their own national context.

1.2 The European modules in a greater context

The current political climate, which places an important emphasis on the questions of migration and integration, shows that the topics dealt with in the draft modules are indeed highly topical. For example the need to learn the official language(s) of the receiving society has been emphasised at several occasions during the recent debates, highlighting the importance of the topics included in the draft European Modules on Migrant Integration.

It is also important to see the development of the modules in the light of the **Europe 2020 strategy**, where integration of legal migrants plays an important role in the achievement of the EU 2020 targets of an increased employment rate, reducing school drop-out rates, increasing the share of 30-34-year-olds completing third level education, and reducing poverty and social exclusion.⁸

⁶ The handbooks were published in 2004-2010.

⁷ Parallel to the work conducted by the project team on the content of the modules, the concept of the modules has been discussed at the Expert Conference on European Integration Modules, which was organised by the Belgian Presidency of the European Union in December 2010. The concept paper and conference conclusions developed in connection with Belgian Presidency conference have inspired the concept of the modules which is presented in this paragraph.

⁸ http://ec.europa.eu/europe2020/index_en.htm.

As the Commission emphasises in its newly adopted Communication on Migration⁹, "a rational migration policy should recognise that migrants can bring economic dynamism and new ideas and help create new jobs". The Commission also emphasises that migrants support the European labour markets by filling gaps and by contributing to addressing the demographic challenges that the EU faces. For these reasons, among others, integration policies, including the European modules, should at no point in time become measures for minimising immigration.

In the summer of 2011, the European Commission will present a **New European Agenda on Integration**. This New Agenda will take into account the development of European Modules for Migrant Integration as a new flexible tool to support the integration process.

In addition to being closely related to the political developments at the European level, the draft modules take into account the work conducted previously in the field of integration at the European level. For example the Handbooks on Integration for policy-makers and practitioners¹⁰ as well as the European Web Site on Integration (www.integration.eu) have been used as sources of good practices in the data collection phase.

The three draft modules are also very closely linked with the Common Basic Principles for Immigrant Integration (CBP). The modules aim to emphasise in particular that integration is a two-way process of mutual accommodation by all migrants and residents of Member States (CBP 1), which is why the modules include measures targeted both at migrants and at actors representing the receiving society.

With respect to **module 1 on introductory and language courses**, the CBP state that integration implies respect for the basic values of the EU by every resident (CBP 2) and that basic knowledge of the receiving society's language, history, and institutions is indispensable to integration; enabling migrants to acquire this basic knowledge is therefore essential (CBP 4).

With respect to **module 2 on strong commitment by the receiving society**, the CBP state that Member States must ensure access for migrants 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 (CBP 6). Furthermore, they aim to ensure that the focus on integration is a mainstream consideration in policy formulation and implementation and state that Member States must avoid a decrease in the quality standards of public services like education, social services and others, especially at the level of regional and local administrations (CBP 10). Finally, they aim to ensure a diverse work force with equal access for migrants to the European labour markets (CPB 3).

With respect to **module 3 on active participation of immigrants in all aspects of collective life**, the CBP state that the participation of migrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration (CBP 9). Furthermore, the CBP state that the practice of diverse cultures and religions must be safeguarded, unless they conflict with inviolable rights or law (CBP 8). Different measures encouraging the active participation of immigrants in all aspects of collective life can be understood as steps on the path towards citizenship, which could theoretically be seen as reaching an important stage of the integration process, though it is not necessarily the end to it.

⁹ Communication from the Commission to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions: Communication on migration. COM (2011) 248 final, 4.5.2011.

¹⁰ The handbooks were published in 2004-2010.

1.3 Method

The development of the draft modules has been based on the overall goal of extracting prominent practices, policies and legislation in the field of integration, covering the three themes of the draft modules, and reformulating them into structured, non-binding guidelines. The goal has been to base the draft modules on practices, policies and legislation which have been proved to work. Ideally, the good practices identified in the draft modules should be evidence-based examples from the Member States. Evidence is here understood as evaluation, research or other external assessment, showing positive results or impacts (see below).

1.3.1 Data collection and analysis

Each draft module has been developed based on a four-step approach:

- 1) Identify key challenges across the EU within the three themes
- 2) Identify good practices across the EU that address the challenges
- 3) Prioritise the topics and select good practices to be discussed with experts
- 4) Develop the components of the module during an expert seminar.

Each step is described below.

Identify key challenges across the EU within the three themes

As the first step of developing each draft module, the NCPI were invited to share the key challenges experienced by their Member State within the theme of each draft module. This was done either through telephone interviews with the NCPI (Draft module 1) or in a written format (draft modules 2 and 3).

Identify good practices across the EU that address the challenges

As the next step, the task was to identify good, current integration practices and legislation that address the challenges identified by the NCPI. This was done in two different ways: by consulting the NCPI on the existence of relevant experiences, policies and legislation in the Member States; and by conducting desk research. The desk research encompassed, among others, the European Web Site on Integration, the Handbooks on Integration, and the work conducted by the Council of Europe. Based on the identified good practices, a review comprising all identified practices was developed for each module.

Prioritise the topics and select good practices to be discussed with experts

When all the current practices which responded to the challenges, and were thus identified by the project team and the NCPI were collected together, the project team went through each of them to assess whether the examples could be considered "good practices", i.e. examples where positive results have been shown through evaluations, research or other external assessment.

Moreover, the challenges identified by the NCPI were structured by the project team to form the basis of the draft modules and their components. Subsequently, examples corresponding to each key challenge were identified. On the basis of this exercise, the project team put together three discussion papers, which were used as the background documents in three expert seminars organised within the context of the project. These discussion papers can be found annexed to this document.

Develop the components of the module during an expert seminar.

The components of each draft module were developed further at three expert seminars organised in Riga (October 2010), Vienna (February 2011) and Brussels (April 2011). At these expert seminars, participants representing national, regional and local administrations, practitioners, researchers, NGOs, European stakeholders and international organisations discussed the contents of the draft modules during working sessions. The goal was to verify the findings of the research conducted by the project team by involving relevant experts in assessing the suggested scoping of the modules, and by asking them to identify which measures were most promising and should be part of the modules. This was done by prioritising examples and by specifying the contents of

each component in terms of relevance, purpose, preconditions, implementation, target group and stakeholders, follow-up possibilities and costs.

As a result of each seminar, the project team developed a draft module, which are each included in this document. While draft modules 1 and 2 have been presented to and commented on by the NCPI, draft module 3 has not (yet) been commented on by any stakeholder.

1.3.2 Assessment of evidence-base

Each component contains a selection of "sources of experience". These sources of experience serve the purpose of illustrating different ways in which the Member States have implemented the activities proposed in the components. Each description is based on a practical example from a specific Member State, and while presented in a general way, the examples should be seen as illustrations of ways in which the components could be put into use in the national context. The goal of the modules is not to publish a list of good practices from the Member States, which is why the descriptions are kept at a general level, while more specific descriptions of the examples can be found in the discussion papers annexed to this document.

The sources of experience were selected based on the following criteria in terms of strength of evidence:

- 1) Strong evidence: An evaluation/research conducted by an external actor shows that the legislation/policy/practice (measure) has led to positive results.
- 2) Medium evidence: Participant or user evaluation shows that the beneficiaries of the measure consider the measure to have a positive impact; OR the measure is being monitored in a way indicating that the measure has a positive impact.
- 3) Low evidence: Examples identified by the NCPI or seminar participants as relevant ways to respond to the challenges identified in the Member States, and examples identified by the project team through desk research. Low evidence concerning their impact, but also no signs concerning negative impact exists.
- 4) Not applicable: Some examples are in themselves examples of how to conduct evaluation or monitoring, and cannot be judged in terms of evidence.

Where possible, examples representing the first two categories have been used, i.e. strong evidence and medium evidence. That being said, the project team has aimed to illustrate examples responding to all challenges, even where the evidence is non-existent.

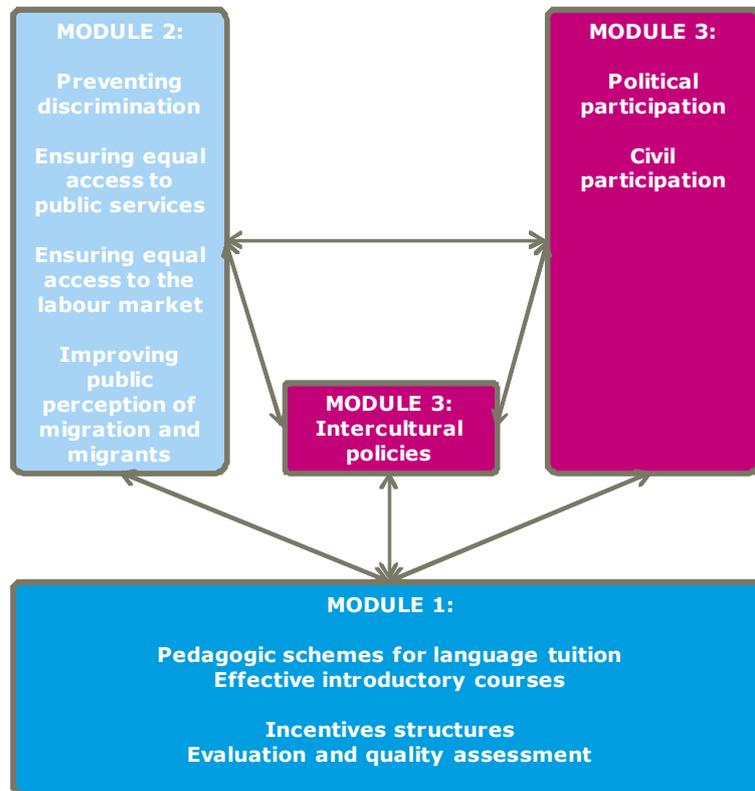
As can be seen from Supplement 1, an overview of the examples presented in the draft modules, the examples in the first category are few. This shows that further evaluation is necessary in order to determine the impact of the measures that have been deemed convincing, but which are based on either moderate evidence or low evidence.

The annex also serves the purpose of indicating to some extent in which areas external evaluations are more common. In the future development of modules it may be relevant to encourage increased evaluation of results and to set even more stringent criteria for the inclusion of examples. However, in this project it has been the preference of the project team to provide a broad range of examples, while openly communicating the evidence base supporting each.

1.4 The three modules

As indicated in the figure below, all three draft modules presented in this document are closely interlinked with each other.

Figure 1: The interrelationship between modules



It can be said that Module 1 on introductory and language courses provides the basis for the other measures supporting the integration of third-country nationals through the provision of language tuition and an understanding of the functioning of the receiving society.

Module 2 on strong commitment by the receiving society looks at integration from the point of view of the receiving society, by ensuring equal access to public services, supporting diversity in the labour market and aiming to ensure positive public perception of migration and migrants. Conversely, Module 3 on active participation of immigrants in all aspects of collective life looks at integration from the point of view of the migrants, showing how political and civil participation of migrants can be ensured. It should however be acknowledged at all times that integration is a two-way process of mutual accommodation, and no measures can only deal with one or the other. The active participation of immigrants in the collective life is only possible if the relevant framework, for example in terms of voting rights, is in place and supported by the society and if members of the general public, e.g. service providers, engage in intercultural dialogue activities with migrants.

While the current division of components between modules 2 and 3 has been made with the aim of ensuring clear distinctions for the purpose of developing the modules, it should be kept in mind that the division is, so to speak, artificial and that the modules are very closely connected with each other. This is in particular true in relation to the component on intercultural policies (module 3). The measures in this component strongly emphasise the importance of a two-way process, and refer on several occasions to topics discussed in module 2 on strong commitment by the receiving society. Not only are intercultural policies relevant as a component of active participation by immigrants, they also show the strength of the commitment by the receiving society. This is why the component is placed in the figure above in between all three modules.

2. DRAFT MODULE 1

2.1 The overall aim of the module

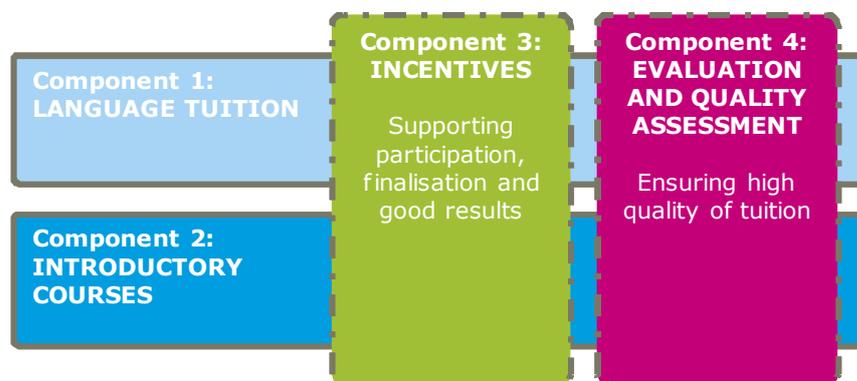
The module on introductory and language courses, aims to present solutions to the challenges that Member States experience when organising introductory and language courses targeting newly arrived third-country nationals. It is composed of four module-components that have each been pointed out by Member States to be important building blocks when it comes to introductory and language courses:

1. **Pedagogic schemes for language tuition:** Organisation of language tuition in one of the official languages of the Member State to third-country nationals
2. **Effective introductory courses:** Organisation of courses concerning civic orientation/civic integration to third-country nationals
3. **Incentives structures:** Ways to incentivise all actors (migrants, course providers etc) to ensure participation and successful completion of language and introductory courses
4. **Evaluation and quality assessment:** Ways to ensure high quality of language and introductory courses and to assess the effectiveness of integration policies and measures.

2.2 The interrelationship between the components

The four components of the module on language and introductory courses are closely interrelated, which is illustrated in the figure below.

Figure 2: Interrelationship between the four components



Language and introductory courses are services offered in many Member States to newly arrived third-country nationals.¹¹ While they are represented as two separate services in this draft module, some Member States have chosen to incorporate introductory courses (also named civic orientation or civic integration courses) as an integrated part of language tuition. Whereas these two components form the basis so to speak of the module, the other two components are relevant means with which to ensure effective implementation of the courses. The component on

¹¹ Whether these services are offered for free, or against a payment, differs from one Member State to another.

incentives supports the components of language tuition and introductory courses, by providing ideas on how to ensure and stimulate migrants' learning progress over time. Component four on evaluation and quality assessment supports likewise the first two components by providing examples on how to ensure high quality language tuition and introductory courses through the use of evaluation and quality assurance.

2.3 Component 1: Pedagogic Schemes for Language tuition

1. Relevance & purpose

As the acquisition of language skills might have positive long-term benefits both for migrants and for the receiving society, there is a strong case for the development of a formalised language system and framework for legally resident migrants¹²:

- Enhanced language skills could help increasing migrants' autonomy and independence
- Enhanced language skills could lead to increased social cohesion
- Enhanced language skills could lead to improved job opportunities
- Second language competence by parents could lead to enhanced educational opportunities for 'second generation' migrants.

These suggested benefits are well in line with the Europe 2020 strategy.

In planning and running language tuition courses it is necessary, for the best outcomes, to sort migrants into different groups according to their competency levels, knowledge acquisition skills and integration goals so as to respond to the migrants' learning needs and to avoid some migrants being left behind. The preferable ways to do this are by using migrants' *educational background* as the dividing principle, since the evidence base for doing so is strong.

Setting minimum requirements for language proficiency has pedagogical benefits, as attaining a specified level of achievement can be a very good motivating factor and might increase levels of participation and engagement. It is at the same time important that requirements closely match the subjective and objective needs of the learners.

It is relevant to use the Common European Framework of Reference for Languages: Learning, Teaching, Assessment (CEFR) as a reference when determining language proficiency levels, because it is widely used as a reference by the Member States for this purpose. Using the CEFR makes the language skill assessment more transparent, and makes it easier to evaluate and acknowledge the level of skills possessed by the migrant. Furthermore, it has great potential for needs analysis and profiling.

The CEFR should always be customised to the national context in which the migrants work and live.¹³ There is, however, a general agreement among experts that level A2 of CEFR is appropriate for general day-to-day living and should be adopted as the accepted standard at which the student has a functional competence. Level A2 corresponds to a level where the migrant has the basic skills that make it possible to communicate in simple and routine tasks. (For a complete description, see supplement 1). For employment purposes, level B2, may be more appropriate, even though not all jobs require such a high level of language proficiency. On this level the migrant can interact with a degree of fluency and spontaneity that makes interaction with native speakers possible without strain for either party. Also some flexibility is needed between oral skills (speaking and listening) and written skills (reading and writing) to ensure that desired learning outcomes of the individual concerned can be met (see paragraph seven for concrete suggestions).

2. Target group

Language tuition should mainly be targeted at adult, newly arrived third-country nationals. Language tuition should be started within 1-6 months of the arrival of the person, but preferably within three months of the arrival, as newly arrived migrants are assumed to have the greatest need and the highest motivation for learning the language of the receiving society. It is however

¹² These points are partly drawn from the report "Development of a National English Language Policy and Framework for Legally-Resident Adult Immigrants", Horwath Consulting Ireland in association with Rambøll Management and Matrix knowledge group for the Office of the Minister for Integration and the Department of Education & Science, 14th July 2008.

¹³ Little, David (2008): The Common European Framework of Reference for Languages and the development of policies for the integration of adult migrants. Council of Europe (www.coe.int/lang).

also important to offer possibilities for language tuition to migrants who have resided in the Member State for a longer time, but who did not participate in language tuition upon their arrival.

If there is a need to prioritise, migrants with specific skills that will be beneficial to the receiving country (for example doctors and nurses) should be prioritised so that they can quickly become active in the labour market.

3. Preconditions

In order to implement the component on language tuition, or parts of it in a national context, a number of preconditions have to be fulfilled. These are mainly related to the existing infrastructure and capacity for providing high quality language tuition that can be adapted to the individual needs of the migrants.

1. In order to ensure a coherent level of language tuition throughout the Member State, the national authorities should *ensure a consistent approach* across the whole language tuition sector (both private and public providers, and national, regional and local levels). Such an approach could be developed in the following areas:
 - Contents of initial and continuing training courses of teachers
 - Guidelines for language proficiency (CEFR preferably¹⁴)
 - Guidelines for assessing a person's learning capacity and language proficiency
2. In order to ensure that migrants are placed at a level that matches their needs and skills and in order to tailor course objectives and content to learner's needs, it is important to have in place a *mechanism for assessment of all the migrants who are to be enrolled in language tuition* (consistent standards, trained assessors, resources etc.). The assessment could be done through an interview comprising a check on educational background, a check on learning objectives and integration goals, an overview of what education opportunities are available and streaming into a course at an appropriate level for the learner.

One way to ensure consistent standards is to develop an assessment guide that is used all over the Member States by the different stakeholders conducting learning capacity assessment. It should be taken into account that an individual's learning capacity is not necessarily related to their age, education or ethnicity, so flexibility in delivery will always be needed.

3. A precondition of successful implementation of the component on pedagogic schemes is to ensure that teachers have particular skills in the field of language tuition to adult migrants. Therefore it is important that the Member States have in place a *mechanism for teacher training* that enables an interactive and flexible approach to teaching, which can support the different learning needs of the migrants. More specifically, the teachers need to be trained in various pedagogical techniques, classroom management skills, teaching styles, understanding of and ability to handle testing, assessment and evaluation, knowledge and ability to teach socio-cultural background information, inter-cultural attitudes and skills, digital skills, and ability to deal with individualisation within classes containing diverse learner types and abilities¹⁵, if division of participants into classes according to acquisition skills is not possible.¹⁶ Moreover, it is necessary to ensure mechanisms to retain qualified and experienced staff, and to ensure that the status and work conditions of teachers are improved, where necessary.

¹⁴ It should be noted that the CEFR is not a standard-setting instrument. Rather, it is a framework of reference that is intended to be used flexibly and with due regard to the needs of particular contexts. For further information, see D. Little, 'The Common Framework of Reference for Languages and the development of policies for the integration of adult migrants', Council of Europe: Strasbourg, 2008.

¹⁵ These include for example different learning styles, different learning paces and interests of the students; illiterate learners and persons who are not used to studying languages. See for example Kluzer, Stefano, Anusca Ferrari & Clara Centeno: Language Learning by Adult Migrants: Policy Challenges and ICT responses. Policy brief. European Commission, Joint Research Centre, 2011, pp. 31-32.

¹⁶ The Common European Framework of Reference for Languages. Cambridge University Press, p. 144.

4. Finally, measures should be put in place to *assess the quality of language tuition* in order to ensure that all providers of language tuition are delivering to an appropriate standard. These quality assurance methods should ensure the assessment of quality also in cases where different types of curricula are used by the service providers.

For more information on quality assessment, please see **component four** on "Evaluation and quality assessment".

4. Implementation

When implementing a pedagogic scheme for language tuition that meets the different starting points and needs of migrants (e.g. in terms of educational backgrounds), it may at the same time be important to sometimes mix migrants with different educational, professional and cultural backgrounds, as this can help mutual understanding of the integration process. Also mixing groups may help less-able learners to develop through informal support by quicker learners.

The amount of hours needed in order to reach sufficient language proficiency relates to the level of competency required and the purpose (e.g. citizenship), and is highly dependent on the previous skills of the migrant. There is considerable variation across Member States; for example, in Portugal some 150 hours are allowed in order for the candidate to obtain level A2 CEFR, whereas in France, 400 hours is the maximum in order to better take into account the illiterate migrants. It is also agreed that it is not possible to make a link between hours spent attending a language class and the proficiency level achieved, due to the high number of factors determining success (or failure) of language tuition. It would therefore be difficult to prescribe a specific number of hours, but the goal should be to support everyone in obtaining level A2 CEFR.¹⁷

There may also be a need to adapt the number of hours to meet the needs of the group, in terms of their geographical and cultural background, their educational and professional background, the educational opportunities they have had in the countries of origin and so on. Experience in some countries shows that long-settled migrants ("oldcomers") in fact need more tuition than newly arrived migrants because they have developed "coping strategies" to deal with their lack of language competence (e.g. relying on lawyers, doctors etc. who have the same mother tongue) and are not as well motivated to learn.

Some Member States find it a good idea to set a time limit, within which language tuition must be completed, e.g. for financial reasons. Others find it impossible to define a meaningful limit because there are so many variables to consider, such as informal learning (learning the language at home, at work etc.)

In order to organise language tuition in a flexible way that enables migrants to take up work, education, employment training etc. the following can be considered:

1. time – e.g. placing language tuition during hours that do not interfere with migrants' work hours
2. location – e.g. placing language tuition in areas that are easy to access for migrants (for example in the centre of town, areas near migrants' workplaces, etc.)
3. content – ensuring that the content of language tuition is adapted to the needs of migrants (e.g. work related vocabulary).¹⁸

Also ICT-based learning can provide flexibility, as it allows all migrants to learn at any time and in different locations. If implementing an ICT-based option, it is important that the necessary infrastructure (internet connection, computers etc.) is in place at the learning centres and that migrants are guaranteed access to IT at public libraries, at the learning centres, or at home. It should also be recognised that ICT-based learning requires that the migrants have a sufficient

¹⁷ It should be acknowledged that attaching a number of hours to a proficiency level is often something that language schools have to do in order to indicate what learners can expect to get from the courses.

¹⁸ Other good ways of increasing the flexibility are for example: informal learning; learning through the use of ICT; integration of language learning in the national plans for language tuition for adults; and offering possibilities for language learning at work place.

ability to use ICT, without forgetting that basic ICT skills are considered necessary in our society. Specialised ICT-based learning material should be available to illiterate migrants and migrants with a lower educational level.¹⁹

5. Stakeholders

Stakeholders are an important part of the organisation of language tuition to third-country nationals. Reports show that migrants often use the language of the Member State to a limited extent outside the classroom, and lack opportunities to socialise and interact with the receiving society.²⁰

When organising language tuition, the main stakeholders are the course providers; the authorities financing the language tuition (depending on the national context, these may be on the national, regional or local level); educational institutions training teachers in foreign-language tuition for migrants; and the actors responsible for evaluation and follow-up.

Other important stakeholders include teachers, employers, schools and local associations in the Member State. All of these can impact heavily upon the extent to which migrants use the language of the Member State outside the classroom.

6. Costs

When faced with the challenge of ensuring continuous financing for language courses, the following can be taken into account. However, it must be kept in mind that the overall goal should be to facilitate integration and not to restrict immigration:

- Improve the efficiency of courses for example through the use of ICT, which can reduce contact hours and costs relating to teaching work, once the introduction of ICT is coupled with appropriated organisational change.²¹
- Mainstream language education in such a way that it is included in the general education system. This could help reducing the costs of facilities (renting classes etc.).

7. Follow-up possibilities

It is important to put in place effective mechanisms for obtaining learner feedback, as this will provide useful information for developing and improving programmes.

In order to measure the success of language tuition, both formal and informal indicators of success should be used. The formal indicators may serve as instruments for measuring success (e.g. when evaluating service providers' ability to ensure learning progress over time), whereas informal indicators may serve as instruments for didactic planning and as motivational factors for participants.

- *Formal indicators*: The CEFR provides valuable and formal indicators that should be used in order to assess migrants' learning progress over time.
- *Informal indicators*: Consideration should be given to using other, less formal, indicators such as portfolios of achievement, self-assessment of language ability and confidence in using language, and achievement of personal learning goals.

¹⁹ For interesting proposals on how ICT can be used in language tuition, see: Kluzer, Stefano, Anusca Ferrari & Clara Centeno: Language Learning by Adult Migrants: Policy Challenges and ICT responses. Policy brief. European Commission, Joint Research Centre, 2011.

²⁰ Kluzer, Stefano, Anusca Ferrari & Clara Centeno: Language Learning by Adult Migrants: Policy Challenges and ICT responses. Policy brief. European Commission, Joint Research Centre, 2011.

²¹ Kluzer Stefan, Anusca Ferrari & Clara Centeno: Language Learning by Adult Migrants: Policy Challenges and ICT Responses. Policy Brief. European Commission, Joint Research Centre, 2011. P. 39.

For further follow-up mechanisms, see **component four** on "Evaluation and quality assessment".

8. Sources of experience

Pedagogic scheme using educational level as the dividing principle (example inspired by Denmark – Danskuddannelse til voksne udlændinge)

One way to sort migrants into different competency levels and knowledge acquisition skills is to use migrants' *educational background* as the dividing principle. This can be done by establishing several language tuition programmes consisting of modules with differentiated CEFR proficiency levels, and clear and measurable objectives. The CEFR proficiency levels should be adapted to national contexts. In the example, three programmes were developed:

1. A programme directed at migrants who have no or poor educational background from their home country and who cannot read and write in their mother tongue. The final exam for this programme could require that migrants have obtained CEFR level A2 (written test) and CEFR level B1 (oral test).
2. A programme directed at migrants who have a short educational background from their home country (municipal primary and lower secondary school) and who can be expected to learn the language of the receiving society relatively slowly. The final exam for this programme could require that migrants have obtained CEFR level B1 (written test) and CEFR B1-B2 (oral test).
3. A programme directed at migrants who have a medium or long educational background from their home country (i.e. high school or a higher education) and who can be expected to learn the language of the receiving society relatively quickly. The final exam for this programme could require that migrants have obtained CEFR level C1 (written and oral test).

The different modules comprising each programme can be followed by a test demonstrating if the student can move on to the next module. The responsibility for assessing the migrants' qualifications, language skills and the targets for language tuition can be placed upon the service provider. This assessment can subsequently be used to place the migrant in the suitable language tuition programme and the corresponding module. A referral and assessment guide can be developed in order to guide service providers in the referral and assessment of migrants.²²

Evidence-base: Strong evidence

²² Ministeriet for Flygtninge, Indvandrere og Integration, Vejledning om modultestning, Danskuddannelse til voksne udlændinge m.fl., september 2008. & Danskuddannelserne til voksne udlændinge m.fl., Rådet for Uddannelses- og Erhvervsvejledning, 2003; Rambøll Management (2007): Baseline-måling af brugernes syn på introduktionsprogrammet. Hansen, Eigil Boll & Christophe Kolodziejczyk (2009): Nydanskernes vurdering af introduktionsprogrammet og deres integration. AKF, Anvendt KommunalForskning. Clausen, Jens, Hans Hummelgaard & Leif Husted (2006): Effekten af introduktionsprogrammets arbejdsmarkedsrettede indsats. AKF, Anvendt Kommunal Forskning.

2.4 Component 2: Effective Introductory Courses

1. Relevance & purpose

Civic orientation or civic integration courses (generally referred to as introductory courses) are necessary and relevant for the integration of third-country nationals; however, they can only be a starting point and a stepping stone on the way to active participation and citizenship and have to be supported by other integration measures.

The courses should contribute to matching expectations of migrants and receiving societies by providing knowledge, understanding and insight with regard to life in the Member State. The main objective is to foster self-reliance of the participating migrants as many migrants are not used to a culture in which individualism and self-responsibility play such an important role. As a consequence migrants experience difficulties in meeting the demands of the receiving society (e.g. finding employment on their own). This is why it is particularly important that migrants gain through the courses insight into the way European society impacts upon the individual, and that they understand the constitution and the embedded values and government system of the respective Member State. In addition, intercultural competence is an important objective, since migrants (as well as the receiving society) need to acquire the skills to communicate and navigate in situations in which different cultural assumptions are at play. Furthermore, it is important to provide migrants with practical guidance on, for example, how to register with a doctor, where to apply for housing assistance etc., since information like this will also help to promote self-reliance.

Introductory courses should have a limited duration and could be conducted in a modular way. The length of the course depends on the needs or skills of the migrant as assessed by a test or an interview beforehand as well as on the curriculum or content (see paragraph five).

The courses should always be taught in a language that the participating migrants understand. This could be the mother tongue of the migrants²³, another language well understood ("contact language") or the language of the receiving country. The advantage of using the mother tongue of the migrants or a contact language is the possibility for the courses to start immediately upon arrival or as soon as possible thereafter, which is very important in order to ensure that the migrants have the basic knowledge required concerning the society in order to begin the integration process. If the language of the receiving country is used, some fluency of the language is needed and this might delay the beginning of the introductory course.

It is best to conduct courses within the first six months after arrival in the receiving society since migrants need practical information about daily life right from the start of their integration process. In case of pre-departure measures, where basic information on the receiving society has already been given, or where information has otherwise been provided beforehand, courses could also take place at a later stage. For example information on rights and duties, the democratic system and history etc. of the receiving country could be provided at a later stage when this can be conducted in the language of the receiving society.

2. Target group

Introductory courses should be targeted at all migrants in need of support in order to integrate. The courses should mainly take place as soon as possible after the arrival of the migrant. As with language courses, it is also important to offer introductory courses to migrants who have resided in the Member State for a longer time, but who did not participate an introductory course upon their arrival. In addition, it is sometimes relevant to target subgroups with special needs – this goes particularly for migrant parents, labour migrants and migrant adolescents.

²³ It should be noted that teaching the introductory courses in the immigrants' mother tongue might be difficult in rural areas and areas with fewer immigrants from one language group.

3. Preconditions

It is important to have in place an overall framework for integration activities prior to providing introductory courses. The existence of an agreed framework is important in order to ensure common understanding among the stakeholders (different types of actors on different levels) concerning the goals of introductory courses.

There should be a predefined overall curriculum (which should provide for the main content and methods, as well as guidelines for teaching materials) in order to ensure common standards, methods and outcomes, especially in case of testing and self-assessment. A predefined framework is optimal, since teachers need room to develop the curriculum on their own to a certain extent in order to accommodate the specific needs of the migrants.

Finally, in order to ensure a high quality of lessons in terms of level, language and pedagogical skills, a specific teacher training is needed. Due to the intercultural aspects of the courses, part of the teacher training ought to be providing good communication strategies.

4. Implementation

The exact content of the introductory courses must be determined by the specific needs of each Member State. In general it can be said that the courses must contain information regarding:

- knowledge about *the values of the receiving society and of the European Union* (e.g. respect for the individual, equal rights and freedom of expression);
- *the democratic system, as well as the rights and duties of the Member State* in which the migrants are residing; and
- *the daily life and the functioning and structures of that society* including issues such as the labour market, housing, health care, the educational system etc.

Teaching methods are likely to differ depending on the content of the introductory courses. In case the goal is for the migrants to gain basic knowledge about the Member State, it may be relevant to offer a short course or provide a handbook (provided that the participants are literate). In case the goal of the course is for the migrants to gain an understanding of the values of the society, more complex and innovative teaching methods may be needed.

There is no clear-cut answer as to whether language courses should be a prerequisite for introductory courses or not. It can be argued that language courses should be a prerequisite, as the technical terms of the political and democratic system need to be understood in the receiving countries' language, and only this ensures a common knowledge of the system. In addition, it is more cost-effective to provide courses in only one language and easier to organise since the same provision structures as for the language courses could be used. On the other hand, it can be argued that language courses should not be a prerequisite because language learning might take a long time, and civic orientation might commence too late for the migrants to learn the necessary information to get along in the receiving country.

Nonetheless, it must be stressed that language learning should be closely linked to issues of civic orientation and that information on daily life should be integrated into language learning. Knowledge about the constitution or system of government, on the other hand, is more difficult to accommodate in a language course.

5. Stakeholders

When drafting and developing the curriculum for introductory courses, stakeholders can be involved through expert seminars, polling, hearings, calls for volunteers etc. It must however be stressed that not all stakeholders can be involved in the process, and that there is no blueprint

on how to involve specific stakeholders when planning and conducting introductory courses. It is important to at least include course providers and other teachers, migrant organizations, relevant NGOs and local authorities in the development of the curriculum. If the Member State in question wants an expert opinion, expert seminars are the right way to go. If it wants general input, hearings might be a good strategy, etc.

6. Costs

When planning and conducting introductory courses, overhead costs such as rental fees, costs for transportation and childcare, costs for information sessions, teachers and teaching material, coordination, reach out campaigns, guidance and interpreters should be considered.

There is no clear-cut answer as to whether courses should be free of charge or not. Providing courses free of charge might foster the impression that courses do not have a value. Moreover, limited budgets might require migrants to take over at least part of the costs. Nonetheless, it is important to ensure migrants' commitment to participating in the courses. This can be ensured by individual integration plans, respective legal provisions, through a deposit system, a small fee, voluntary work, a loan system, etc.

7. Pitfalls

When developing introductory courses it is important to be aware of intercultural misunderstandings (e.g. certain groups being offended by cultural expressions, explanations etc. that are widespread in the receiving society). Moreover, it is important to make the ordinary explicit and avoid making explanations of daily life sound trivial.

8. Follow-up possibilities

Even though measuring the success of introductory courses may be difficult as it relates to the entire process of integration, it is essential for policy makers to present concrete outcomes of the courses in order to justify expenses. Success should therefore be linked to the mentioned objectives (matching expectations of migrants and receiving societies, fostering self-reliance and intercultural competence amongst migrants) so that courses can be deemed to be successful if the objectives are met. Success could be measured by tests on course content, studies or by self or outcome evaluations.

9. Sources of experience

Civic integration course as an independent element of an overall introductory course, based on a common curriculum (example inspired by Germany – Bundesweites Integrationsprogramm)

One way of organising civic integration courses is to include them as an independent element of a more general introductory course, which also includes language tuition. The civic integration course should have a limited duration (one Member State has opted for 45 teaching units lasting 45 minutes each) and can be based on a curriculum that is used all over the Member State. The main objectives of the course could include the following: to develop an understanding of the political system of the receiving society; to develop a positive assessment of the state; to teach immigrants about the rights and obligations of residents and citizens in the receiving society; to develop skills that help with further orientation; to enable migrants to participate in community life; and to help migrants acquire intercultural competence.²⁴

²⁴ Bundesamt für Migration und Flüchtlinge (2008): Concept for a Nationwide Integration Course. Revised new edition. And http://www.integration-in-deutschland.de/nn_699880/SubSites/Integration/EN/02__Zuwanderer/Integrationskurse/integrationskurse-node.html?__nnn=true.

Evidence-base: Strong evidence

*Civic integration course incorporated into language tuition
(example inspired by Denmark - Danskuddannelse til voksne udlændinge)*

The civic integration course can also be incorporated into general language tuition. In these situations it can be a good idea to target the contents of the curriculum to the knowledge acquisitions skills and educational levels of the migrants. Among others, when migrants are illiterate and/or have no schooling from their home countries, it may be a good idea to concentrate the courses on basic everyday situations and working life. On the other hand, when migrants have long educational backgrounds from their home countries and are used to studying, it may be a good idea to include issues such as cultural, historical and societal information. This model takes into account the participants' general ability to learn, and their knowledge of the receiving society's language. Regardless of these abilities, it is important to convey an understanding of the institutions and structure of the receiving society, as well as of the meaning of civil rights and the individual's right to self-determination.²⁵

Evidence-base: Strong evidence

²⁵ See for example: Rådet for Uddannelses- og Erhvervsvejledning (2006): Dansk uddannelse til voksne udlændinge m.fl. Information til vejledere og integrationsmedarbejdere; Hansen, Eigil Boll & Christophe Kolodziejczyk (2009): Nydanskernes vurdering af introduktionsprogrammet og deres integration. AKF, Anvendt KommunalForskning.

2.5 Component 3: Incentives Structures

1. Relevance & purpose

The component on incentives structures is relevant for a number of reasons:

- Ensuring and stimulating migrants' learning progress over time can be difficult due to migrants' domestic obligations and the lack of sufficient childcare services, which may hinder migrants' attendance of courses.
- Motivation to participate in courses may decrease if service providers cannot ensure migrants high quality courses that truly improve their skills and labour market perspectives – e.g. in sparsely populated areas where the possibilities for targeted courses are not very good – and take into account their level of education.
- It can be a challenge to motivate migrants to attend courses if their skills are not sufficiently recognized by the receiving society and/or they see no purpose in attending courses because their employment opportunities are vague.
- It can be difficult to motivate hard-to-reach groups with low intrinsic motivation for whom attendance is not mandatory, e.g. migrants who have stayed in the country for many years.
- Finally, ensuring and stimulating migrants' learning progress over time can be challenged by a negative image of (particularly mandatory) courses, inappropriate teachers' competences and exam fees.

Thus, the purpose of this component is to support Member States in developing incentives structures that help in ensuring and stimulating migrants' learning progress over time.

2. Target group

The primary target groups when implementing incentives structures regarding introductory and language courses are migrants, local authorities and course providers. Furthermore NGOs and migrant associations can be considered target groups.

Migrants

The participation of migrants in introductory and language courses can be supported, for example through the provision of practical benefits, such as:

- clustering language training with other services such as child care
- allowing the combination of courses with working time
- results based bonuses
- reimbursing of fees.

Also, the reputation and the symbolic value of courses and language certificates can have a positive influence on incentives to participate in courses. This is why it is important to strengthen the image of introductory and language courses e.g. by placing tuition in universities and by targeting the contents of courses to the specific skills levels and needs of migrants.

Some Member States have also opted to legally oblige certain migrant groups to attend courses by:

- making participation in language tuition obligatory for migrants receiving social benefits (if they do not show active participation they risk a reduction in their benefits – or a fine for non-attendance)
- introducing schemes, where language skills and societal knowledge are a prerequisite for long term residence or citizenship of the country

It is however disputable whether legal obligations can be considered as incentives strictly speaking.

Local Authorities

Through positive financial incentives, local authorities can be motivated to find ways to increase

migrants' learning progress over time. This can be done by reimbursing local authorities or providing them with a grant when migrants complete an introductory or language course. Also applying social pressure in terms of benchmarking between local authorities is a way to motivate local authorities to ensure that migrants do well in exams.

Service providers

In some Member States, introducing financial incentives to service providers has proven to contribute to a more efficient tuition in terms of learning progress amongst course participants. This could be done by introducing a results based financing system in which providers are paid only half the money prior to the course and half the money after the individual migrant has passed the course exam. In order to ensure that providers are motivated to ensure and stimulate the slow learners' progress over time, it may be important to use a sliding scale of financial incentives according to the knowledge acquisition level of migrants (the harder it will be to ensure that they complete courses, the higher the reimbursements). Mechanisms should be put in place in order to ensure that language tuition is provided to all migrants who are in need of tuition. It is however very important to continuously assess the quality of the services and to verify that the service providers have implemented all the necessary means to provide high quality service.

NGOs, migrant associations

Finally, it might be necessary to incentivise NGOs and migrant associations (when they are not service providers as described above) to collaborate with course providers in order to help migrants connect with the receiving society. This can be done for example by drawing on intrinsic motivation of volunteers (non-monetary incentive) to develop NGO-led volunteer schemes with students and retired people, mentoring and coaching schemes and parental involvement.

3. Preconditions

When implementing incentives structures for migrants, a general precondition is to have in place a common framework and a number of transparent and clear criteria for measuring success, although courses may not be provided in an entirely centralised way. For example, incentives based on fines, grants or reimbursement systems require objective and clear criteria for how these fines, grants and reimbursements should be dealt with.

In turn, it is a precondition that the necessary funds are available in order to implement the incentives structures, for example funds for reimbursing local authorities and for performing benchmark research, and that the necessary capacity to manage these bonuses, benchmark research etc. is available and is matched with existing administrative systems and a centrally organised support function that can provide help and information regarding the bonuses, benchmark tests etc.

A precondition for motivating migrants to participate in courses is that course providers have the necessary skills to provide high quality courses and that external evaluation systems are in place that can help identify good practices to be copied by other providers (for more information on evaluation and assessment of courses, see **component four**).

A precondition for incentivising NGOs and migrant associations to collaborate with course providers in order to help migrants connect with receiving society is that capacity building for NGOs and migrant associations is available and that the role and importance of NGOs is recognised.

4. Implementation

When developing and implementing incentives structures it is important to strike a balance between different types of incentives. Even though several countries have moved in the direction of fines and other sanctions, Member States must be careful to look both at migrants' rights and

obligations, as well as the need to meet the demographic challenges and ensure continued growth, because it is considered vital to a positive integration that migrants feel welcome and have rights comparable to the rest of the community.

When developing incentives structures it is important to involve the administrative personnel e.g. from the local authorities. If those in charge of administration find the incentives fair, they are more likely to be supportive when it comes to implementation.

It may also be necessary to have in place information technology that can support implementation. An example of this is the registration systems that are used as platforms for handing out bonuses.

5. Costs

The following costs are associated with the component:

- financial means to cover financial incentives such as grants, reimbursements and bonuses for local authorities
- costs for administration and IT capacity regarding refunds and bonuses, bench mark systems etc.
- costs for a centrally organised support function that can provide help and information regarding the bonuses, bench mark tests etc.
- training courses for course providers
- external evaluation systems
- capacity building for NGOs and migrant associations.

6. Follow-up possibilities

The following indicators may be used when assessing the effectiveness of incentives structures according to the various stakeholder levels:

Stakeholders	Output indicators	Results indicators (short term)	Results indicators (long term)	Impact indicators
Migrants	attendance	passed (intermediate) tests	passed final exams	
	pass rate (lead time)			
Local authorities	timely offering of introductory and language tuition courses to migrants (e.g. one month after arriving to the municipality of residence)			labour market participation
	number of migrants enrolled			
Course providers	attendance	pass rate (lead time)	passed final exams	
NGOs, migrant associations	number of efficient partnerships			
	number of mentors / coaches			

7. Sources of experience

"Positive" financial incentives for migrants (example inspired by Sweden – the SFI bonus system)

One model of providing positive financial incentives for migrants is to provide the migrants with a financial bonus for completing their language course in a specified amount of time. Such a financial bonus system is based on the assumption that positive incentives can encourage migrants to reach the desired language proficiency level quicker. The higher the proficiency level the migrant attains, the higher the bonus will be.²⁶

Financial incentives for Service providers (inspired by Denmark)

One way of providing incentives to the service providers is to introduce a results-based module rate financing system. In such a system the service providers receive half of a module rate for each module the migrant participates in, and the second half when the migrant has passed the module test. The language tuition provider and the responsible authority can decide together upon the size of the module rate. There is evidence that such a mechanism can contribute to the employment and further education of the course participants, and lay the foundation for active citizenship. Furthermore, evidence shows that financial incentives encourage service providers to get course participants to pass the module tests and contribute to more efficient and individually-oriented tuition.²⁷

Evidence-base: Strong evidence

Financial incentives for Local authorities (inspired by the Netherlands and Denmark)

One way of encouraging local authorities to support the learning of migrants is through results-based financial incentives. One way of doing this is to provide the local authorities (such as municipalities) with the first part of financing of the integration of migrants in the beginning of the integration process, and to provide the remaining part of financing when the migrant finalises the integration process successfully (the level of success required would depend on the objectives set by each Member State, but could for example be the civic integration exam).²⁸

Another possibility is to develop performance-based grants, where the different local authorities are compared with each other on a regular basis based on benchmark indicators, and granted additional financing for positive results, such as finding employment for migrants within a specific timeframe.²⁹

Evidence-base: Low evidence; identified as relevant example by the NCPI.

²⁶ See for example: <http://www.skolverket.se/content/1/c6/02/08/95/Engelska.pdf>.

²⁷ Bekendtgørelse af lov om danskuddannelse til voksne udlændinge m.fl.

<https://www.retsinformation.dk/Forms/R0710.aspx?id=133131>.

²⁷ Before 2010, the module rates were based on guiding principles from the Danish Government. In 2009 these were as follows (DKK):

Indicative module rates 2009	Danish education 1	Danish education 2	Danish education 3
Module 6	36,055	22,097	19,772
Module 5	34,891	20,934	19,772
Module 4	34,891	20,934	18,608
Module 3	34,891	20,934	18,608
Module 2	36,055	22,097	19,772
Module 1	36,055	22,097	19,772

²⁷ Rambøll 2007: Med moduler som motor. Evaluering af implementeringen af danskuddannelsesloven.

²⁸ Significant (2010): Evaluatierapport Inburgering in Nederland, p. 32.

²⁹ See: http://www.nyidanmark.dk/da-dk/Info_til/medarbejdere_i_kommuner/finansieringen_af_kommunernes_indsats.htm.

²⁹ The Ministry of Refugee, Immigration and Integration Affairs (2007): Vejledning. Finansiering af kommunernes opgaver vedrørende integration, danskuddannelse og repartriering. The Ministry of Refugee, Immigration and Integration Affairs (2005): Effekten af kommunernes integrationsindsats malt ved udlændinges beskæftigelse.

2.6 Component 4: Evaluation and Quality Assessment

1. Relevance & purpose

Evaluating policies and practices in the field of introductory and language courses can serve many purposes. First and foremost through monitoring and evaluation it is possible to keep an eye on whether the activities have the intended results, e.g. that migrants learn the language of the receiving society and gain knowledge about the topics that are considered necessary during the introductory courses. Other good reasons for assessing the impact and quality of the courses include among others transparency and accountability (that taxpayers' money is used in an efficient way); and relevance (that the teaching methods and the curriculum are in line with the intended aims of the courses). Considering that participation in introductory and language courses is obligatory in several Member States, it is essential to ensure that the time that migrants spend participating in these courses is used in a way that is most beneficial to them.

Quality assessment aims to ensure that the promises made to course participants and other stakeholders are transparent and kept; that effective internal quality assurance measures and review procedures are in place; and that findings and recommendations from quality audits are analysed and followed up.³⁰

Evaluations and quality assessment can be used by Member States among others for the following purposes:

Policy level

- Using evaluations and studies as the basis for the development of policy on introductory and language courses.

Practice level

- Using continued monitoring and evaluation as a way to assess the quality and effectiveness of service provision in the field of introductory and language courses. This can be done on a personal level (did the person achieve their goals, how they experienced the quality of teaching, whether the course was useful), and on a structural level (quality of teaching, quality of facilities, structure of programmes, results, learner support).

2. Target group

The target group of evaluations and quality assessment depend on the scope and level of the activity:

- When the aim of an evaluation is to assess the effectiveness and quality of policies and strategies on introductory and language courses, the evaluation targets the policy makers and administrations who decide in what ways a policy or strategy should be developed and implemented.
- When the aim of a quality assessment is to continuously ensure a high level of quality in introductory and language courses, the quality assessment targets the actors financing the courses (showing that the money is spent wisely), the actors implementing the courses (showing the language school that their level of tuition is at a specific level in comparison to other schools), and the migrants (ensuring that the tuition they participate in reaches a high quality and ensures as good learning opportunities as possible).

³⁰ Rossner, Richard (2008): Quality assurance in the provision of language education and training for adult migrants – Guidelines and options. Council of Europe.

3. Preconditions

When planning to conduct an evaluation, the following preconditions should be taken into account:

- Clear purpose of the intervention. This means that the policy, programme or practice being evaluated has to have clear, pre-set goals
- A political agreement stating that an evaluation is necessary (for example included in the piece of legislation regulating the policy, programme or practice)
- Sufficient funding to conduct the evaluation
- External expertise to conduct the evaluation. The profile of the experts depends on the topic and scope of the evaluation, but can include statisticians, experts on demography and linguistics)
- The participation of stakeholders and third parties relevant for the topic (NGOs, enterprises etc.)
- Availability of data (statistics and other relevant data, if it is not possible to be collected during the course of the evaluation). ICT can be useful in tracking the progress of course participants.

When planning to conduct quality assessment of introductory and language courses, the following preconditions should be taken into account:

- Knowledge of the profile of learners. This can be collected through pre-assessment before the beginning of the course (relevant in particular for language tuition). It is important to assess for example the participation and success rates in relation to the profile of the students.
- Qualification structure, including exams and certifications. It is important to concentrate on assessing the progress of the learners rather than on the outright achievements.

4. Implementation

When implementing evaluations and quality assessments, the following should be taken into account:

- Evaluations and quality assessment should be commissioned by a central actor responsible for the overall financing of the activity to be evaluated. This actor depends on the organisational structure in each Member State, but it could be for example the Ministry, regional or local administration.
- Evaluations and quality assessment should be conducted by an independent, external actor, commissioned to carry out the assignment. Transparency of the evaluation and quality assessment procedures is essential.
- With respect to quality assessment, the use of internationally approved framework of reference, such as CEFR developed by the Council of Europe, can help to ensure transparency.
- The methods to be used for evaluation and quality assessment differ depending on the target and scope of the task. At the individual level, methods for assessing their skills may include the following:

Quantitative: language and knowledge tests as well as diplomas.

Qualitative: interviews, portfolios and competence maps, such as the European Language Portfolio³¹.

³¹ Council of Europe: European Language Portfolio. See: http://www.coe.int/t/dg4/portfolio/default.asp?l=e&m=/main_pages/welcome.html.

Concerning testing, examinations for language learning should always be developed for and adapted to the context in which they are to be used.³² In order to ensure high quality in language tests and their development, the Member States may want to refer to the international standard for good practice, presented for example by EALTA (European Association of Language Testing and Assessment)³³; ALTE (Association of Language Testers in Europe)³⁴; or ILTA (International Language Testing Association)³⁵.

If wanting to use the CEFR in order to indicate the language skill levels of migrants, Member States may want to link the CEFR levels to their examinations with the help of the guide developed for this purpose.³⁶

5. Stakeholders

When conducting evaluations, it is important to include all relevant stakeholders in the work. Depending on the scope of the evaluation, these can include the following:

- The stakeholders targeted by the initiative that is being evaluated (the migrants targeted by the language or introductory courses)
- The stakeholders financing the initiative that is being evaluated (for example national, regional, local administration)
- The stakeholders organising the initiative that is being evaluated (for example the region responsible for implementing the language courses, assigned by the national ministry)
- The stakeholders implementing the initiative that is being evaluated (for example the language schools offering the services determined by the policy).

6. Costs

The costs associated with conducting evaluations and quality assessment include, among others, the following:

- Developing the evaluation framework (the scope of the evaluation and the selection of the contractor)
- Conducting the evaluation (payment for the work done by the contractor, administration and coordination of the assignment by the commissioning body)
- Communicating the results
- Implementing according to the results of the evaluation (i.e. possible recommendations for changes in implementation).

7. Pitfalls

One potential pitfall to take into account when conducting evaluations is evaluation bias. In order to avoid this, it is important to ensure that all stakeholders are consulted when conducting the evaluation (see paragraph six).

Other examples of pitfalls include for e.g. evaluation fatigue, which means that too many evaluations, too often can lead to reluctance among stakeholders (teachers for example) to participate actively in conducting evaluations. This is also relevant in the question of quality assessment, in particular when the quality assessment includes active participation of teachers and students.

Another potential pitfall relating to evaluation is overlooking the importance of learning from

³² Council of Europe, Language Policy Division: Relating Language Examinations to the Common European Framework of Reference for Languages: Learning, Teaching, Assessment (CEFR). A manual. Council of Europe, January 2009, p. 16.

³³ EALTA: <http://www.ealta.eu.org/>.

³⁴ ALTE: <http://www.alte.org/>.

³⁵ ILTA: <http://www.iltaonline.com/>.

³⁶ Council of Europe, Language Policy Division: Relating Language Examinations to the Common European Framework of Reference for Languages: Learning, Teaching, Assessment (CEFR). A manual. Council of Europe, January 2009

results of past evaluations, or not taking these into account when developing new courses.

8. Sources of experience

Step-by-step development of language tuition on the basis of evaluations (example inspired by Germany - Bundesweites Integrationsprogramm)

One way of using evaluations is to develop the integration policy following a step-by-step method, where all the different components of the integration policy are developed based on studies and evaluations of the previous integration policy. Evaluation results can be used actively by taking into account the suggestions for improvement that arise from conclusions. This method is considered to lead well to an offer of language and introductory courses that corresponds well with the needs for such courses in the Member State.³⁷

Evidence-base: Not applicable, as it is an example of how to conduct evaluations

Longitudinal evaluation as a monitoring tool (example inspired by France - ELIPA)

Integration policies can be evaluated through the use of longitudinal evaluation as a monitoring tool. One way of doing this is to carry out a longitudinal study of the integration of newly-arrived migrants as a way to learn more about the integration process of migrants. Such studies may be eligible for funding from the European Integration Fund. The evaluation can consist of interviews with a selected number of migrants, carried out during the course of their first three years in the receiving country. In relation to the language skills of the migrants, the development of the language skills of the newly arrived migrants can be tested by conducting a language test with the persons in question immediately after their arrival in the country, after one year and again after three years.³⁸

Evidence-base: Not applicable, as it is an example of how to conduct evaluations

User-satisfaction as a way to assess the impact of the policy (example inspired by Denmark)

The impact of the introductory courses can also be evaluated by interviewing the users (the migrants) concerning their views of the introductory course and their integration. This way of assessing the impact of the integration policy is interesting as it shows the migrants' own view of their integration.³⁹

Evidence-base: Not applicable, as it is an example of how to conduct evaluations

Accreditation of service providers (example inspired by the European Association for Quality Language Services - EAQUALS)

Accreditation of service providers is one way of ensuring quality in particular in language provision. As proposed by EAQUALS (The European Association for Quality Language Services), accreditation could take the form of basic standards and criteria that are benchmarked internationally. Service providers would undergo an inspection before being accredited, and the inspections would be followed up annually.⁴⁰

Evidence-base: Not applicable, as it is an example of how to conduct evaluations

Annual performance monitoring as a way to assess quality (example inspired by the UK - The Qualifications and Curriculum Development Agency)

The quality of language tuition can be assessed annually by an external quality assessment

³⁷ The evaluation can be found here: Rambøll Management Consulting (2006): Evaluation der Integrationskurse nach dem Zuwanderungsgesetz. Abschlussbericht und Gutachten über Verbesserungspotenziale bei der Umsetzung der Integrationskurse.

³⁸ http://www.immigration.gouv.fr/spip.php?page=dossiers_det_res&numrubrique=468&numarticle=2535.

³⁹ Rambøll Management (2007): Baseline-måling af brugernes syn på introduktionsprogrammet. Hansen, Eigil Boll & Christophe Kolodziejczyk (2009): Nydanskernes vurdering af introduktionsprogrammet og deres integration. AKF, Anvendt KommunalForskning. Clausen, Jens, Hans Hummelgaard & Leif Husted (2006): Effekten af introduktionsprogrammets arbejdsmarkedsrettede indsats. AKF, Anvendt KommunalForskning.

⁴⁰ Rossner 2008.

institute, assigned to monitor the performance and outcomes of the bodies that are accredited to provide language tuition. In this way accreditation and monitoring are combined as a central way for ensuring the necessary quality of language tuition.⁴¹

Evidence-base: Not applicable, as it is an example of how to conduct evaluations

Compiling monitoring data as a way to assess the quality of the supply of language tuition (example inspired by Belgium – Huizen van het Nederlands)

An actor can be assigned to compile data and statistics on demand and supply of language tuition, drop-out rates and reasons, waiting lists etc. in order to ensure the availability of data needed when informing the authorities of any difficulties or needs related to the provision of language tuition from an organisational point of view.⁴²

Evidence-base: Not applicable, as it is an example of how to conduct evaluations.

⁴¹ <http://www.qcda.gov.uk/assessment/83.aspx>.

⁴² <http://www.huizenvanhetnederlands.be/Default.aspx?base>.

3. DRAFT MODULE 2

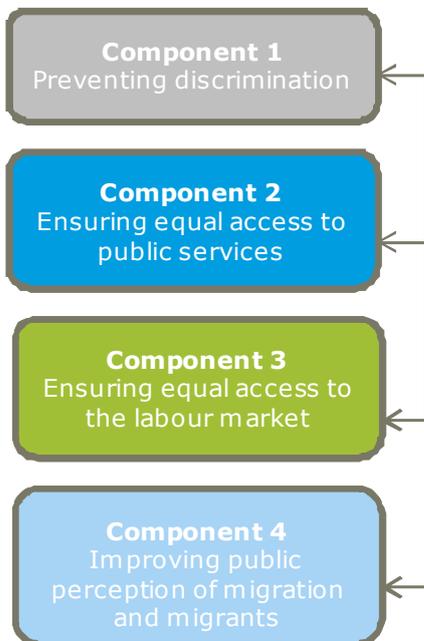
3.1 The overall aim of the module

The second module on strong commitment by the receiving society aims to present solutions to the challenges that Member States experience when wanting to demonstrate a strong commitment towards the integration of third-country nationals. It is composed of four module-components that have each been identified by Member States as important building blocks when it comes to ensuring a strong commitment by the receiving society:

1. Preventing discrimination
2. Ensuring equal access to public services
3. Ensuring equal access to the labour market
4. Improving the public perception of migration and migrants

The four components of the module on strong commitment by the receiving society are closely interrelated, which is illustrated in the figure below.

Figure 3: Interrelationship between the four components



The first component provides the Member States with ideas, based on assembled good practices, of how to prevent discrimination against migrants through the legal framework and to further support the implementation of anti-discrimination legislation by conducting their own monitoring and evaluation of its impact. Furthermore the component provides ideas and examples of good practices of how Member States can provide information and services through equality bodies as well as concrete examples of measures aiming at preventing institutional discrimination and every-day discrimination of migrants by the general public.

The second component on ensuring equal access to public services builds on the first component by providing ideas and examples of good practices on how to mainstream equal opportunities for migrants into legislation, policy and practice; how to take into account migrants' specific needs in public services by organising intercultural and sector-specific trainings for employees and preparing action plans on integration; and how to customise services targeting migrants by providing information and services through One-Stop-Shops and introducing cultural mediators.

Closely related to the topics of components one and two, is the work to ensure equal access to the labour market. Since it is an extensive theme, an entire component with ideas and examples of good practices has been developed.

Directly connected to the other components is the fourth component on public perception of migration and migrants. While a strong legislative framework is an essential background for measures that aim to improve public perception, knowledge of the current situation in terms of public perception is an essential basis for, among others, implementing measures that aim to prevent discrimination.

3.2 Component 1: Preventing Discrimination

Relevance

In the European Union, the right to equality before the law and the protection against discrimination constitute a fundamental right and are central to the proper functioning of democratic societies.⁴³ At the EU level an entire legislative framework prohibiting discrimination, and ensuring gender equality has been adopted.

The EU anti-discrimination directives prohibit discrimination on grounds of race and ethnic origin (The Racial Equality Directive, 2000/43/EC) and on grounds of religion or belief, disability, age or sexual orientation (The Employment Framework Directive, 2000/78/EC). Furthermore, the numerous EU gender equality directives provide a strong legal basis hindering discrimination based on sex.⁴⁴

It is part of the work of the European Commission to monitor the transposition and ensure the enforcement of these directives.⁴⁵ However, some Member States experience challenges in terms of conformity. This is why the aim of the first component on preventing discrimination is to share examples of good practices of how the legal framework can be applied, monitored and evaluated by the Member States in the national context in order to prevent discrimination and to lay the foundation for equal access to public services and the labour market.

The most important activities in this respect consist of:

- Applying anti-discrimination legislation, and monitoring and evaluating its impact locally
- Providing information and services through equality bodies
- Preventing institutional discrimination
- Preventing discrimination by the general public.

3.2.1 Applying anti-discrimination legislation, and monitoring and evaluating its impact locally

1. Purpose

As mentioned the European Commission monitors the transposition and ensures the enforcement of the anti-discrimination directives. However it may also be relevant for Member States to conduct their own monitoring and impact assessments in order to inform policy makers and to hold central and local representatives and authorities accountable.

2. Target groups and stakeholders

Policy makers are to be considered the primary target group when it comes to preventing discrimination of migrants through the legal framework. Policy makers include members of the Parliament, regional and city councils as well as civil servants in central, regional and municipal administrations. Service providers, NGOs and the general public can be considered to be relevant stakeholders since they can have an impact on the contents of the legislation, through for example public consultations.

When monitoring the impact of anti-discrimination legislation, three primary stakeholders exist. Firstly, the persons who commission the data (for example ombudsmen, employees at the

⁴³ 2007 – European Year of Equal Opportunities for All – Towards a Just Society. Operational guidelines – Part II, 18 July 2006, p. 5.

⁴⁴ 14 Directives have been adopted in the field of gender equality, including for example the Equal pay Directive, 75/117/EEC. For a list of all directives in this field, see: <http://ec.europa.eu/social/main.jsp?catId=639&langId=en>.

⁴⁵ See for example: Isabelle Chopin et al: Developing Anti-discrimination Law in Europe – the 27 EU Member States compared (fourth edition of the comparative review of the transposition of the EC Racial Equality and Employment Equality Directives in the national law of 27 EU Member States (2010). Prepared by the MPG and HEC for the European Commission.

equality bodies etc.) play an important role since their task is to supervise that national legislation is properly implemented.

Secondly, the actors collecting the data (depending on the assessment/monitoring assignment, these can be employers, service providers, academics, consultancy companies etc.) form a central target group, as they ensure the availability of relevant data.

Finally, the media has an important role as a stakeholder in the dissemination of the results of the monitoring exercise since the way in which the results are disseminated can have a direct impact on the general public's perception.

3. Preconditions

The preconditions for applying anti-discrimination legislation, and monitoring and evaluating its impact locally include the following:

- Conduct research to better understand the mechanisms of discrimination, which will help in the development of policies and measures that address the mechanisms successfully
- Collect background information and assess the current state of play when it comes to implementing both the EU anti-discrimination directives and national legislation
- Develop partnerships with migrant organisations, NGOs and other relevant stakeholders
- Tender out eventual assignments
- Ensure political commitment and sufficient financial and human resources
- Have in place a national forum comprising of authorities and migrant organisations. Consultative bodies like this are discussed in Module 3.

4. Implementation

There are many examples of how Member States can measure and monitor the impact of anti-discrimination legislation. Examples of impact assessments of anti-discrimination legislation include among others the monitoring of social inclusion in all ministerial sectors according to a mainstreaming approach, surveying migrant and ethnic minority groups' experiences of discrimination and victimisation in everyday life as well as surveying public opinion on migration and tracking the evolution of xenophobic and racist tendencies as a way to inform decision-makers about possible needs for further actions (for more information, please consult the annexed discussion paper). However, in particular the following examples are considered particularly relevant:

- To develop a national "migrant barometer" showing migrants' perception of policies, practices and services or concerning their relations with members of the receiving society. This can for example be in the form of an annual survey questionnaire, where questions concerning discrimination are a central theme⁴⁶;
- To track migrants' "performance" on relevant indicators for equality (e.g. migrants in jobs and services).

Experts also underline that monitoring should include surveys that measure public perception, awareness and attitudes towards migration and migrants. These are dealt with in more detail in component four on public perception.

⁴⁶ Since user surveys among a stratified sample of migrant groups are expensive and demand a lot of resources, the subjects raised in the questionnaire must be relevant and legitimate for a range of fields and authorities. The "immigrant barometer" could also include questions regarding the frequency of contact between immigrants and members of the general public; questions regarding immigrants' trust in institutions (i.e. police force and health care) as well as questions regarding immigrants' sense of belonging to the local community and the nation state.

5. Follow-up possibilities

In addition to monitoring and evaluation as described above, it may be relevant to make equality impact assessments of national legislation, including issues of accessibility, and to compare them to gender equality impact assessments. (Cf. below). Also it is important to conduct “non-discrimination impact assessments” of all relevant legislative proposals in relevant policy areas.

6. Sources of experience

Preventing discrimination of migrants in the labour market by committing employers to promote anti-discrimination through legislation (example inspired by Norway – The Anti-Discrimination Act)

One way of preventing discrimination of migrants is to create legislation obliging employers to make an active effort against discrimination. This can for example be done by obliging employers in the private sector that regularly employ more than 50 employees and employers in the public sector to make active, targeted and systematic efforts to promote the legislative purpose of the anti-discrimination legislation within their undertaking. The duty to make active effort can apply to fields such as recruitment, pay and working conditions, promotion, development opportunities and protection against harassment. The duty can be extended to cover employee and employer organisations, who should make active efforts in their fields of activity. Undertakings that are subject to a statutory duty to prepare annual reports can be requested to give an account of the measures that have been implemented and measures which are planned to be implemented in order to promote the purpose of the anti-discrimination legislation. Public authorities and public undertakings that are not obliged to prepare annual reports can be requested to give a corresponding account in their annual budgets. The initiative has already been evaluated and shows that one out of three business managers say that this legal duty has made an impact on their efforts to promote equality based on ethnicity. Another measure in this field is to require employers in the public administration to call in at least one qualified applicant from a migrant background for interviews when hiring personnel. It can also be helpful to urge the managers of all state-owned enterprises to introduce the same scheme.⁴⁷

[When implementing legislation such as that outlined in this example, it should be noted that The European Court of Justice has ruled against straightforward affirmative action and that the dividing line between what is acceptable and what would be considered unlawful in this respect is not very clear.]

Evidence-base: Strong evidence

Preventing discrimination by merging the existing acts against discrimination into a single piece of legislation (example inspired by Sweden –Discrimination Act SFS 2008:567)

Another way of preventing discrimination against migrants is to merge the existing acts targeting discrimination into a single piece of legislation. In this way the legislation combating discrimination on the grounds of sex, transgender identity or expression, ethnic origin, religion or other belief, disability, sexual orientation or age can be covered by one piece of legislation, ensuring the same level of activity and enforcement for all grounds. It may be profitable to ensure that the legislation not only covers several grounds of discrimination, but also several areas of society, such as working life, education, goods and services, housing, social services, the social insurance system, health care, and national military and civil services. When doing this, it might be a good idea to merge the different types of Ombudsmen into one single national authority.⁴⁸

[It should be noted that under the EU anti-discrimination directives not all grounds of discrimination have the same scope of protection and that this might be relevant to take into

⁴⁷ The Act on prohibition of discrimination based on ethnicity, religion, etc. (the Anti-Discrimination Act) (unofficial translation). http://www.regjeringen.no/en/dep/aid/doc/lover_regler/reglement/2005/the-anti-discrimination-act.html?id=420606.

⁴⁸ Discrimination Act SFS 2008:567 of 19 November 2008, <http://www.sweden.gov.se/sb/d/3926/a/118187>

consideration when merging them as in the above example.]

Evidence-base: Low evidence; identified as relevant example by the NCPI

Preventing discrimination in the educational sector through an intercultural educational strategy (example inspired by Ireland – the Intercultural Education Strategy)

Finally, preventing discrimination in particular sectors can be done by developing an intercultural strategy targeting a particular sector. For example, an intercultural strategy targeting the educational sector could aim at ensuring that all students experience an education that respects diversity of values, beliefs, languages and traditions, and is conducted in a spirit of partnership, and that all education providers are assisted with ensuring that inclusion and integration within an intercultural learning environment become the norm. Such strategies should be based on extensive research and a consultative process among all stakeholders.⁴⁹

Evidence-base: Low evidence; identified as relevant example by the NCPI

3.2.2 Providing information and services through equality bodies

1. Purpose

As specified in the Racial Equality Directive⁵⁰ (Art. 13) all Member States should have in place a *body or bodies for the promotion of equal treatment* of all persons without discrimination on the grounds of racial or ethnic origin. These bodies, which are also known as *equality bodies*, should provide assistance to victims of such discrimination in pursuing their complaints about discrimination, to conduct independent surveys about discrimination, and to publish independent reports and make recommendations on any issues relating to such discrimination.⁵¹ In this context equality bodies are understood as institutions that can handle tasks such as receiving complaints concerning discrimination and referring them to the court, combating discrimination in the society, promoting equality and providing assistance to individuals with their court cases.

Migrants may not be familiar with their rights and may not know what to do when they experience discrimination. This is why providing access to information on the existence and responsibilities of equality bodies as well as a low threshold for direct access to the bodies are important in order to prevent discrimination against migrants.

2. Target groups and stakeholders

When spreading information on equality bodies the primary target groups are third-country nationals, migrant associations and NGOs, as well as the general public. Furthermore, the social partners and public service providers can play a role in spreading information to migrants and are thus to be considered a secondary target group. An important part of the work of the equality bodies is also directed at the work conducted by public authorities, as for example the surveys and reports are an effective way to monitor the implementation of anti-discrimination legislation. Moreover, the work of the equality bodies can function as a measure aiming to improve the public perception of migration and migrants, which is why the general public is also to be considered as an important, albeit indirect, target group.

⁴⁹ See for example: <http://www.integration.ie/website/omi/omiwebv6.nsf/page/Infoformigrants-education-interculturalstrategy-en>.

⁵⁰ Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial, or ethnic origin.

⁵¹ See also Study on Equality Bodies set up under Directives 2000/43/EC, 2004/113/EC and 2006/54/EC: <http://ec.europa.eu/social/BlobServlet?docId=6454&langId=en>.

3. Preconditions

In order to ensure successful implementation, it is key that knowledge of the existence of equality bodies is disseminated to migrants. This may for example be done through centres providing all relevant services to migrants, also called One-Stop-Shops (see component 2).

It is also important that the physical location of the equality bodies is known by migrants and that they are conveniently located.

4. Implementation

When providing information and services through equality bodies, cooperation with local institutions and NGO counselling services could contribute to the objective. The contributions of Equinet (European Network of Equality Bodies) to improve standards, procedures and access to anti-discrimination bodies are also relevant in this respect, as is adequate funding.

5. Follow-up possibilities

In order to follow-up on the implementation of equality bodies, it is necessary to conduct surveys to measure satisfaction in terms of accessibility and with the services provided. It is also necessary to conduct victims-studies.

6. Sources of experience

Anti-discrimination services at the local level (example inspired by the Netherlands - by the Municipal Antidiscrimination Services Act)

One way of developing equality bodies is to oblige local administrations to provide their inhabitants with access to an anti-discrimination service. Anti-discrimination services on the local level could take care of tasks such as providing assistance in handling complaints about discrimination and the registration of discrimination complaints. In this way the Member State can establish a nationwide network of anti-discrimination services for the protection of all citizens against discrimination on all grounds, including racism and discrimination on the ground of religion. At the same time, local authorities share the responsibility for the protection of universal human rights on a local level.⁵²

Evidence-base: Low evidence; identified as relevant example by the NCPI

3.2.3 Preventing institutional discrimination

1. Purpose

The purpose of the measures provided in the following is to prevent institutional discrimination, which is understood as direct and indirect discrimination by institutions (i.e. not by private individuals), including rules, regulations and practices that are discriminatory and exclude against minorities.⁵³

2. Target groups and stakeholders

⁵² The example is inspired by the Netherlands. Please consult the annexed discussion paper, page 11, for further information.

⁵³ Based on: Mikkelsen, Flemming: *Invandring og integration*. Akademisk forlag, 2008.

Legal obligations for non-discrimination are valid for all, which means that in principle all citizens are members of the “target group”. However, when it comes to institutional discrimination of migrants, the most important target groups are:

- *Public and private sector employers* because access to the labour market is a central element in a successful integration process
- *Health care workers* because health care services are an important contact point with mainstream society
- *Researchers* because more evidence on successful initiatives and policies to combat institutional discrimination is needed
- *Teachers* because the success of migrant children in school depends to a large degree on the teacher
- *Local politicians* because they are often the bridge/intermediary between the individual citizen and the city administration.

3. Preconditions

Preconditions

When implementing measures to prevent institutional discrimination it is important:

- To give public bodies a duty not only to avoid discrimination, but to take steps to ‘advance equality’. This can be done by reviewing whether public bodies are providing equal opportunities in jobs and services, and in cases where the evidence suggests that the public bodies are not doing this, to take active steps. These could include placing advertisements where migrants will see them, and reviewing their appointment procedures, as ways to remove any barriers to equal participation
- To include non-discrimination in curricula for teachers’ education, accompanied with action plans for secondary schools (e.g. in the frame of project weeks) on non-discrimination
- To conduct research on social mobility (employment/labour market) e.g. in order to identify areas in which migrants have difficulties finding jobs
- To make public the results of monitoring exercises, in order to feed reflection and debate.

As the primary target groups identified above are considered to play a key role, it is recommended to take specific action to facilitate access for migrants to these professions so that they can act as role models.

4. Sources of experience

There are many examples of how to prevent discrimination. Under this topic the evidence base is weak; however, interesting examples exist concerning specific groups of professionals, such as teachers, judges and police officers. While these groups are not in full alignment with the main target groups identified above, the examples are interesting and could in some cases be also transferred to other target groups.

A handbook for security forces (example inspired by Spain)

In order to prevent institutional discrimination, it can be a good idea to develop a handbook for security forces. It is important that the handbook is based on thorough consultation with the target group, i.e. the police force, and it should be developed in close cooperation with the main stakeholders in the country, including the equality body. The aim of the handbook should be to promote adequate management of cultural diversity and ethnicity from the police forces, and in order to reach this goal the impartial treatment of different ethnic and cultural groups should be promoted.⁵⁴

Evidence-base: Medium evidence

⁵⁴ The evaluation of the guide: Caunedo Scarponi, P. & Á. Rivero Recuenco: Informe de evaluación externa: proyecto promoequality. Diciembre 2007.

Anti-discrimination training seminars for judges (example inspired by Austria)

Furthermore, anti-discrimination training seminars for trainee judges and judges could be held in different subject areas, e.g.: training for judges on *anti-discrimination* law and intercultural communication as well as a *human rights training* for trainee judges – for example in cooperation with the local ministry of justice and any representative organisation of judges. The aim could be to reach the judges and trainee judges all over the Member State and provide them with basic understanding and tools on the issues mentioned above. The training seminars could be supported by a publication comprising basic information on the topic in question, as well as working group case studies to be conducted during the training.⁵⁵

Evidence-base: Medium evidence

Cultural awareness training for teachers and trainers (example inspired by the CATT project⁵⁶)

Many teachers have never received cultural awareness training to assist them in their work, and of these teachers many experience difficulties teaching migrants. There is however much local knowledge and expertise which never reaches a wider audience. This is why a website could be developed *containing useful tools and relevant documents* for teachers and trainers working with migrants available in several languages. This could be done through initial research amongst teachers and trainers on the experiences and difficulties they have when it comes to teaching migrants, and by collecting useful methods in this respect. The use of such a website and its tools should be evaluated in order to improve the quality.

Evidence-base: Low evidence; identified as relevant example by the consortium

3.2.4 Preventing discrimination by the general public

1. Purpose

The purpose of the measures provided in the following is to prevent every-day discrimination by the general public, understood as direct and indirect discrimination by individual members of the general public who are not representing institutions.⁵⁷ The measures and follow-up possibilities listed are closely related to the component on Public Perception.

2. Target groups and stakeholders

When implementing measures that aim to prevent every-day discrimination by the general public, all members of the general public are evidently part of the target group. Furthermore, research indicates that *women, people living in rural areas, older people* as well as *people with lower income or lower education* tend to be less open to migration and migrants, which is why it might be a good idea to target these groups in particular⁵⁸. National distinctions may however exist and should be taken into account.

Furthermore, it is considered important to target the following groups for various reasons:

- Pupils, because they are the future citizens, and because they can be a channel for reaching parents
- Migrants, because they need information on their rights and possibilities for obtaining help
- The media, because of their impact on the general public.

⁵⁵ EWSI website: http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=4163.

⁵⁶ EWSI website: http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=16404.

⁵⁷ Based on: Mikkelsen, Flemming: *Invandring og integration*. Akademisk forlag, 2008.

⁵⁸ The distinctions stem from the keynote speech on strategies for awareness-raising and improving public perception by Mr. András Kováts, Research Institute of Ethnic and National Minorities, Academy of Sciences, Hungary. The speech was presented during the Vienna Expert Seminar on Strong Commitment by host society, February 3, 2011.

3. Preconditions

The preconditions for implementing the component on preventing discrimination by the general public are amongst others:

- Political courage to decide on actions and to allocate the necessary resources
- Organisers/contractors, such as the state authorities, private companies and NGOs who take the lead in the implementation and who work to generate broader willingness/openness to discuss the challenges
- A consultation of stakeholders in the development phase (could be a consultative body, hearings, etc.)
- Campaign leaders/role models such as successful business people promoting the measure.

4. Implementation

When implementing measures that aim to prevent discrimination by the general public, *continuity* in the measures is a key element for success, e.g. recurring/annual events. Furthermore, it is important to have regular contact with/involvement of migrants when developing the measures, and to determine the impact of measures and initiatives addressing discrimination by the general public (see below).

5. Follow-up possibilities

The way in which the impact of initiatives addressing discrimination by the general public is measured is closely related to activities aiming to improve the public perception of migration and migrants. The examples below are also relevant in terms of component three on public perception, which is why some of them are described in more detail in that context.

- Pan-European tests amongst pupils measuring their knowledge about human rights and non-discrimination (is there an increase in pupils understanding after for example a campaign on human rights and anti-discrimination?)
- Eurobarometer surveys on discrimination in the EU, covering themes such as the perception of discrimination, experience of discrimination, efforts made to combat discrimination, knowledge of the one's rights in the case of discrimination, and experiences of specific grounds for discrimination.⁵⁹
- Surveys targeting the general public that study whether it is socially acceptable to discriminate (for more information see the above on monitoring the impact of anti-discrimination legislation)
- Surveys, statistics measuring the amount of complaints filed (combined with other indicators)
- User statistics – for example number of clicks on relevant web pages used in campaigns.

On a more general level, it may also be relevant to monitor existing local awareness-raising plans for equal treatment on the national/regional level and to disseminate good practices from these.⁶⁰

⁵⁹ European Commission: Discrimination in the EU 2009. Special Eurobarometer 317, November 2009. http://ec.europa.eu/public_opinion/archives/ebs/ebs_317_en.pdf.

⁶⁰ This has been done for example in Spain through the project Awareness-Raising Plans: Success Stories on a Local Level – ESCI III.

6. Sources of experience

Preventing every-day discrimination by the general public can be done, among others, through *awareness raising campaigns* and *anti-racism and diversity plans*. There is some documented impact regarding awareness raising campaigns.

Preventing every-day discrimination through awareness-raising campaigns (examples inspired by the UK – One Scotland, many cultures; and the Netherlands - www.discriminatie.nl)

Evidence shows that long-term campaigns engaged in tackling racism through marketing and advertising campaigns can have a positive impact. Such campaigns can be directed at aiming to raise awareness of racism among the general public, draw attention to its negative impact on society, and to promote the benefits of a diverse population. Such campaigns should be monitored on an on-going basis by measuring the awareness of the campaign among the target audience, and the effect on public perception.⁶¹

Evidence-base: Medium evidence

Another type of an anti-discrimination campaign can aim to increase the willingness of the population to report experiences of discrimination, and to achieve better understanding of the nature and extent of discrimination. This can be done for example through disseminating the message of the campaign through radio and television spots, posters in bus shelters, banners on websites and advertisements in several newspapers, as well as a specific website. Evidence shows that these types of campaigns can have an impact in the number of complaints received by the anti-discrimination bodies, and increase the number of requests received by the relevant helpdesks. It should be recognised that the reactions to such campaigns can be manifold: even though it may not always be possible to connect the increase in the number of complaints to a campaign, an increased number of complaints indicates an increase in awareness concerning discrimination.

Evidence-base: Medium evidence

⁶¹ The Scottish Government (2006): *One Scotland Many Cultures 2005/06 - Waves 6 and 7 Campaign Evaluation*, Website: <http://www.scotland.gov.uk/Publications/2006/09/14141401/1>.

3.3 Component 2: Ensuring Equal Access to Public Services

Relevance and purpose

The common basic principles state that Member States must:

- aim at ensuring access for migrants 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 (CBP 6)
- avoid a decrease in the quality standards of public services like education, social services and other, especially at the level of regional and local administrations (CBP 10).

Moreover, the Racial Equality Directive ensures the existence of a legal framework which prohibits discrimination on the basis of racial or ethnic origin in "access to and supply of goods and services which are available to the public, including housing".⁶²

Component two is directly linked to the component on preventing discrimination. Ensuring equal access to public services is an important way in which the receiving society can show strong commitment. Public services play an important role in supporting integration by the way they operate, and can for example impose requirements of equal access on their service providers. Public services, in this context, are understood as the services for which the Member States are responsible, whether they are provided directly to migrants by the public authorities or by service providers.

When ensuring equal access to public services for migrants, it is important to develop and adjust general policies and public services to the needs of different target groups. At the same time, it might also be important to direct some services at particular groups of migrants, e.g. newly-arrived migrants. For these reasons, the second component on ensuring equal access to public services provides best practice experiences on how to mainstream equal opportunities for migrants into legislation, policy and practice; how to take into account migrants' specific needs in public services by organising intercultural and sector-specific trainings for employees, and preparing actions plans on integration; and how to customise services targeting migrants by providing information and services through One-Stop-Shops and introducing cultural mediators.

3.3.1 Organising intercultural and sector-specific trainings for employees

1. Purpose

The measure aims to provide individualised quality service in the public sector and to ensure that employees are culturally sensitive and have skills to serve a diverse population. Trainings need to be tailored, as the needs may differ from sector to sector.

2. Target groups and stakeholders

The primary target group when organising sector-specific trainings for employees can be divided into two levels of actors:

1. People who work directly and mainly with migrants (e.g. people working in specialised units within labour market agencies or centres for social work, etc.)
2. People providing public services (e.g. people working in the health sector, the educational sector and for the police, as well as civil servants more generally, such as employees of administrative units).

⁶² Council Directive 2000/43/EC of 29 June 2000, Art. 3(h).

Trainings are needed in many kinds of organisations and at many levels within the organisations. When implementing the measure, the following stakeholders should be taken into consideration:

- Public organisations providing services at a national, regional and local level
- Training institutions, vocational institutions and educational organisations – because they are essential in including relevant trainings within their own curricula
- Migrant organisations and other NGOs as well as labour unions and professional associations – because they can act as experts and trainers.

3. Preconditions

Preconditions

In order to implement the measure, the following preconditions must be fulfilled:

- Identification of the needs of both the stakeholders and the migrants through needs assessments
- Involvement of organisations through discussions and negotiations regarding the measure
- Ensuring commitment from management
- An external organiser who can lead the process and secure representation of all stakeholders including managers, HR personnel, staff and the social partners
- Promotion of the training programme
- Ensuring the availability of physical spaces where training can be conducted
- Funding.

4. Implementation

The implementation of training for employees usually takes place as part of:

1. The basic training of professionals/new employees
2. The employees' continuous professional development.

Training can consist of on-the-job training, mentoring, using websites (info, guidelines, tasks), workshops, and having a reference point/person within the organisation ("guide").

5. Costs

Organising intercultural and sector-specific trainings for employees can be a time-consuming process in terms of man-hours. This is why it can be a good idea to make managers realise that training is an investment and not just a cost.

When implementing the measure, the following types of costs are to be considered:

- Development of training and delivery of training
- Funds for continuous and systematic training programmes need to be embedded and mainstreamed (in order to avoid being one-off trainings on an ad hoc basis)
- In order to minimise costs a "train the trainer" approach can be applied.

6. Pitfalls

When implementing the measure the following risks should be taken into account:

- Resistance from organisations due to shortage of staff and budget cuts
- That the training provided is too generic. This is why it needs to be locally adapted (for example to the urban/rural area in question)
- That training is disjointed from the real day-to-day work. This is why it should be part of the overall professional training, and not as a one-off "cultural" training
- Lack of planning and prioritisation. This is why it is important to target the groups that

have a concrete need for training, and to identify what kind of training they could benefit from.

7. Follow-up possibilities

There are several possibilities for following-up on the implementation of the measure:

- Evaluations - from a service-user perspective (customer satisfaction surveys) and from a service-provider perspective (in order to measure the impact of the training, for example by superiors and peers)
- Accreditation (for example, specific trainings required for particular jobs)
- Inclusion of skills and knowledge from training to performance appraisals of personnel (for example, making sure that skills related to diversity management and intercultural communication are discussed in the performance appraisals)

Experts emphasise that training is not a one-off thing. In order to ensure the success of the measure, there needs to be a continuous follow-up of the skills and evaluation of continuing needs for future trainings.

8. Sources of experience

Train the trainer approach targeting teachers and school leaders (example inspired by Ireland)

One way of ensuring migrants equal access to education is through a train the trainer approach targeting teachers. Such an approach could provide support in a variety of ways, including:

- School based support for language support teachers, co-ordinators of second language⁶³ teaching and mainstream teachers in areas such as speaking and listening, reading and writing, instructional strategies, organisation of support, administration of language assessment kits and the planning of language programmes
- Induction workshops for teachers new to second language teaching at primary and post primary
- Facilitation of staff meetings and planning days in relation to intercultural education, team-teaching and devising language support policies
- Facilitation of second language teaching school clusters/networks
- In-school support for principals regarding best practice in relation to second language teaching, applying for language support, record-keeping and planning guidelines
- In-school demonstrations and workshops based on identified needs (evidence-based)
- After-school workshops for part-time language support teachers
- Email and phone support in relation to specific queries
- Production of website materials
- After school workshops for mainstream class teachers, other support teachers and principals on the topics of effective methodologies for second language teaching and team-teaching.

Furthermore, Continuing Professional Development (CPD) could be provided to school leaders and teachers to support them in creating inclusive schools. Support programmes offered to school leaders and those responsible for school planning could for example refer to the issues of equality, respect and diversity generally and also assist schools in devising policies supporting the creation of inclusive schools, as required by legislation. General curriculum-related CPD could also promote the concept of an inclusive school, whilst subject-specific continuing professional development could deal with these issues in greater detail.⁶⁴

Evidence-base: Low evidence; identified as relevant example by seminar participants

⁶³ With "second language", or L2, we refer to the official language(s) of the Member State.

⁶⁴ In Ireland the Professional Development Service for Teachers (PDST) was formed in 2010, to further develop the expertise of the former separate primary and post- primary teacher support services. The new service provides a range of supports for schools, including the ones mentioned in the example which focus on supporting competences in intercultural education and additional language teaching.

3.3.2 Mainstreamed public services: Preparing action plans on integration

1. Purpose

In order to improve access to public services for migrants, Member States can develop action plans on integration, or other similar policy plans describing the concrete actions to be taken.

2. Target groups and stakeholders

The equal access of migrants to public services is a cornerstone where the receiving society wants to show a strong commitment to integration. When developing action plans on integration it is particularly important to target:

- Public service employees, since they are responsible for implementing the action plans
- Migrants, since they are the beneficiaries.

The following stakeholders should be involved in the planning, implementing and follow-up:

- All public services
- High-level management
- Local authorities
- Migrant associations.

3. Preconditions

The preconditions for implementing action plans on integration are to

- have a mainstreaming policy (cf. below)
- take into account the local context, since relevant issues to be incorporated into the action plan vary from Member State to Member State.

Since negative public perception might make implementation more difficult, it might also be important that public authorities communicate and explain the necessity of having specific measures.

4. Implementation

When developing and implementing action plans on integration it is important to take into account the different structures and levels of administration in order to make sure that action plans really turn into action.

Furthermore, it is important that a clear link exists between the action plans and subsequent budget allocations (e.g. expenses for interpreters, websites and other information activities). What is stated in the action plans should accurately reflect the funding allocated in the budget, or in case the action plan is developed first, the availability of funding should be considered at all stages. In this way it is possible to create realistic action plans that have a good chance of being implemented.

It is also important that the action plans developed on the central level reflect the needs of the main stakeholders on other levels and that they are submitted to public consultation in order to ensure a broad support for the measures put forth. When developing action plans that follow-up on earlier action plans, it is important to use evaluations of the previous action plans as a way to assess realistically what measures do in fact work and what should be brought forth also. It is a good idea to agree on measures, indicators and goals, as well as the responsible parties for each. In this way all the parties have clearly-stated tasks in the action plan which will be followed up.

When all measures are not decided upon and implemented by one party, it is easier to ensure support for continued financing as well.⁶⁵

Furthermore, it is important to ensure that the action plans encompass regulations and routines for the use of interpreters and the availability of public services advisers who speak some of the major languages of the migrant population of the Member State in questions. Finally, the action plans must ensure that proper information will be provided to different groups of migrants/users about the services in different languages, for example through:

- Web sites that are easy to access and understand
- Information meetings targeted at specific groups of migrants/users.

5. Costs

When implementing action plans on integration, the following types of costs might be involved:

- Administrative costs in planning
- Costs related to implementing the measures listed in the action plans
- Realistic measures (realistic costs) that can be easily understood in other contexts and by other actors as well. This can broaden the understanding for measures aiming to support the integration of third-country nationals, and ensure an easier mainstreaming process.

In addition, it is also possible to cut costs through an action plan, e.g. administrative costs when mainstreaming certain services.

6. Follow-up possibilities

In order to follow-up on actions plans on integration, the implementation of the plan must be evaluated, preferably through an ex-ante evaluation. This involves defining relevant indicators and performance criteria. Also, once implemented, satisfaction questionnaires, surveys for public sector employees and migrants must be conducted.

7. Sources of experience

Ensuring equal access to public services through strategic plans in the field of integration (examples inspired by Spain and Ireland)

Another example of supporting equal access to public services is through the development of **strategic plans** in the field of integration. Strategic plans can help improve the coordination of integration policies at all public levels (including at regional and local levels), while making migrant integration a mainstream consideration in areas such as reception, education, employment, housing, social services, health, childhood and youth, equal treatment, gender, participation, awareness raising and co-development.⁶⁶ Such strategic plans can also be set for specific sectors, for example in terms of health. Sector-specific plans in this field could provide a comprehensive framework through which the health and care needs of people from diverse ethnic and cultural backgrounds may be addressed. These strategies could build on existing good practices taking place in the arena of health provision for a diverse population and should aim to provide a comprehensive framework within which these care and support needs may be effectively addressed. Such strategies should be developed in collaboration and with support from a range of actors across government departments, as well as the statutory and voluntary sector. It is also a good idea to collect information through meetings, discussions, workshops and focus groups held with ethnic minority groups, individuals, and organisations that work with asylum seekers, and with the health service workers themselves. Themes could include for example:

⁶⁵ See for example the II Plan for Immigration Integration 2010-2013 from Portugal:

http://www.acidi.gov.pt/_cfn/4d346c9b80687/live/Consulte+a+vers%C3%A3o+da+Plano+2010-2013+em+Ing%C3%AAs.

⁶⁶ The example is inspired by Spain. For more information on the Spanish Strategic Plan for Citizenship and Integration, consult: http://ec.europa.eu/ewsi/UDRW/images/items/docl_1314_739898301.pdf.

- Enhancing aspects of access to services and service delivery,
- Improving collection and application of data to allow for evidence based planning around health needs and outcomes of people from minority ethnic communities and
- Provision of training and support to staff as they work towards delivery of a culturally competent health service.

Part of a strategic plan in the field of integration can be the development of an **Intercultural Guide**, which is designed to assist staff in caring in sensitive, culturally competent ways for persons from diverse religious communities and cultures. The Guide can be rolled out across the various institutions in the same sector and across a range of actors who are in contact with migrants.

Also, it is possible through a strategic plan to establish **Emergency Multilingual Aid** which is designed to assist staff in communicating with migrants in acute or emergency situations in the case of individuals who are not proficient in English, or another relevant language.⁶⁷

Regional action plans for integration of migrants (example inspired by France)

Regional action plans for integration of migrants can also be developed. Regional action plans are regional instruments, implementing the national integration policy – and adapted to the regional context. They can be developed and implemented by a representative of the state administration on the regional level covering all regions of the Member State.

The regional action plans are concrete action programmes often based on sociological work. They determine a set of measures to be taken in the field of welcoming of newly-arrived migrants and the social, cultural and work-related promotion of migrants and migration issues. Specific themes to be covered in the regional action plans could be:

- Learning the language of the receiving society
- The role of parenting and supporting schooling
- The ability to find employment or to start up a company
- The ability to find housing
- Learning the common rules of co-habitation
- Anti-discrimination measures.

Some regional action plans could also include priorities concerning the access of migrants to social rights, health care, sports, and other organisations and training of public stakeholders. Finally, regional action plans could prioritize sub-groups of migrants such as women and elderly migrants.

It is a good idea to develop the regional action plan in cooperation with stakeholders such as:

- Regional authorities (regional councils and the councils in the counties and cities, which have a strong competence in the field of social affairs)
- Public authorities (such as regional offices in charge of migration and the welcoming of people, employment agencies, regional health offices, social security organizations etc.)
- Civil society.

Some of these stakeholders could be part of the official structures in the form of an associate partnership.

Finally, the regional action plans could provide information on the current statistical situation in terms of migrants and of the existing measures.⁶⁸

⁶⁷ This example is inspired by Ireland. For more information on the National Intercultural Health Strategy, please see: Consultation Report, HSE National Intercultural Health Strategy. <http://www.lenus.ie/hse/bitstream/10147/45775/1/9101.pdf>.

⁶⁸ Concerning the guidelines on how to establish a regional action plan, see: <http://i.ville.gouv.fr/reference/6191>.

Evidence-base: Low evidence; identified as relevant example by seminar participants

3.3.3 Customised services: Providing information and services through One-Stop-Shops

1. Purpose

A One-Stop-Shop is, in general, a unit for welcoming, information and service provision to migrant citizens, which facilitate the relationship between the service users and the various public administration services. The centres, created exclusively for migration issues, bring together under the same roof a number of services related to migration. One-stop-shops can also be virtual.

The aim of One-Stop-Shops is to provide responses to problems experienced by migrant citizens or linked to the themes of migration in an integrated and complementary way, from one physical location. The provision of services is based on an active cooperation between the authorities and the civil society.

2. Target groups and stakeholders

The main target group for One-Stop-Shops are migrant citizens looking for information or answers to different kinds of problems. One-stop-shops can also serve anyone looking for migration-related information.

When implementing One-Stop-Shops relevant stakeholders are:

- Ministries, regional and local authorities and civil society associations (cultural mediators and translators), who are on the "front line" with direct contact to migrants.

3. Preconditions

The preconditions for implementing One-Stop-Shops, whether they be physical or virtual, is to ensure that relevant ministries and regional and local authorities are present and agree with the partnership, and that civil society partners are taking part and support it through intercultural mediators.

4. Implementation

In order to ensure successful implementation, it is important that One-Stop-Shops are accessible to migrants. They must be conveniently located, and/or knowledge of their existence must be thoroughly disseminated to migrants.

Also it is important to:

- Have negotiations with relevant ministries, migrant associations and other civil society actors
- Hire and train cultural mediators who can help both the civil servants and migrants to communicate effectively with each other
- Conduct training of One-Stop-Shop staff
- Carry out continuous evaluation of all services and continuous improvement of services.

5. Costs

When implementing One-Stop-Shops, the following types of costs should be considered:

- Staff resources
- Resources for materials and for publicity.

6. Pitfalls

One pitfall to implementation of One-Stop-Shops may be that, as they only target migrants, that this can feed the misconception that migrants get better services than other citizens.

A potential risk is also that in case all services directed at migrants are centralised, the mainstream services, which migrants also use (such as education, health care, housing, child care) are not sufficiently accustomed to providing services to different types of target groups, including migrants. It is thus important to ensure that while services directed only at migrants are easily accessible, the services targeted at the population as a whole also have the ability to support migrants.

7. Follow-up possibilities

In order to follow-up on the implementation of One-Stop-Shops, it is necessary to conduct surveys to measure satisfaction with the services that they provide. Meetings with partners to improve the performance of the bodies are also a relevant means to follow-up.

8. Sources of experience

Providing equal access to public services targeting migrants can be done, among others, through:

- Guidance and individual counselling targeting specific migrants, e.g. migrants pursuing a higher education
- Knowledge dissemination about public services (through campaigns, websites and One-Stop-Shops).

The only measures that have documented positive impacts are One-Stop-Shops and the knowledge dissemination measures targeting migrants (for more information on the latter, please consult the annexed discussion paper).

Physical One-Stop-Shops (example inspired by Portugal)

One way of ensuring an adequate level of services and an improved accessibility of those services to migrants is to develop One-Stop-Shops, which can constitute centralised units for welcoming, information and service provision to migrant citizens, which facilitate the relationship between the service users and the various public administration services. The centres, created exclusively for migration issues, bring together under the same roof a number of services related to migration. An essential precondition for the functioning of these services is the shared responsibility and partnership of the different levels of public administration in the Member State, covering topics such as legal advice, family reunification, labour market integration etc.

The key elements of One-Stop-Shops are:

- services for migrants are available and accessible at one particular physical point (concentration);
- such services cover in principle all domains that are relevant for migrants (migration and integration related services);
- intensive on-the-spot coordination of services is necessary for effective cooperation;
- services and their coordination include not only public (governmental) authorities and their

services, but also the relevant services provided by non-governmental organisations. This is a good example of structural public-private cooperation;

- Service provision, as well as language and cultural mediation are available on the spot in order to smooth communication and to build trust;
- migrant organisations are involved as advisors in the setup and functioning of such centres, also as an element of trust-building.⁶⁹

Evidence-base: Strong evidence

Virtual One-Stop-Shops (example inspired by Finland – www.infopankki.fi)

It is a good idea to collect information directed at migrants on a centralised website providing information on everyday life issues such as health care, education, schooling, work and recreational activities in a simple and accessible way, making adaptation and integration easier for migrants. The service should be available in the languages that are most commonly spoken by the migrants in the country in question. Such a service could be specifically adapted to different categories of migrants, and it is of particular important for newcomers, whose needs differ to a high extent from those of persons having resided in the Member State for a longer period of time. A good idea is to make it possible for the migrants to contact relevant authorities and agents through the website and to have information on these actors available. In order to ensure a long-term use of the website, the information that is available should be categorised in such a way that it is easy to find in different stages of life. It is essential to support the website with adequate promotion campaigns and material to ensure that it is well known among the target groups.⁷⁰

Evidence-base: Medium evidence

⁶⁹ Penninx, Rinus: Evaluation of the One-Stop-Shop Project – Executive Summary. January 2009. Abranches, Maria: Evaluation of National Immigrant Support Centres – Portugal. IOM, 2007. Available at http://www.oss.inti.acidi.gov.pt/index.php?option=com_docman&task=cat_view&gid=73&Itemid=61&lang=en.

⁷⁰ See for example <http://www.infopankki.fi/> and <http://www.nyinorge.no/en/New-in-Norway/>.

3.4 Component 3: Ensuring Equal Access to the Labour Market

Relevance

Employment is understood to be a key part of the integration process of third-country nationals, and central to the participation of migrants in the society. In order to support this, the European societies should recognise the value of having a diverse labour market, and employers should be encouraged and supported in ensuring equal access to their workplaces, making sure that they are diverse. There is thus a need for both the public and the private sector to show a strong commitment towards promoting diversity in the labour market.

Diversity can be promoted and ensured on at least three different levels:

- 1) *Societal level*: Ensuring the society's commitment to a diverse labour market through measures valuing diversity
- 2) *Workplace level*: Embedding diversity in the workplace through the inclusion of diversity in all activities of the organisation, starting from recruitment
- 3) *For individual migrants*: Improving their employability through recognition of credentials and assessment of formal and informal skills.

Each of these levels is presented separately below. It should be taken into account that diversity can cover several different grounds of discrimination, and while the examples below are developed with a view towards making the labour market more diverse in terms of ethnic minorities, the measures can be applicable to all grounds of discrimination.

3.4.1 Ensuring the society's commitment to a diverse labour market through measures valuing diversity

1. Purpose

Even though the concrete results of increased positive attention to diversity are often seen on the local level in companies and other organisations where people are employed, showing strong commitment on the part of the government and public administration is vital. By creating national measures and structures that encourage increased focus on diversity, and that aim to demonstrate the value of diversity to the society, governments can increase the pressure among private and public organisations to work positively towards a more diverse labour force. Research shows that in particular SMEs can be under the misconception that diversity is a government agenda to get companies to employ people they do not want or need just because they are diverse.⁷¹ This is why activities showing the value of diversity are essential for supporting equality of access in the labour market.

Whereas legislation is a strong instrument and can enable the government to enforce the proposed measures, good results have in particular been reached through the implementation of voluntary measures, such as diversity charters, diversity labels and diversity awards. In particular the diversity label is an excellent example of a measure where society's commitment from the part of public authorities (awarding the label) and private and public organisations (to whom the label is awarded) is well-balanced while being based on voluntary measures.

The purpose of the component is thus to support the private and public organisations to implement measures promoting diversity through the commitment shown by the public authorities towards creating a more diverse labour market.

⁷¹ European Commission: Diversity at work: A guide for SMEs. European Communities, 2009.

2. Preconditions

When seeking to develop a **diversity charter**, the main precondition is an agreement between the different stakeholders (government and social partners) concerning the contents of the charter. Once a charter has been developed, there is a need for a small organisation that is responsible for raising awareness about the existence of the charter.

The preconditions with respect to a **diversity label** include, as with the diversity charter, a common agreement with the main stakeholders concerning the form that the label will take. It is also necessary to set up a body which awards the labels and audits the organisations that have received a label. Sufficient financing will thus be necessary in order to develop and manage the diversity label. What is essential is that the diversity label is considered to be legitimate (based on a broad agreement and with government support) and neutral (awarded and audited by a third party).

In terms of **diversity awards**, it is necessary to have in place an organisation which assesses the organisations nominated for the award and decides upon the recipients of the prize.

3. Implementation

Diversity charters

A diversity charter is a declaration that organisations can sign as a way to promote their diversity profile. Any organisation wanting to do so may sign a diversity charter, but it is relevant to request the signing organisations to publish "a diversity appraisal" including indicators of a declaratory nature.

Diversity labels

Diversity labels should take into account the different types of organisations that may apply for the label. This means that the criteria for awarding the label should take into account for example whether the organisation is private or public, and the size of the organisation (i.e. SME, large national company or a multinational company).

The applying organisations should also be provided with support in terms of reaching the criteria that the organisation has to fulfil before being able to receive the label. This could be in the form of online guides, self-diagnosis and step-by-step support for supporting the development of the organisations. Good results have also been reached through organisations that have already been awarded a label supporting organisations that are interested in applying for a label.

Diversity awards

A diversity award can be an annual prize awarded to an organisation which shows a strong engagement towards ensuring and improving diversity throughout its work and among its employees. Awards can be symbolic, but they can also function as a financial incentive, in the case that the award is followed by a monetary prize. The implementation of a diversity award consists of at least the following processes: awareness-raising among organisations; setting-up of a nomination procedure; setting up the criteria; convening a jury; and organising an award ceremony.

Information, guidance and training

In addition to the concrete measures mentioned above, good results have also been reached through a combination of efforts, where a commitment by employers to work towards an increased diversity in the labour market is supported by information, guidance and training offered by the public administration. It is important that the employers and employees working with diversity have the necessary tools and information available. Support can be given in the form of a website, which contains information and advice related to diversity in an organisation (for example recruitment and retention of employees), or a training programme on diversity and recruitment for employers and employee representatives.

4. Target groups and stakeholders

The **diversity label** should be developed in cooperation with all relevant stakeholders, i.e. the government, social partners, HR professionals and administrators. It should be taken into account that the groups targeted by the label differ depending on the stage of implementation. When a label has been **developed**, it can be targeted to specific types of organisations in the country, but it is most useful to keep the label open in the sense that all organisations, be they public or private, can have the chance to apply for the label.

When a label has been **awarded** to an organisation, it can be targeted towards several groups. The employees of the organisation should be made actively aware of the label through measures embedding diversity in the organisation (see below). The clients of the organisation should be informed about the label, giving a positive image of the organisation and showing that diversity is a value of the organisation. The label should also be used in the marketing of the organisation as a work place committed to increasing diversity. This sends a positive signal to potential candidates and future employees.

5. Costs

- The development and implementation of a **diversity charter** is not very costly. It is necessary to have in place an organisation raising awareness about the charter, and some funding is needed for this purpose. The main costs are related to the development process, where negotiations between the government and social partners are needed in order to agree on the contents of the charter.
- The development and implementation of a **diversity label** is costly, however it is important that it is seen as an investment both for the organisations using the label as well as for the society as a whole. The main costs are related to the administration of the applications and conducting the regular audits on organisations to which the label has been awarded.
- **Diversity awards** are not very costly, especially in the case that the prize is symbolic and not monetary. There is a need for some financing to administer the decision procedure and to organise an award ceremony, as well as for raising awareness about the existence of the award.

The costs related to **information, guidance and training activities** are mainly related to the development of the information material, running costs for the websites where the material is kept available, and the updating of information when good new practices emerge or legislation changes.

6. Follow-up possibilities

- **A diversity charter** can in principle be followed up based on the voluntary declarations and indicators provided by the signatory organisations, but in order to have a true picture concerning the impact that the signing of the diversity charter has had on the organisation, it is necessary to request the organisations to submit statistics on an annual basis. This can however work against the voluntary status of the charter and should be thoroughly considered.
- **A diversity label** should be followed up through audits on a regular basis. With rigorous audits the work for diversity gets a professional image, and the audits require that diversity is embedded in the organisation, and not only present in its communication.
- The label should consist of clear and relevant criteria, which can be followed up through statistics and interviews or surveys among direction, management and other employees of

the organisation. The criteria could include:

- Grounds of discrimination
 - Diversity policy
 - Communication activities, awareness-raising and training
 - Integration of the principle of non-discrimination into the process and practices of the organisation
 - Evaluation and goals
- In terms of the value of the diversity label for an organisation, follow-up could be conducted through employee surveys measuring the satisfaction of the employees concerning the diversity measures of the organisation.

7. Sources of experience

Diversity labels as a way to develop the commitment of organisations towards diversity (example inspired by France – Le label diversité)

Good results have been reached through the development of a national diversity label. The label has as its aim to promote diversity and to prevent discrimination in the field of recruitment. The label promotes good practices in recruitment and professional development not only in companies, but also within public service, local authorities and voluntary organisations that are active in promoting diversity. The label aims to implement an effective equal treatment in terms of recruitment and during working life in terms of promotion. The label is also promoting true social responsibility within organisations by being directed against 18 grounds of discrimination that can be found in the work place. The label is awarded based on the (non-binding) opinion of a "labelling commission" formed by 20 members representing the employees' and employers' organisations, state representatives and an association of human resource managers. The organisations to whom, the label is awarded are monitored and assessed regularly against specific criteria.⁷²

Evidence-base: Low evidence; identified as relevant example by seminar participants

Diversity award for leadership (example inspired by Denmark – MIA-award)

Another way of showing a strong commitment towards increased diversity in organisations is to develop a diversity award for leadership. A limited number of organisations can receive a diversity award annually based on three principles for diversity that the organisations should respect in order to qualify for the award:

- The Principle of Rights: Ensure equal opportunities and prevent discrimination for all employees in all phases of their employment.
- The Principle of Resource: Make diversity a resource in every aspect of the workplace's actions.
- The Principle of Results: Ensure a results-oriented diversity process that includes both minority and target groups in strategy.⁷³

Evidence-base: Low evidence; identified as relevant example by the consortium

Information, guidance and training (example inspired by Norway – www.mangfoldsportalen.no)

An example of a measure combining information, guidance and training is to ensure a common agreement between the employer and employee organisations to promote equality and prevent discrimination. When such a political backing is in place, it is easier to develop concrete follow-up measures to implement the agreement. These measures could include the following:

- 1) Joint diversity effort where local level actors (including municipalities, employment offices, employers and employees) work together to increase the recruitment of persons from a migrant background

⁷² <http://www.afnor.org/certification/lbh004>.

⁷³ <http://www.miaaward.info/>.

2) The development of a web page which contains information and advice related to diversity and recruitment of persons with minority background. This page can be addressed to employers, employee representatives and employees working with HR in both public and private enterprises.

3) The development of a web-based training programme on recruitment and diversity for leaders and employee representatives in private and public sector.⁷⁴

Evidence-base: Low evidence; identified as relevant example by the NCPI

3.4.2 Embedding diversity in the workplace

1. Purpose

While the measures taken at the societal level can ensure that a support framework exists for increasing diversity in the labour market, many of the every-day measures enhancing diversity take place in the public and private organisations where people work.

Research shows that for example many SMEs are already working with measures supporting diversity, without doing this in a structured way.⁷⁵

The purpose of this section is to provide examples on how diversity can be embedded in the workplace and all the activities of an organisation, starting already at the recruitment phase. Activities in this regard include the following:

- Values and company culture
- HR policy and cooperation
- Recruitment of a diverse workforce
- Work processes and introduction of newly recruited personnel
- Career development and retention of the recruited persons.

2. Target groups and stakeholders

When working to ensure equal access to the labour market by embedding diversity in the workplace, it is important to differentiate between **public and private institutions**. Member States can only influence and promote integration measures in the former but cannot force for example private employers to conduct policies beyond the legal framework.

The activities should be targeted at **all employees** in the organisation in question, including direction, management, HR and employees on the work floor.

The relevant **employee organisations** can be included in the activities in order to get broad support among the employees.

In terms of intercultural activities or other measures under the diversity strategy, it may be relevant to cooperate closely with **local minority organisations** that can support the organisation, for example with workshops on traditions.

It can be beneficial to communicate the activities to the **organisation's clients** in order to demonstrate openness. In this respect it is also relevant to know the diversity profile of one's clients.

⁷⁴ For more information, see the Discussion paper annexed to this document.

⁷⁵ European Commission: Diversity at work: A guide for SMEs. European Communities, 2009.

3. Preconditions

The existence of structures, such as legislation, or national measures, such as diversity labels and diversity charters, is necessary for organisations to be able to ensure diversity in the workplace. There is a need for strong messages from the public authorities concerning the positive aspects of diversity, and to present positive role models who can show that diversity works.

It is essential that the whole organisation, from direction and management to those on the work floor, are onboard with measures supporting diversity. An active diversity policy in an organisation requires top-down commitment, motivation among the employees, messages concerning the positive values of diversity, involvement of all stakeholders in the organisation, and a common, shared understanding of the vision for diversity.

It is important to have good knowledge about the current situation in the organisation before developing plans to achieve diversity. In this way it is possible to establish a baseline, and to specify targets.

4. Implementation⁷⁶

As a starting point, it is relevant to specify why and how you want to achieve a more diverse workforce in the organisation. This can be done for example through the creation of a strategy or plans to achieve diversity. As mentioned above, it is important to involve all the employees in the organisation, for example by using employee representatives, in the development of the strategy or plan.

Organisations can also show their commitment to diversity by integrating requirements of diversity to their procurement and service-delivery activities, in such a way that service-providers and suppliers with a diversity plan or similar are preferred.

In terms of **recruitment**, the main activities to be undertaken include the creation and adaptation (if necessary) of the following:

- Job descriptions: it is important to set criteria for employment that are relevant and match with the needs of the position in question. This is why it may be relevant to develop a "recruitment policy", which states the employment criteria for each position in the organisation.
- Job advertisements: In particular when seeking to increase the recruitment of ethnic minorities, it may be relevant to use alternative ways of advertising, for example through the ethnic press. The advertisements can be supported by meeting potential applicants face-to-face, through for example migrant networks or organisations. It is important to avoid terms that specify a certain gender, religion, ethnicity, sexual orientation, culture, age, or health condition.
- Selection and interview approaches: Training should be provided to all the persons involved in the recruitment process. Training should concentrate on how to ensure that the selection and interview process is only based on the job descriptions agreed for the positions in question.

In terms of **retaining** ethnic minorities in their jobs, several measures can be introduced inside the work place showing that the organisation and its employees are committed to diversity.

Motivation can be ensured through involvement of all employees in diversity work and through the positive association that the organisation can receive from adhering to a diversity charter or being awarded a diversity label.

⁷⁶ This chapter is mainly based on research conducted by the European Commission, and published in European Commission: Diversity at work: A guide for SMEs. European Communities, 2009.

It is important to ensure that all career development opportunities, such as training or promotion, are open to all types of employees.

It can also be relevant to provide diversity training to the employees as a way to share basic ideas about dealing with different cultures in relation to colleagues and clients.

Flexible working conditions can also support organisations to ensure increased diversity. They make it possible for different types of employees, for example those with care duties, to stay at work.

In the case of harassment or discrimination, it is very important to act to ensure that the situation does not repeat itself in the future. In this way the employees who were victims of harassment or discrimination are ensured about the continued support of the organisation towards their employment; it also shows a sign to the employees that harassment and discrimination are not tolerated in the organisation. This can be further supported by promoting respect and dignity amongst employees.

Embedding diversity in the workplace can also be done through the development of an internal diversity strategy or plan (see above). In addition to the measures aiming to increase diversity, for example through recruitment, such a strategy or plan could also include measures encouraging increased diversity management inside the organisation by taking practical steps, such as:

- Internships
- Family days or holidays celebrating diversity
- Food festivals
- An intercultural holiday calendar
- Intercultural training to employees
- Workshops on traditions, customs and religions
- Inclusion of the diversity theme in internal newsletters
- Language training in the workplace with employees teaching each other in a tandem-setting

In terms of **marketing**, if current and potential clients are informed about the diversity policy of the organisation (see above), it will be possible to get customer feedback and to evaluate the opinions of the customers concerning the organisation and the role that diversity plays in their delivery of services/products.

5. Costs

The main costs related to embedding diversity in the work place consist of the development of a recruitment policy, which sets out the relevant employment criteria for each position.

The development of a diversity strategy or plan requires some resources in an organisation, and the extent of these costs depends on the breadth of the measures included in the strategy.

Many of the activities can be cost-effective, but will usually require an investment in terms of the employees' working time, for example when it comes to language learning on the job by the employees of the organisation.

Depending on the existing communication activities in the organisation, some costs should be foreseen in relation to promotional material, internal newsletters etc. These costs are however lower where there are internal communication tools, such as intranet.

6. Follow-up possibilities

There are several ways of following up on how well diversity has been embedded in an organisation:

- Global surveys of employees, where all employees in an organisation are surveyed concerning their attitudes and experiences in terms of diversity
- Annual satisfaction surveys
- Comparison with other organisations through benchmarking exercises in order to see how the organisation is doing in comparison with other similar organisations. Good results have in particular been seen in the public sector, where cities and municipalities can use each other as benchmarks.
- Exit surveys of persons leaving the organisation to find out what the reasons for resignation are, and whether there is a connection with the organisation's diversity policy, or the lack thereof.

7. Sources of experience

Considering diversity in all activities of the organisation (example inspired by The Netherlands – TNT Post and Norway – University hospital)

Positive experiences embedding diversity in a company's ethos have been seen in an organisation which considers that diversity attracts diversity, and therefore places particular emphasis on engaging recruiters from different backgrounds. The recruitment process takes into account the relevant employment criteria and aims to take into account people's needs and cultural habits, so that the staff is not pushed to perform tasks in a way that is not acceptable to them. To enhance integration of migrant employees with first-country nationals, the company in question organises on-the-job language classes, where the native workers acquire multicultural skills by teaching their foreign colleagues. The company also engages in trainings for youth from disadvantaged neighbourhoods by offering them administrative internships in the summer. Furthermore, the company organised Ramadan for the non-Muslims who could optionally fast for one day and then celebrate after sunset together with their Muslim colleagues. Students are also encouraged to take the company as a business case for their Master Theses to encourage the company's staff to meet and discuss issues that they would have never tackled without the external input.⁷⁷

Evidence-base: Low evidence; identified as relevant example by seminar participants

One sector where good experiences have been reached through embedding diversity in the work place is the health care sector. A large hospital, hosting 1.2 million patients annually, considers that good staff relations can be reached through an increased support for a diverse workforce, are crucial in ensuring quality health care services for the patients. At the same time diversity management can serve the goal of attracting the best talent regardless of background. The hospital has set up a training system that distinguishes five levels of leaders. All participants undergo multicultural management and values trainings and specialised courses. In addition, there are special programmes to recruit leaders from a migrant background. The hospital is also organising special immersion programmes for migrant employees, and participants suggested that participation of colleagues representing the mainstream population in this initiative could bring added value to promote networking. In order to support the increased recognition of qualifications of the health care professionals, the hospital promotes additional staff studies at the local universities and language courses during work hours. Furthermore, migrant staff members become certified interpreters in order to be readily available for patients in emergency situations. To improve services for migrant patients, the hospital also holds trainings about cultural implications on health behaviour.⁷⁸

Evidence-base: Low evidence; identified as relevant example by seminar participants

⁷⁷ Presentation of TNT Post at a seminar organised by the International Organization for Migration on 16 June 2010.

⁷⁸ Presentation of Oslo University Hospital at a seminar organised by the International Organization for Migration on 16 June 2010.

Equality and diversity strategies (example inspired by Ireland – Dublin Bus)

Another interesting example is from a company which has not directly targeted migrants in their recruitment activities, but which has received a high number of applications from migrants and subsequently seen a strong increase in employees representing various ethnic minorities. The company has developed an equality and diversity strategy which addresses three objectives: 1) supporting and protecting staff and business needs, 2) building competences and awareness, and 3) facilitating and driving change. The company continuously monitors the impact that the strategy has on the minority groups employed in the organisation, and changes its approach to diversity management accordingly. Special emphasis is put on raising the awareness of, and the training of people in charge of recruitment. The company supports lifelong learning – on successful completion of tertiary education, employees can reclaim 50% refund from the company, and 50% of people using this scheme are third-country nationals. The company has also provided special language classes for those employees who did not reach sufficient proficiency levels in the local language. Moreover, all personnel and policy documents were revised in such a way that they are more easily understandable to non-native speakers. The company has also participated in general activities supporting diversity, such as sports events for people from different countries, or promotional campaigns aiming at making the general public aware of the cultural diversity in the country. A poster used during this campaign was so successful that it was later included in the secondary school curriculum. The company has noticed that working for the same pay rates as the native population enables migrants to buy houses in the same neighbourhoods as their native colleagues, send their children to the same schools and hence be better integrated in the society. Furthermore, the importance of consultative approach for the development of good policies, and the possibility to carry out various initiatives without additional funding were emphasised.⁷⁹

Evidence-base: Low evidence; identified as relevant example by seminar participants

3.4.3 Recognition of credentials and assessment of formal and informal skills

1. Purpose

The recognition of already existing credentials and skills of migrants is an essential part of supporting their employability and the commitment towards making the European labour market more diverse.

Ensuring that migrants are working on their skill level helps to avoid brain waste and supports the feeling of successful integration. This was also emphasised by the Ministerial Conference in Zaragoza in 2010, which encouraged the Member States to further explore the "...tangible assets [of migrants] which includes knowledge, abilities and skills (formal and informal) that people have acquired through education and training".⁸⁰

The evidence shows that good results can be reached through the establishment of specialised centres and the use of experts for the validation of skills.

2. Target groups and stakeholders

The procedure should be targeted at all third-country nationals. If there is a need to prioritise, it is important that the skills of all unemployed third-country nationals are assessed. This should be done as soon as possible after their arrival in their new country of residence, but an assessment of skills and qualifications may also be relevant to third-country nationals who are already residing in the country and working in jobs that do not match their skills and qualifications.

⁷⁹ Presentation of Dublin Bus at a seminar organised by the Integrational Organization for Migration on 16 June 2010.

⁸⁰ Conclusions of the Council and the Representatives of the Governments of the Member States on Integration as a Driver for Development and Social Cohesion. Brussels, 4 May 2010.

Depending on the administrative structure in the Member State, the administration equivalent to employment offices should be the main actor in the development and running of a system for the recognition of skills. This should be in close cooperation with the administration responsible for the introduction of newly arrived migrants, and the administration responsible for education.

It is important to ensure the active participation of stakeholders such as employers and employee organisations in the development of the structure in order to ensure their support for the process and the letter of equivalence or qualification portfolio.

3. Preconditions

In order to ensure an effective assessment of credentials and skills, it is necessary to have the relevant infrastructure and experts in place.

In the case that it is possible to set up a permanent structure, evidence shows that good results can be reached through the establishment of a specialised centre for the recognition of skills, which can be a part of an employment office or the administration responsible for education in a region, municipality or other level of local administration.

The centre should have at its use personnel who are specifically trained in the recognition of credentials and skills of third-country nationals, and in conducting interviews. It is also essential that the centre has access to a network of professionals covering the most common occupations among third-country nationals in the region. This means that the personnel of the centre would not need to be specialists in all occupations, but could refer the persons being assessed to a professional.

In case it is not possible to set up a permanent structure in the form of a centre, a number of employees at the employment offices should be specifically trained to assess the skills and qualifications of the third-country nationals. A network of experts who are able to assess the specific (vocational) skills of the third-country nationals is necessary also in this case.

4. Implementation

The assessment of skills can be done by taking several steps:

- An interview, where the migrant describes his/her education and skills, and where the interviewer identifies the relevant level of qualification in the country of residence.
- A practical test, where the skills of the migrant are tested by a professional of the same occupation to assess whether the skills are on the level required in the country of residence.
- An assessment which states the possible need for further education in order to reach the wanted level of qualification.
- After finalised education, or in the case that the skills are on the level required in the country of residence, a letter of equivalence or a qualification portfolio, specifying the skills of the migrant and the equivalence of relevant skills in the country of residence.

It is also essential to provide information to the employer organisations and unions about the letter of equivalence or qualification portfolio, and the process preceding the award of the document.

5. Costs

The costs include:

- the setting-up and running of centres for validation of skills in different parts of the country
- continuous training of employees of the employment office
- financing the testing procedure conducted by professionals
- training of the migrants in order to reach the desired skill level
- administration of the letters of equivalence or qualification portfolios
- follow-up activities in the form of surveys.

6. Follow-up possibilities

The success of the system may be assessed through user evaluations among the migrants taking part in interviews and skills tests, and who have been awarded a letter of equivalence or qualification portfolio. A longitudinal study could be conducted among these persons at selected points in time after having been awarded a letter of equivalence or qualification portfolio. In this way it would be possible to find out whether the individuals in question consider that the letter of equivalence or qualification portfolio has helped them to find a job responding to their level of qualification.

7. Sources of experience

Preparing migrants for the labour market by using a 'qualification portfolio' (example inspired by Sweden)

One way of preparing migrants for the labour market is through a centre for validation of occupational skills, where diploma verification takes place and where clients work on their 'qualification portfolio', as part of the introduction programme for new migrants. In this manner migrants are better prepared for the labour market. The support process includes four steps: firstly the client fills in an exploratory survey, which is interpreted by a guidance councillor; the second step is a one or two hour intensified identification of occupational skills by a vocational teacher (which ends with a report being written); thirdly, a three to five day occupational assessment follows, in which the basic occupational demands are discussed and practised (this ends with a certificate); and fourthly, an assessment of 4-8 weeks follows by taking a course in 'upper secondary school', which ends with a upper secondary school certificate. Monitoring takes place by asking all participants how they found working with the qualification portfolio and by interviewing the employment officers about the abilities to match job seekers against work and communicate with them about their competences.⁸¹

Evidence-base: Medium evidence

Clarifying competences and past experiences (example inspired by France)

Member States can introduce a procedure whereby the professional competences of migrants who have signed the integration contract are assessed. The procedure, which takes the form of an appraisal that lasts approximately three hours, has as its aim to clarify to the migrant what his past experiences are and how best to use them. The appraisals are run by an external service provider who has been selected through an open procurement procedure. The appraisal can be used as an evaluation mechanism concerning the professional competences and the employment potential of the migrant. The appraisal can support in making professional qualifications from the country of origin of the migrant more easily comparable with similar qualifications in the receiving society.⁸²

Evidence-base: Low evidence; identified as relevant example by the NCPI

⁸¹ <http://www.malmo.se/Medborgare/Forskola--utbildning/Utbildning-for-vuxna/Vagledningscentrum---hitta-ratt-utbildning.html>.

⁸² See for example: <http://vosdroits.service-public.fr/F17128.xhtml>.

3.5 Component 4: Improving the Public Perception of Migration and Migrants

1. Relevance

An important part of demonstrating strong commitment by the society towards the integration of third-country nationals is formed by the way the society welcomes the third-country nationals. This is closely linked to the prevention of discrimination in the Member State (component one), but it is also affected by the image that the different actors within the society have concerning migration and migrants, also known as **public perception**.

Public perception is *formed* by the general population with varying knowledge and attitudes towards migration and migrants; and *influenced* by different actors (e.g. media, politicians) and contexts (e.g. economic situation, historical experience). How public perception is reported and presented always depends on who the reporter and presenter are, which is why it does not necessarily represent reality.

Public perception concerning migration and migrants can have a direct positive or negative influence on migrants' access to equal opportunities and on the measures aiming to increase diversity in the labour market. For example, implementing an anti-discrimination campaign targeting the general public might not be well received in a country where resistance towards migrants is strong.

Relevant measures in the field of public perception include:

1. Guidance for and training of professionals working with migrants
2. Intercultural meetings
3. Surveys.

2. Purpose

The purpose of measures in the field of public perception is to engage and alert the general public to the positive aspects of cultural differences and the economic contribution of migrants.

The most important objective in relation to public perception is to provide the general public with facts, information and an objective description of the situation in terms of migration, migrants and the current situation in terms of public perception. When the current situation is known, it is easier to direct activities aiming to improve public perception of migrants and migration at carefully selected target groups.

Among other objectives, actions supporting mutual respect in society and combating stereotypes and myths are important. Here it is important, among other things, to make public the contributions of migrants to the society as individuals, groups, professionals etc. It is also relevant to develop measures encouraging persons influencing the public perception to present a responsible discourse on migration and integration, without jeopardising freedom of speech and expression.

3. Target groups and stakeholders

In general, public perception can be influenced on two different levels:

1. on the *individual level*, through measures directed at individual members of the general public not representing institutions; and
2. on the *collective level* through measures directed at public and private institutions and organisations.

The distinction is however not clear-cut, and some measures may be directed at both levels. In general, the measures targeted at the individual level relate to raising awareness amongst members of the general public. On the collective level, the challenge is mainly to show commitment on the part of the public authorities and other collective bodies representing the receiving society to ensure a responsible discourse on migration and migrants.

Actors on both levels should be chosen in a very selective way, and each concrete measure should draw up a specific plan on how to reach the target group in question. In this way it is possible to direct the measure in a way that takes into account the specificities of each group and the underlying reasons for the need to improve the public perception of migration and migrants in exactly this target group. Although similarities exist between the Member States, preparation of exact details concerning actors at a local, regional or state level should be part of every individual measure.

4. Preconditions

Coordination of resources and competences of the relevant stakeholders is an important precondition for implementing measures aiming to improve public perception of migration and migrants. In this way it is possible to ensure that all stakeholders with relevant competences are included in the development and implementation of measures, and that resources are used where there is the biggest need for actions.

In order to ensure the collection and analysis of reliable data and statistics, it is important to identify an independent and responsible institute for research and analysis, or to establish one. Whenever possible, migrants should be involved in discussions and conceptualisation of any measures that are being developed and implemented. Furthermore, a strong political will is needed and it should be demonstrated visibly.

5. Implementation

Evidence shows that good results can be reached through three different types of measures: guidance to and training of professionals working with migrants; intercultural meetings; and surveys.

1. **Guidance to and training of professionals working with migrants:** these can include for example developing guides for media professionals and providing training for media professionals on topics such as diversity. Experience shows that when training media professionals, it is important not only to include journalists but also publishers, who have the final responsibility for publications in the development of the training and guides. In this way it is possible to direct the training and guides to areas where journalists and publishers have the need for support. It is important not only to provide rules and guidelines, but to provide concrete examples and reasons. By including journalists and publishers in the development of the measures, they are more likely to take ownership over the activities and to share the common goals. Moreover, actions aiming to diversify the media in terms of persons working in the media can support the improvement of public perception of migration and migrants.

Information on migration and migrants through information packages, as well as training on intercultural communication could also be provided to newly-appointed civil servants, media professionals and new politicians (for example following an election). In this case it is essential to ensure broad support from a higher level (i.e. management or ministry) in order to show their commitment to training the employees. Third-country nationals should be involved actively in the training, in order to avoid the discussion about "the others". Training should be followed up on and continuously customised as the context develops.

2. **Intercultural meetings:** Public perception of migration and migrants can also be improved through activities bringing members of the society (migrants and natives) together with each other through activities such as mentoring by volunteers, lunch meetings between families, or virtual meetings (“living libraries”).

These measures are mainly found at the local level. They aim to combat prejudices and stereotypes by increasing the understanding of the local population about the migrants in their country, their lives, traditions and backgrounds.

It is important to show the added value of such activities to the participants. A good idea is to organise focus groups with potential participants before the beginning of the activity to ensure that it is directed in the most relevant way.

3. **Surveys** are an important part of assessing the current level of public perception among different target groups. They are hence an essential part of creating a baseline for any activity in the field of public perception, and a way to follow up on the development. They can also in themselves be measures aiming to improve the public perception on migration and migrants, in particular when their results are being disseminated broadly and in combination with suitable information. In order to ensure comparability, it is relevant to measure developments on public perception in an EU-wide context and to compare results between the Member States. Surveys should be followed up with thorough analysis and a communication and dissemination strategy. It may also be relevant to conduct user-satisfaction surveys on media habits and perceptions of the media's portrayal of minorities and certain migrant groups. It could be relevant to break down results on the population with a migrant background or certain nationalities using big samples or stratified samples on national backgrounds. Survey data will give a base of knowledge to take initiatives towards positive image building, counter prejudices, and raise awareness about stereotyping and the effect of any negative media portrayal of different migrant groups. Survey data on the subjective perceived sense of belonging, experienced discrimination and trust in relevant institutions should also shed light on the effect of the media.

6. Costs

In this sensitive field of action, infrastructure and support costs are often key elements for success. Costs of setting the baseline through the analysis of the current situation concerning public perception, careful identification of exact target groups and evaluation are also an important part of the costs related to measures aiming to improve the public perception of migration and migrants. Very high visible costs could be considered negative by the groups that are being targeted by the measure and seriously damage the image of the project and migrants.

In case continuous funding needs to be ensured, it is important to show positive results through evaluations and by demonstrating that the measure is working, where it is supposed to. In order to do this, it is essential to identify clear targets when developing the measure.

7. Pitfalls

There are some possible pitfalls related to the implementation of measures aiming to improve the public perception of migration and migrants. These include the danger of unpredictability of political support; change of the overall context, such as the political situation; that the costs of the measure may be considered to be too high by some societal groups; that the target group of the measure may be selected wrongly; that there may be a lack of good will to cooperate; and that there is a risk of addressing issues which are too artificial, that may lack an evidence base.

Another issue is that projects in the field of public perception could be quite easily accessed by those who do not actually need to participate, but hardly address persons with negative attitudes.

8. Follow-up possibilities

All measures should be accompanied by an evaluation assessing the effectiveness of the measure. It is also relevant to compare measures to other similar measures in the field, in order to ensure the comparability of the results. It is however necessary to take into account that evaluations can at times be costly, which is why the evaluation should be scoped realistically in relation to the size of the measure being evaluated, and the available funding.

When it comes to the assessment of the public perception of migration and migrants, longitudinal studies are necessary in order to recognise trends in the longer term. It is important to measure changes in the attitudes of the groups targeted by the measures. In the short term, the attitudes can be surveyed before and after the measure has taken place, but in the long term, and in particular if a measure continues over a longer period of time, it is relevant to follow up with the target group on several occasions over several years.

Possible indicators could be a change in the personal attitudes of the participants and the satisfaction of participants with the measure.

9. Sources of experience

Guidance to and training of professionals

A diversity toolkit for media professionals as a way to avoid the negative representation of migrants in the media

Across Europe, over the past ten years, a number of European public service broadcasting professionals working specifically with and for cultural and ethnic minorities, have been meeting regularly under the auspices of the European Broadcasting Union's Intercultural and Diversity Group (IDG). They have exchanged experiences and co-produced joint programmes and developed the Diversity Toolkit. This Diversity Toolkit brings together the collective knowledge of these TV professionals. It concerns public broadcasters in general and news and information programmes especially.

The core of the Toolkit is a DVD with sample news clips from a dozen broadcasters across Europe illustrating the difficulties encountered when reporting on minorities. Each news clip is accompanied by background information and some questions and comments about the issues raised. The Toolkit also contains a wealth of background information on how to promote the principles of cultural diversity in broadcast organisations and TV programmes. It contains sections with examples of good practices, checklists, links to relevant websites, case studies, and recommendations related to news and information programmes, recruitment and training, progress evaluation and general management policies. This toolkit is aimed primarily at broadcast journalists, trainers and students of journalism. It also contains information that may be useful for producers and programme-makers generally, as well as for human resources professionals, trainers and managers in broadcasting organisations.⁸³

Evidence-base: Low evidence; identified as relevant example by the consortium

Intercultural meetings

Mentoring by local volunteers as a way to support integration (example inspired by the UK – Time Together)

⁸³ A Diversity Toolkit for factual programmes in public service television, Fundamental Rights Agency's Website: http://fra.europa.eu/fraWebsite/attachments/media-toolkit-documentation_en.pdf.

Good experiences have been reached through a mentoring programme bringing together volunteers and refugees as a way to support integration and the improvement of public perception among the local population. It is important that programmes like this complement the already established services provided for example by refugee organisations and community groups. It is beneficial to combine the local and national level so that the local level organises the specific projects, while the national level coordinates and supports in terms of publicity, recruitment of volunteers, communication and experience, for example in terms of a best practice toolkit. Follow-up of the programme can be done through a longitudinal study concerning the programme and its impact from the point of view of the refugee and the volunteer mentors. The following should be taken into account: matching the mentor and mentee carefully (chemistry); ensuring direct and regular contact between the coordinator and mentor/mentee (contact); developing the confidence of the mentee through small steps (confidence); make the participation of friends and family possible at some occasions (company); encouraging the mentor to give the mentee the choice for activity (choice); and increasing the chances of the mentees by supporting them in job search, study etc. (chance).⁸⁴

Evidence-base: Strong evidence

Lunch meetings between families as a way to increase mutual understanding (example inspired by Czech Republic – Family Next Door)

One way of supporting intercultural meetings in a familiar environment is to bring families together, for example for lunch meetings. These types of local initiatives have shown good results, and developed friendships between migrant and local families. Such activities act as an intermediary between members of the general public and migrants of diverse nationalities and ethnicities. There is a need to involve a number of volunteers as the organisers of the project to bring the families together, but these types of activities have the tendency to enjoying positive media coverage.⁸⁵

Evidence-base: Low evidence; number of participants and continuation indicate positive results

Living libraries as a way to confront stereotypes and prejudices and stimulate contact between society and the migrant population (example inspired by the UK and The Netherlands)

Living libraries gives direct access to someone else's life experience, by allowing people to 'borrow' a person for a conversation. The aim of such libraries is to confront stereotypes and prejudices, to explore diversity, and to stimulate conversations that otherwise are unlikely to take place. Libraries are in general considered to be trusted public bodies and this lowers the threshold of both migrants and the local population for using living libraries. Meetings can however also take place elsewhere, such as in cafés and schools, depending on the exact target group. An interesting idea is to develop boards and stickers labelled with prejudices such as 'foreigners don't want to integrate' and 'Muslims are extremists'; using such tools, the general public is encouraged to enter into dialogue about prejudices and to meet with different volunteers to test their ideas.⁸⁶

Evidence-base: Medium evidence

Surveys

It is a good idea to conduct regular national surveys, and to subsequently assess the evolution and longitudinal tendencies of the responses. The results of the analysis can inform decision-makers about possible needs for further actions and it is thus possible to track the evolution of, for example xenophobic and racist tendencies.

Recurring reviews

The national equality body could conduct recurring reviews aiming to provide an authoritative compilation of the available evidence about equalities in the Member State against a number of

⁸⁴ Esterhuizen, L. & T. Murphy: Changing Lives – A longitudinal study into the Impact of Time Together Mentoring on Refugee Integration. June 2007. http://timetogether.org.uk/TT_report_online.pdf.

⁸⁵ <http://www.slovo21.cz/en/index.php?id=rodiny2007>.

⁸⁶ EWSI website: http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=7039; and Mensenbieb Website: <http://www.mensenbieb.nl>.

agreed indicators. It could bring together the facts about the experiences and outcomes in life of different individuals and groups, drawing on a range of sources including censuses, government surveys, academic work, and secondary analysis carried out especially for the review. At its heart, the review could measure the gap between what the general public think society should be, and what it actually is: between the ideal and reality, between aspiration and attainment.

The review could be presented in three parts:

1. In part I the context in which the review takes place could be described, summarizing the development of equality law to date and explaining why a concern for equality is vitally important at a time of demographic change, economic change and tight public spending.
2. In part II evidence could be provided, giving the best data available against a number of specific indicators of the outcomes in life for groups of people who share common characteristics in terms of: age, disability, gender, race and ethnicity, religion or belief, sexual orientation and transgender status.

Where appropriate, the review could also take into account the impact of socioeconomic background, or class. Statistics could also be provided encompassing the capabilities and freedoms – that is, the things that most people need to have and to be – in order to be happy, productive and fulfilled. The statistics could be related to activities across different areas such as: Life, legal security, physical security, health, education, employment, standard of living, care and support, power and voice.

3. Finally, in part III, a summary of the most significant findings from the evidence could be presented, setting out some key challenges that the Member State must respond to in order to move closer to its aspirations for a fair society free from discrimination.⁸⁷

Evidence-base: Not applicable, as it is an example of how to conduct evaluations

⁸⁷ http://www.equalityhumanrights.com/uploaded_files/triennial_review/how_fair_is_britain_-_complete_report.pdf.

4. DRAFT MODULE 3

4.1 The overall aim of the module

The third module on active participation of immigrants in all aspects of collective life aims to present solutions to the challenges that Member States experience when wishing to ensure the active participation of immigrants in the collective life. It is composed of three module-components that have each been identified by Member States as important building blocks when it comes to ensuring the active participation of immigrants in the society:

1. Political participation
2. Civil participation
3. Intercultural policies

The overall aim of the module is to provide Member States with a flexible toolbox, which they can draw upon when developing integration policies and actions within their specific national context. In this sense the module is to be seen as a point of reference and a source of inspiration, without representing a fully standardised European module.

In particular, the components on political and civil participation are closely related to each other. Intercultural policies can be said to be an overall prerequisite, ensuring that migrants and the mainstream population can coexist peacefully. They work to increase common understanding and awareness, and build the basis for a society where migrants can participate actively both in civil and political life.

When it comes to civil and political participation, it can be said that civil participation can provide migrants with the necessary skills and experience that are also needed for political participation. For example, in the case of consultative bodies, the existence of migrant organisations and the participation of migrants therein are a prerequisite for setting up a consultative body consisting of representatives of migrant organisations. Moreover, knowledge about associative work is often beneficial when aiming to become politically active.

4.2 Component 1: Political Participation

1. Relevance

It has been said that "participation in political processes is one of the most important aspects of active citizenship".⁸⁸ Information about the political system and parties, and about the potential impacts of political participation for migrants, is important in order to show migrants the value of political participation in their new home country.

The political participation of migrants covers several different dimensions.

Firstly, **consultation mechanisms**, such as consultative bodies, provide a way for migrants and migrant organisations to have an active say in the development and implementation of policies that have an impact on their lives, be they directly related to the integration policies of the Member State, or to other areas in general, such as health, housing and education, which are of great importance to all citizens (See also module 2, component on equal access to public services).

Secondly, **voting rights and the right to stand as a candidate** are the pillars for ensuring that migrants can express their views on how the society should be developed.⁸⁹

2. Purpose

The purpose of this component is to show how the Member States can overcome legislative or structural barriers for migrants' political participation, and to involve migrants and migrant representatives in the development and implementation of policies. The component provides the Member States with ideas on ways to extend voting rights to third-country nationals, and how to strengthen the role of consultative bodies in the political processes. The purpose is to create an environment where migrant communities can voice their needs, concerns and interests, and participate fully in political life, thus reaching descriptive and substantial representation for migrants.⁹⁰

While the existence of voting rights and the right to stand as a candidate in elections are the cornerstones of political participation, it is also essential that where these voting rights exist, they are being used. This is why the legal framework should be supported **by measures informing migrants about their right to vote, about the political parties and their views and messages, and about how to exercise one's right to vote**. Moreover, it is important to show the value of voting.

3. Preconditions

The extension of voting rights to migrants and the setting-up of consultative bodies are completely dependent on the national legislation of each Member State.

Awareness-raising is an essential precondition for ensuring that voting rights, where granted, are being used, and the existence of consultative bodies and their role is known. Awareness-raising campaigns should be organised to inform migrants about their rights and the possibility to participate. At the same time, similar information dissemination activities could be undertaken among for example political parties in the receiving society, making them aware of the value migrants can bring as potential voters and members of the party. The aim is to help members of the society understand the benefits of political participation by migrants. The awareness-raising could be done through dissemination of information in both mainstream and ethnic media;

⁸⁸ Ahokas, Laura: Promoting immigrants' democratic participation and integration. EPACE Theme Publication, 2010, p. 18.

⁸⁹ On political participation, see for example <http://www.mipex.eu/political-participation>.

⁹⁰ Descriptive participation refers to when the composition of a political body reflects the socio-demographic characteristics of the overall population it is supposed to represent. Substantive participation refers to when interests of subgroups of a population are sufficiently voiced and taken into account in political deliberation.

targeted training courses on how to vote; general advertising campaigns; and public service announcements in several languages.

In cases where consultative bodies are established, it is important to ensure that their role is formally recognised by the local authorities or other actors they are supposed to be consulting. This is important as a way to legitimise the work of the consultative body and to ensure that its work is acknowledged. This can be done by making the consultation a regular part of decision-making procedures in the level of administration where the body exists. It is also important to ensure close links between the relevant administration and consultative bodies, for example through regular meetings or information exchange, to ensure that there is mutual understanding of the interests and needs of each actor. It is however a good idea to provide the consultative body with a certain level of independence to ensure legitimacy (cf. below).

4. Implementation

Consultative bodies

In several Member States, consultative bodies have been set up with a view to including migrants actively in the development and implementation of policies at different levels. While in some Member States these consultative bodies have a defined status in the legislative process, in other Member States they are more informal structures which are consulted on an ad hoc basis.

The Council of Europe Convention on the participation of foreigners in public life at the local level⁹¹ defines consultative bodies as platforms that form the link between the local authorities and the foreign residents, which can function as a forum to discuss and formulate the opinions, wishes and concerns of foreign residents on matters which particularly affect them in relation to local public life, including the activities and responsibilities of the local authority concerned, and which foster the general integration of foreign residents into the life of the community.⁹² Consultative bodies can be formed to discuss both topics especially relevant to the migrant population (such as consultative bodies dealing with integration issues on the national level) and more general topics, such as developments in the local community. Consultative bodies can consist of migrants only, have open membership to all members of the local community, or have a specified membership, consisting of representatives of different types of organisations or communities. For migrants, participation in consultative bodies consisting only of migrants can enable future participation in more mainstream consultative bodies which discuss general topics, as it can increase their awareness of how consultative bodies function and what their impact may be. Different types of consultative bodies include for example the following:

- Consultative committees with mixed membership (different types of organisations and actors, both migrant and non-migrant) at the national level
- Consultative committees with mixed membership (different types of organisations and actors, both migrant and non-migrant) at the regional or local level
- Consultative committees with migrant membership only at the national level
- Consultative committees with migrant membership only at the regional or local level
- A national umbrella organisation of minority organisations as a consultative body
- Mainstream consultative bodies that are open for migrant participation at a national, regional or local level.

An overview of national consultative bodies can be found in Annex A.

⁹¹ Convention on the Participation of Foreigners in Public Life at Local Level. Strasbourg, 5.II.1992, Council of Europe European Treaty Series No. 144.

⁹² Convention on the Participation of Foreigners in Public Life at Local Level. Strasbourg, 5.II.1992, Council of Europe European Treaty Series No. 144, Art. 5.

The Council of Europe provides recommendations as to the objectives, composition, selection, activities and functioning of the consultative bodies:

- The specific objectives of the bodies should be clearly defined, classified and adapted to available resources.
- The consultative bodies should be consulted in all matters relating to the running of the municipality, and all residents should be informed about the results of each activity carried out. This challenge is also mentioned by several Member States.
- The member selection criteria to the consultative bodies should be allowed to be modified and adapted, and structures based on equal representation should be promoted.
- Sufficient financial and human resources should be provided, and the right of the body to act on its own initiative should be officially recognised.⁹³

Voting rights

In terms of political participation, the possibility to exercise the right to vote is a fundamental way for migrants to show their active participation in the collective life. In order to be able to do so, a legal framework making these types of political participation possible is essential. Member States differ however in the extent to which third-country nationals, who are not citizens of the Member State, are allowed to vote and stand as candidates in elections.

Voting rights can be granted to migrants in different types of elections. While voting rights at national elections are usually the exclusive right of citizens, third-country nationals are in some Member States granted voting rights in **social elections**, such as elections to work for councils or as workers' representatives; and in **local and regional elections**, such as elections to the city council, mayor and regional government.

Member States grant voting rights to migrants on the basis of such conditions as:

- duration of residence (i.e. minimum number of years of residence before the right to vote is granted);
- registration or application;
- a specific residence status; or
- principle of reciprocity, i.e. the existence of bilateral agreements between the two countries where granting the voting rights to the nationals of the third-country also means the nationals of the Member State are able to vote in the third-country.⁹⁴

An overview of the different types of voting rights that Member States grant to third-country nationals can be found in Annex B.

Concerning **social elections**, a general framework exists at the European level for informing and consulting employees in the European Community.⁹⁵ In general, employees should be consulted and informed on questions relating to:

- economic, financial and strategic developments;
- the structure and foreseeable development of employment and related measures;
- decisions likely to lead to substantial changes in work organisation or contractual relations.⁹⁶

Employees representing all the employees in the workplace during these consultations are usually selected in social elections. In some Member States, these social elections are open to all employees, irrespective of their nationality.

5. Costs

One general cost of both voting rights and consultative bodies is the cost of raising awareness

⁹³ Gasir, Sonia & Martiniello, Marco: Local consultative bodies for foreign residents – a handbook. Council of Europe, 2004.

⁹⁴ Groenendijk, Kees: "Local Voting Rights for Non-Nationals in Europe: What We Know and What We Need to Learn. Migration Policy Institute, 2008, p. 4.

⁹⁵ Directive 2002/14/EC of the European Parliament and the Council of 11 March 2002 establishing a general framework for informing and consulting employees in the European Community. OJ L 80, 23.3.2002.

⁹⁶ Ibid, Art. 4.

that is needed in order to ensure that voting rights are exercised and that the work of the consultative bodies is known, both to migrants and to the rest of the population. The costs can occur in terms of campaigns prior to elections, but there can also be continuous costs in terms of raising awareness concerning the political system and consultative bodies, as well as research concerning the political participation of migrants.

The following more specific costs should be taken into account in relation to consultative bodies:

- Staff costs for the secretariat of a consultative body (where relevant)
- Costs for meeting facilities
- Reimbursement of travel and accommodation costs for participants, and possible remuneration
- Costs for use of experts or consultants to support the work of the consultative body.

6. Pitfalls

Consultative bodies:

When it comes to the establishment and implementation of consultative bodies, the following potential pitfalls should be taken into account:

- The consultative body is only set up due to requirements or a desire to show engagement, and its views are not taken into account when making decisions. This can be avoided if clear objectives are set for the body, and the decisions made by the body, as well as the actions following them, are made public.
- The consultative body is not representative of the migrant communities (or other members) it is speaking for. This can be avoided, for example by taking into account the representativeness of different minorities in the Member State/region/municipality in question.
- Domination by one person or one agenda only is always a risk when consulting associations or groups of associations. This could be avoided by ensuring that the board and chairperson of the consultative body are democratically elected.
- In case no financial support is provided to the members of the consultative body, it should be taken into account that the work they are doing is voluntary. The expectations and workload should be kept at a level that is realistic for volunteers and similar to mainstream consultative bodies.
- The expectations connected to consultative bodies are often high. As a consequence, frustrations regarding the consultative body can grow easily within the represented communities and/or with the representatives themselves. By setting clear objectives and outlining the competences of the consultative body, expectations can be managed and possible frustrations avoided.
- In cases where representatives in the consultative body consist of professionals and volunteers, one should pay attention to the fact that the workload representatives can manage are likely to differ (volunteers usually do not have the same amount of time at their disposal as professionals). This can cause frustrations and rifts between the members of the consultative bodies. To avoid this pitfall a clear division of labour and roles between the participants could be introduced.

7. Follow-up possibilities

Voting rights:

The success of measures aimed at increasing political participation can be assessed by conducting research concerning voter turnout among the migrant population. Possible indicators include:

- a) The development of voter turnout from one election to another
- b) Differences in voter turnout between different types of elections to see if the turnout is higher in local elections, regional elections, national elections etc.

Another possible indicator is the number of representatives of migrant origin in different political

organs, works councils etc.

Consultative bodies:

The work of consultative bodies can be followed up, for example by evaluating their work with use of the following means:

- Research concerning the extent to which views of the consultative bodies were taken into account in decision-making processes
- Self-assessment by members of the consultative body concerning their work
- Interviews with decision-makers and administrations using the opinions of the consultative body
- Media coverage (positive and negative).

8. Sources of experience

When it comes to political participation of migrants, it is not possible to point out specific good practices, as voting rights and consultative bodies are a competence of the Member States. Instead, examples of different types of voting rights and consultative bodies are provided in the discussion paper, which can be found in Annex C to this draft module. Below, sources of experience concerning awareness raising activities in the field of political participation are presented.

Supporting political participation through courses, research and networking (example inspired by The Netherlands – The Dutch Institute for Political Participation)

Awareness among the migrant population concerning political participation can be raised, and their representation in municipal and district councils increased, by developing special courses, organising discussion meetings, implementing research projects and running network activities. These activities can be done by an institution set-up specifically for this purpose, or an institution which has such activities as one of its tasks. For instance, the aim of the course in political participation could include a behind-the-scenes look at the city or town hall of the participants, and the chance to experience being politically active and governing a municipality. An important part of such work is also research concerning electoral participation of migrants and tracking the number of political positions held by migrants. Having the necessary information available concerning the current situation in this respect makes it easier to support migrants in participating.⁹⁷

Evidence-base: Low evidence; identified as relevant example by the consortium

Raising awareness among migrants through campaigns and training (example inspired by Ireland – Migrant Voters Campaign)

Another example of raising awareness concerning political participation is through awareness-raising campaigns before elections. It is important that such initiatives bring together several stakeholders, such as NGOs, local migrant organisations and political parties. Such initiatives can aim to raise awareness amongst migrants residing in the country, region or city about their right to vote, the possible need to register to vote and the voting process on election day. Specific activities can include advertising campaigns and training sessions on how to vote.⁹⁸

Evidence-base: Low evidence; identified as relevant example by the NCPI

⁹⁷ <http://www.publiek-politiek.nl/Producten-en-diensten/Voor-doelgroepen/Allochtonen/Cursussen>.

⁹⁸ Cities of Migration website: <http://citiesofmigration.ca/did-you-know-you-can-vote-cities-and-democracy-at-work/>.

4.3 Component 2: Civil Participation

1. Relevance

Civil participation is in this module understood as active participation of migrants and organisations at the local level, working directly in and with the local communities.

Participation at the local level is often the first type of participation for newly-arrived migrants in the receiving society, and the platform upon which the first steps towards integration occur. This is also an important platform for developing the feeling of inclusion in the receiving society among the migrants. Civil participation promotes real-life face-to-face interaction between individuals and between individuals and the community. It creates the feeling of belonging through inclusion in the social network, thus fostering social cohesion.

Civil participation provides wider outreach beyond the coverage of tools for political participation, but it can also serve as a "school for democracy" that shows how communities develop, shape and implement ideas to improve their lives.

Civil participation through participation in local organisations can help migrants understand the importance of representation in the local society. To represent others and be represented by others in an organisation can be a way to see the institutions and actors in the society in a positive light.⁹⁹

Through civil participation at the local level, migrants can express their expectations and needs, highlight their contributions, and avoid overdependence on the society. All this can lead to mutual empowerment and greater confidence between the society and migrants.

Civil participation is one way of showing active citizenship, but it does not take place in a vacuum. In the same way as this component is a part of a bigger module, civil participation is a part of a wider set of activities to ensure the active participation of migrants in all aspects of collective life. Civil participation is only possible when the society can provide the framework for it, for example the possibility to establish local level organisations, and when tools, such as training and support are available (cf. below).

2. Purpose

The purpose of this component is to provide the Member States with a toolbox for supporting and ensuring civil participation of migrants. This participation should cover all aspects of collective life, and it should not only concentrate on topics dealing solely with integration. Four themes have been identified as being very important when Member States want to support and ensure the civil participation of migrants:

Capacity-building of migrants and migrant organisations

In order to develop the competences of both migrants and migrant organisations in the field of civil participation, capacity-building through, for example technical assistance or leadership training can be supported. These can help to ensure that migrant organisations are not isolated, and to show that participation is a right and a possibility for migrants.

Networking between organisations

While migrant organisations can be a good platform for learning about the practice and importance of civil participation, and a stepping-stone towards consequent engagement in other organisations and community groups, migrant organisations should never function in a vacuum without connection to the other organisations in the region or Member State. This is why there is a need for tools to create external networks outside the premises of the migrant organisations, and to establish networks between different types of organisations. Through these networks,

⁹⁹ Lagergren, Lars & Jesper Fundberg: Integration i förening – kritiska reflektioner omkring ett projekt. Educare Nr.1, Malmö Högskola, 2009.

migrants can get a better insight into the work of mainstream organisations, be they sport clubs, cultural organisations, local community groups or parent-teacher associations. At the same time, the networks can raise the awareness of the mainstream organisations concerning migrants and their interests.

Outreach of organisations towards newly-arrived migrants

Local level organisations can play an important role in the integration of, in particular, newly-arrived migrants. They can serve as a first point of contact for newcomers, provide accurate information, raise awareness, provide psychological support and orientation, and help newcomers share and assess their expectations. This is why supporting local level organisations (both migrant and mainstream organisations) in reaching out to newly-arrived migrants is an important part of ensuring civil participation of migrants.

Volunteering

A specific way of showing active citizenship is through unpaid participation in a group or organisation. Volunteering is a means of promoting active citizenship for everyone, and creates a possibility of civil contribution for those with limited means. It has several benefits in terms of integration:

- Volunteering enables migrants to acquire basic knowledge of the receiving society, including the language, housing, education, health, social services etc.
- Volunteering enables migrants to participate in society through non-formal and informal education
- Volunteering enables the migrant to improve his/her employability in the labour market
- Volunteering enables both migrants and non-migrants to meet and to take civil action on community issues that matter to both of them
- Volunteering enables the migrant to empower him/herself
- Volunteering enables the receiving society to deal with increasing diversity and accommodate change.¹⁰⁰

3. Preconditions

A common precondition for all the activities under this component is that it is important to conduct a needs assessment before developing any measures. It is important to devise the activities and the approach to the needs of a particular community, target groups and stakeholders.

Capacity-building of migrants and migrant organisations

One specific precondition for capacity-building of migrant organisations in particular is that a common understanding exists as to what kinds of organisations can be classified as migrant organisations. In some Member States this has been dealt with through an official recognition of organisations as migrant organisations by the signing of relevant statutes.

The needs assessment should be directed at finding out what capacity-building needs the migrant organisations themselves identify. Once there is a common understanding of the capacity-building needs, common and clear objectives should be set and agreed upon by the organisations, the service-providers in charge of capacity-building, and the stakeholders responsible for funding (where relevant).

When it comes to **technical assistance**, such as legal support, the support and training should be directed specifically to the field of activity of the organisation, and should take into account the specificities of this field (for example different types of organisations may have access to different types of funding). Technical assistance is also a pre-condition in itself to other activities within this component (cf. below.) When it comes to **leadership training**, it may be a good idea to put in place a system for organisations to identify leadership development needs for themselves. It may also be relevant to have in place a process to identify and evaluate

¹⁰⁰ European Volunteer Centre: INVOLVE- Involvement of third-country nationals in volunteering as a means of better integration. Final project report, 2006, pp. 84-86.

individuals with leadership and development potential.

Networking between organisations

In terms of networking between organisations, the needs assessment should be directed at understanding the networking needs of the different organisations. It is also important that the needs assessment takes into account the readiness of the different organisations to cooperate. In case the organisations do not have the required level of readiness, for example capacity in terms of staff, any attempts to support networking can backfire.

The readiness of different organisations to cooperate should be fostered, for example through technical assistance (cf. below). It is also important to know the structures and functions of the different organisations to ensure that the organisations that are brought together have complementary competences and goals.

Outreach of organisations towards newly-arrived migrants

In order to reach newly-arrived migrants, it is important that the local organisations can identify them. This is why cooperation with the local authorities is important. It is also beneficial for the local authorities to have an overview of the different types of local level organisations in which migrants could become active. This is why it is important that the status of local organisations, including migrant organisations, is acknowledged by the public authorities. This may be done through the registration of organisations. It may also be a good idea to establish a platform for cooperation between local organisations and public authorities with a view to encouraging the local organisations to open up towards migrants.

Volunteering

The needs assessment in terms of volunteering could be directed at identifying activities eligible for voluntary engagement, as well as the necessary skills and training needs among potential volunteers. Such an analysis may also serve as a basis for valuation of voluntary contributions (monetary value) that could be a basis for showcasing the importance of volunteer work. The valuation of the volunteering could help to change the overall culture and mindset among stakeholders, and to help donors understand the value of voluntary input as well as to recognize social return on investment.

Infrastructure and organisational buy-in for working with volunteers are important, as well as mutual agreement between the organisation and the volunteer on the clear objectives, roles and timeframe to ensure continuous commitment.

As stated in the INVOLVE-report, it is important to acknowledge that volunteering can only take place if the society can guarantee "[...]equal access to organisations and institutions, as well as the openness of the receiving society to facilitate this access and accommodate the migrant in ways that help to break down existing barriers. Volunteer support organisations can play a crucial role here as they have the necessary expertise and contact networks to foster this process. The potential of volunteering is not only relevant to the individual migrant; it is also relevant to both the collectives of migrant communities and the receiving community as a way to shape life together. This requires an open and supportive environment in which the migrant feels welcome and in which his / her existence as such is not constantly put into question."¹⁰¹ (See also module 2, component on ensuring equal access to public services).

It is also important to promote employee volunteering. For example by encouraging partnerships between migrant organisations and businesses. This could include volunteering of employees, work shadowing and job placements.

Networking between organisations (cf. above) is also an important prerequisite for successful voluntary schemes, as it broadens the understanding of volunteers about other types of organisations and volunteering possibilities than the types they know¹⁰².

¹⁰¹ European Volunteer Centre: INVOLVE- Involvement of third-country nationals in volunteering as a means of better integration. Final project report, 2006, p. 87.

¹⁰² European Volunteer Centre: INVOLVE- Involvement of third-country nationals in volunteering as a means of better integration. Final project report, 2006, pp. 89-90.

4. Implementation

Capacity-building of migrants and migrant organisations

Capacity-building of migrants and migrant organisations could include activities such as:

- Information and practical training concerning associative work and project management
- Information and practical training concerning finances of an organisation and applying for relevant funding
- Legal support for the foundation of an organisation and for ensuring that the organisation fulfils the requirements set by law for annual reporting etc.
- Providing information about other organisations and possibilities for partnerships
- Practical training to develop the ICT-skills of organisations
- Leadership training for the persons running the organisations, and to migrants with a potential to set-up organisations. Training programmes can also support migrant organisations and migrants to link with each other and create multi-ethnic networks (see below).

Networking between organisations

In addition to training, networking between organisations can take place, for example through the creation of physical platforms for dialogue and discussion. These could be, for example in the form of consultative bodies at the local level (see **component 1: Political participation**). These platforms can bring different types of organisations together and increase the possibilities for networking. It is important for the organisations to continuously foster their relationships, which is why the sustainability of platforms or other forums for networking is essential.

Outreach of organisations towards newly-arrived migrants

In order to support the participation of migrants in local level organisations, it can be a good idea to create a mechanism where newly-arrived migrants are introduced to different types of local organisations. Depending on the interests of the migrants, this could include migrant organisations, sports clubs, cultural associations, local community groups, parent teacher associations etc. Information about the existence of the organisations can be provided, for example during language education or introductory courses (see module 1). This information should also include basic information concerning the work of organisations in general, what their role is, and why joining an organisation can be beneficial.

It is also important that the local organisations are actively involved in the process, and appoint contact persons who receive necessary training in introducing the organisation to newly-arrived migrants. These contact persons can also have a role in opening up the local organisation to migrants, by sharing information with the other members in the organisation and by raising awareness about the importance of the civil participation of migrants.

Volunteering¹⁰³

It is important to show the value of volunteering and to educate migrants in what volunteering means. Migrant organisations could play an active role in raising awareness concerning volunteering and the value it brings to the society in their communities. This could also be done through information on volunteering during introductory courses, or included in welcome packs that newly-arrived migrants receive (if applicable). It may be relevant to showcase personal contributions and results of individual volunteers.

Volunteer centres and volunteer support organisations play an important role, and could support migrant organisations and (potential) volunteers in capacity-building (cf. above). Training is a central part of becoming a volunteer and should be ensured, for example through volunteer support organisations.

¹⁰³ For recommendations, see European Volunteer Centre: INVOLVE- Involvement of third-country nationals in volunteering as a means of better integration. Final project report, 2006, pp. 89-95.

5. Target groups and stakeholders

Migrant organisations:

Migrant organisations are one of the target groups. They are indeed important as a first point of contact, particularly for newly-arrived migrants, and can serve as a stepping stone towards consequent engagement in other organisations and community groups. However, focusing only on migrant organisations does not promote inclusion and migrant participation in mainstream organisations. Migrant organisations are not always the best agents for social cohesion and do not serve the interests of all migrants equally. There is a need to focus on communities at large and on issue-based participation, rather than immigration status/ethnic background, for example by building networks of organisations and community groups working on issues of mutual interest or concern.

More specifically, the following target groups and stakeholders should be considered:

Capacity-building of migrants and migrant organisations

Target groups: migrant associations and associations working for migrants in general, migrants who have been identified as potential leaders of organisations. Important to identify both formal and information organisations.

Stakeholders: National, regional and local level authorities and civil associations to establish capacity-building and support. Universities and research institutes to conduct needs assessments. NGOs, companies and social actors to provide networking-expertise, sponsorships and partnerships. Media to make the work of the migrant associations visible. Philanthropic organisations as possible funding organisations.

Networking between organisations

Target groups: Local level organisations, both migrant and mainstream organisations.

Stakeholders: National, regional and local authorities to provide the backing for networking activities.

Outreach of organisations towards newly-arrived migrants

Target groups: Local level organisations, both migrant and mainstream organisations, and newly-arrived migrants.

Stakeholders: Employment agencies and language training providers, to provide information about associative work and activities to newly-arrived migrants.

Volunteering

Target groups: All migrants as potential volunteers, as well as local level organisations which may need volunteers. When migrants are volunteering as mentors for other migrants, the target group may consist of migrants who are no longer newly-arrived (more than 1 year).

Stakeholders: Volunteer support organisations which can provide training and continuous support to the volunteers. Authorities, who should ensure access for migrants to local organisations as volunteers.

6. Costs

An important cost related to the activities within this component is the financial support of migrant organisations and organisations working for migrants in general.

In the case that Member States have a mechanism for financially supporting migrant organisations and organisations working for migrants in general, it is important that these organisations are financially accountable. This may require technical support, for example in associative law and bookkeeping (see above). It is also important to take into account the representativeness of the organisations and to ensure that the organisations receiving funding are diverse. Cooperation between different funding authorities is necessary in order to ensure that there are no overlaps in funding.

For organisations, dependency on state funds can lead to instability and additional bureaucracy. There may be some unanticipated effects of funding instruments, which is why organisations should ensure complementary funding from other sources as early as possible.

In case funding is provided by the authorities, it may be a good idea to reserve particular funds for capacity-building of newly established organisations.

Having authorities provide funding has some additional costs in terms of administration by the management authority and operational costs associated with the application process in the applying organisations.

Capacity-building of migrants and migrant organisations

The costs associated with capacity-building of migrants and migrant organisations include, for example the following:

- Costs for conducting a needs assessment
- Operational costs in the organisation
- Costs associated with the training/support package to the organisation (planning, personnel costs, training material)
- Training is in general costly. This is in particular relevant in relation to leadership development programmes. It should be considered that investment in good leadership will have a positive return-on-investment as improvement of social capital. In order to ensure that trained leaders are retained, it may be a good idea to sign a contract where the persons who received training promises to cascade the skills they have developed within and outside their organisation.

Networking between organisations

The costs associated with networking activities include for example the following:

- Operational costs for organising seminars and meetings (platforms) where organisations can meet
- Possible funding for local organisations.

Outreach of organisations towards newly-arrived migrants

The costs associated with outreach towards newly-arrived migrants include, for example the following:

- Coordination of meetings between organisations and newly-arrived migrants
- Promotional material to newly-arrived migrants concerning local organisations and associative life
- Possible funding for local organisations.

Volunteering

The work of volunteers is by definition free, but it should be taken into account that the volunteers need initial training in order to ensure that their work is in line with the objectives of the organisation they are volunteering for. Coordination of volunteers can also lead to some costs, unless this is also voluntary. Finally, it is important to recognise that not everything can be converted to voluntary contributions, which is why financial support is also an important precondition for implementation.

7. Pitfalls

When developing activities in the area of civil participation, it should be taken into account that not all actions of a certain thematic content will lead to positive results. The outcome is often subject to intentionality and careful planning and implementation. For example, sports events can also be very political and foster divisions along the ethnic lines.

Capacity-building of migrants and migrant organisations

The pitfalls associated with capacity-building of migrants and migrant associations include, for example the following:

- Lack of clear objectives for capacity-building can lead to inefficient use of resources and training that does not match the needs of the organisation/participants
- Lack of support from the government and the non-existence of a formal framework for the recognition of organisations can lead to undermining the work of the organisations
- It may be difficult for organisations to retain persons who receive training through a leadership development programme. This poses challenges for knowledge management in organisations.

Networking between organisations

The pitfalls that should be taken into account when developing and implementing networking activities include, for example the following:

- Lack of technical assistance to ensure sustainability and competence of organisations.
- Lack of adequate resources and knowledge to sustain organisations and networking
- Inadequate language skills may hamper communication between organisations, and between organisations and the local authorities.

Outreach of organisations towards newly-arrived migrants

The pitfalls that should be taken into account when developing and implementing networking activities and the outreach of organisations towards newly-arrived migrants include for example the following:

- Lack of involvement of the local communities in reaching out to newly-arrived migrants. Organisations should however be aware of the risk that newly-arrived migrants might mistrust organisations associated with the government of the receiving country.
- Inadequate language skills may hamper communication between organisations and newly-arrived migrants.

Volunteering

The pitfalls that should be taken into account when developing and implementing activities in the field of volunteering, include for example the following:

- There is a risk of volunteers losing momentum due to changes in personal circumstances (it can be difficult for volunteers to take time off work; volunteers may have care responsibilities for other family members that hinder them from participating)
- There may be a change in attitude towards participation in an initiative, leading to decreased commitment
- Lack of adequate training for volunteers might compromise results
- It may be difficult to ensure sustainability, unless the overall culture with respect to volunteerism can be turned/kept positive. It is also important to understand the cultural context of volunteerism in each Member State, since not every society has the same approach towards volunteering.
- Misunderstandings concerning the mutual agreement (see preconditions) may lead to conflicts.

It is thus necessary to have from the beginning a realistic approach to the extent to which migrants in particular could engage in volunteer work (see needs assessment above). Migrants who work often work long, odd hours, and may thus prefer financial remuneration instead of volunteering.

8. Follow-up possibilities

Capacity-building of migrants and migrant organisations

The follow-up of capacity building activities depends on the form of activity: in case the support is provided through projects or programmes, continued monitoring may be a good idea. In this way it is possible to establish what types of organisations are most in need of support in terms of capacity-building, what their capacity-building needs are, and what resources are needed to ensure sufficient levels and adequate standard of capacity-building.

In case the capacity-building takes place as a one-off event, such as a training seminar, it is relevant to assess the results before the training, right after the training, and again for example a few months after the training, to find out to what extent the training has helped the participants to improve their skills, and to what extent these skills have been useful.

Networking between organisations

Networking between organisations can be followed-up through evaluations concerning the impact that the networking activities have had on the participating organisations. It is also important to ensure that information on networking activities that were not successful is retained and taken into account in future networking activities.

Outreach of organisations towards newly-arrived migrants

The activities aiming to involve newly-arrived migrants in the associative life should be evaluated regularly in order to ensure that the methods chosen for the outreach are working, and that there are no pitfalls. An evaluation can show whether the activities are in line with the desired outcomes of outreach activities and could be based on for example interviews with newly-arrived migrants who received information about organisations, with the local organisations that are involved, and with the local authorities who are facilitating the outreach activities.

Relevant indicators include for example:

- share of people who received information about associations and joined an association
- share of people who joined an association and are still a member after one year of joining the association
- share of associations whose migrant membership increased as a result of participation.

Volunteering

Whether volunteering is successful in supporting the integration of third-country nationals can be assessed through user evaluations by interviewing or surveying the persons volunteering, the persons who have decided to quit volunteering, the actors who are benefiting from the volunteering activities by migrants, and the volunteer organisations.

9. Sources of experience

Capacity-building of migrants and migrant organisations

Leadership programme for migrant organisations (example inspired by Germany – Leadership Programme Migrant Organisations)

There is some evidence showing that it can be a good idea to set up a leadership programme for migrant organisations. Leadership programmes can have as their goal to build the capacity of migrant organisations by training young managers and activists from migrant organisations in leadership, communication, project management and questions of pluralistic cognition of interests. In this way it is possible to link young leaders from different regions and different ethnic backgrounds with each other in order to increase cooperation among the various ethnic communities. It is possible to develop a multi-ethnic network from all parts of the country with the willingness to strengthen civil society.¹⁰⁴

Evidence-base: Medium evidence

Networking between organisations

Supporting the formation, consolidation and networking capacity of migrant and refugee organisations (example inspired by Spain – Programa de Apoyo a las Asociaciones)

An example of a way in which networking between organisations can be supported is to set up a broader capacity-building programme for migrant organisations, including activities that support networking between organisations. Such a programme would, for example aim to support organisations through the following measures:

- By raising awareness of new organisational processes;
- By identifying organisational processes that are being developed, and by consolidating their usage;
- By supporting organisations in the development of training plans;
- By developing training processes on themes identified inside the organisations;
- By supporting the **building of networks between organisations**;
- By supporting the development of ICT-skills among organisations; and
- By assisting organisations in finding physical meeting spaces and office locations for the organisations.

If such programmes are wide enough (i.e. cover several regions of one Member State), they can function as the platform for setting up national networks of migrant organisations.¹⁰⁵

Evidence-base: Low evidence; identified as relevant example by the NCPI

Outreach of organisations towards newly-arrived migrants

Engaging migrants in mainstream organisations through the use of contact persons (example inspired by Sweden – Integration in Association)

There is strong evidence showing that one way of establishing contacts between newly-arrived migrants and associations in their new home country is to set-up and train a group of contact persons in local associations. These contact persons will function as guides for newly-arrived migrants concerning organisations. Newly-arrived migrants receive information about associations during their introductory or language course (see module 1) and can express an interest in getting to know or join an association. It is important that the contact persons receive adequate training on how it is to be a contact person. It is also important to set up a network of contact persons so that the contact persons can discuss their experiences and support each other. In relation to the newly-arrived migrants, it is important that basic information concerning associations and what their role and aim in the society is, is essential.¹⁰⁶

¹⁰⁴ http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=7722; http://www.bertelsmann-stiftung.de/cps/rde/xchg/bst/hs.xsl/prj_70302.htm.

¹⁰⁵ For more information, see <http://programaapoyo.blogspot.com/2009/02/presentacion-del-programa.html>.

¹⁰⁶ See for example: <http://www.socialekonomiskane.se/projekt/integration-i-forening/> (In Swedish).

Evidence-base: Strong evidence

Volunteering

Encouraging migrants to become members and active volunteers in sports clubs (example inspired by Germany – Integration through sport)

There is strong evidence showing that a good way to encourage migrants to become members and active volunteers in sports clubs is to set up a programme aiming to do this. The participating clubs can offer sporting activities, such as volleyball, handball, basketball and gymnastics or samba, boxing and wrestling. In conjunction with other organisations, events can be organised, such as street football tournaments, midnight sports, indoor tournaments, intercultural parties and holiday leisure events. It is relevant to combine the programme with the promotion of diversity management with regard to the staff of sports associations, by encouraging migrants to become active as volunteers in sports associations, for example as coaches.¹⁰⁷

Evidence-base: Strong evidence

¹⁰⁷ University of Potsdam: http://www.integration-durch-sport.de/fileadmin/fm-dosb/arbeitsfelder/ids/files/downloads_pdf/downloads_2009/Gesamtbericht_Band_1.pdf and http://www.integration-durch-sport.de/fileadmin/fm-dosb/arbeitsfelder/ids/files/downloads_pdf/downloads_2009/Gesamtbericht_Band_2.pdf.

4.4 Component 3: Intercultural Policies

1. Relevance

Several abstract notions of intercultural dialogue exist, especially in the arts/culture domain. The Rainbow Paper, developed within the context of the European Year of Intercultural dialogue, focuses on the encounters between individuals and defines intercultural dialogue as:

"...a series of specific encounters, anchored in real space and time between individuals and/or groups with different ethnic, cultural, religious, and linguistic backgrounds and heritage, with the aim of exploring, testing and increasing understanding, awareness, empathy, and respect. The ultimate purpose of Intercultural Dialogue is to create a cooperative and willing environment for overcoming political and social tensions".¹⁰⁸

The non-threatening nature of the term has great potential because it alludes to something positive and because it is not located on the political left or right. It deals with the transformation and evolution of societies and it links with the idea that integration is a "two-way process".

The relevance of including a component on intercultural policies in a module on active participation of migrants in all aspects of collective life should be seen in the light of the increasing demographic heterogeneity in the Member States.

Intercultural policies that can ensure intercultural and religious dialogue are a way to ensure the two-way process of integration. Through dialogue it is possible to discuss values and develop a common understanding or "language" between people with different ethnic, cultural, religious, and linguistic backgrounds and heritage. As the Council of Europe states, intercultural dialogue allows us to "prevent ethnic, religious, linguistic and cultural divides. It enables us to move forward together, to deal with our different identities constructively and democratically on the basis of shared universal values".¹⁰⁹ Moreover, meaningful interaction between people with different backgrounds - be they cultural or religious - can support the breaking down of stereotypes and reduction of prejudices.¹¹⁰ Also, research shows that migrant religious communities can play an important role in supporting migrants' integration.¹¹¹ In the end, the added value of intercultural dialogue is harmony between people with different backgrounds and the prevention of extremism.

Intercultural dialogue is also a means with which to deal with the sometimes unequal access to resources, and social and political capital for migrants – the added value of intercultural and religious dialogue being the development of a common cultural space in which people can be equal. Finally, intercultural policies can be a stepping stone into society for newly-arrived migrants, for example by enabling newly-arrived migrants to participate more actively in society through intercultural mediation.

2. Purpose

The purpose of the component on intercultural policies is to help Member States ensure:

- *Intercultural* dialogue ensuring a cultural exchange between people with different backgrounds and/or beliefs
- *Intracultural* dialogue between migrants with the same national or religious background (e.g. Muslims). This can be done, among others, in order to provide newly-arrived migrants with a stepping stone into society
- Interreligious dialogue with a purely theological aim promoting mutual understanding and respect between different religious communities of society

¹⁰⁸ Platform for Intercultural Europe: The Rainbow Paper. Intercultural Dialogue: From Practice to Policy and Back. September 2008.

¹⁰⁹ White Paper on Intercultural Dialogue: "Living Together as Equals in Dignity". Council of Europe, May 2008, p. 4.

¹¹⁰ See for example: Guidance on meaningful interaction. How encouraging positive relationships between people can help build community cohesion. UK Department of Communities and Local Government, December 2008, p. 11.

¹¹¹ International Organization for Migration: Dialogue for Integration: Engaging Religious Communities. Discussion paper, 2011. See: www.iom.fi/direct.

- Dialogue between public authorities and religious communities helping authorities to develop public services that accommodate particular needs that these communities might have

Some measures aim at ensuring intercultural encounters that are non-committal and which have a leisurely touch; others aim at intercultural problem-solving or negotiations – either problems linked to diversity (i.e. religious diversity) or problems common to all, but which need to take cultural differences into account (e.g. public health).

When developing intercultural policies, the following three measures are highly important:

1. Intercultural events
2. Interreligious councils
3. Mediation

However, the choice of measures must always depend on the particular context and needs at stake.

3. Preconditions

Providing a physical space is a precondition for all measures concerning intercultural policies. In several Member States physical spaces, such as intercultural centres, function as the place where intercultural activities can take place in both structured and more informal surroundings. The activities at these spaces vary greatly, but what they have in common is that they provide a location for people with different backgrounds and beliefs to participate in organised activities, or to organise activities of their own (concrete examples are provided in the discussion paper annexed to this document).

Intercultural events

A precondition for implementing intercultural events is to ensure sufficient funding. When planning intercultural events it is also important to take into account the general climate regarding intercultural or interreligious issues. In some cases, arranging a cultural event might send the wrong message or may not be well received by the general public. However, events could also boost the climate in the right way – it's all a question of timing. Lastly, ensuring buy-in from the stakeholders who are to implement the measure is also important.

Interreligious councils

A precondition for implementing interreligious councils is to ensure commitment from the government (local or national). Ensuring sufficient funding is also necessary and may not be a costly affair (cf. below). Finally, seeing religious differences as a societal question, rather than a "migrant" question is important.

Mediation

A precondition for the successful implementation of mediation measures is also to ensure sufficient funding. Another precondition for successful mediation is that the mediator has both parties' confidence. If he or she is seen as favoring one party, the process cannot take its proper course and the outcome may be unsustainable or not mutually satisfactory¹¹². Finally, a precondition is to develop guidelines for the implementation of the measure, e.g. through a mediators' guide¹¹³. These guides could include information concerning mediation in general, the role of mediators, a step-by-step guide to mediation, and practical guidelines and tools for tackling different situations that can occur during mediation.¹¹⁴

¹¹² Guide for Roma school mediators/assistants by the Council of Europe and the Directorate of School, Out-of-School and Higher Education, Division of Educational Policies and European Dimension: http://www.coe.int/t/e/cultural_co-operation/education/roma_children/Guide_EN.PDF.

¹¹³ For inspiration see: Guide for Roma school mediators/assistants by the Council of Europe and the Directorate of School, Out-of-School and Higher Education, Division of Educational Policies and European Dimension: : http://www.coe.int/t/e/cultural_co-operation/education/roma_children/Guide_EN.PDF.

¹¹⁴ See for example: Rus, Calin & Mihaela Zatraenu: Guide for Roma school mediators/assistants. Council of Europe.

4. Implementation

1. Intercultural events

Intercultural events aim to increase contact and cohesion between migrants and members of the general public. They bring together a high number of participants and can, in only a short period of time, be successful in encouraging intercultural dialogue among citizens. Depending on the issue to tackle, the events can take place at the local, regional or national level. However, local level events are deemed most successful.

Sometimes intercultural events are mainly folkloristic and do not really stimulate dialogue and interaction. This is why it is important that the events ensure real cultural exchange between people with different backgrounds and/or beliefs.

When implementing intercultural events it is important to carefully choose the space in which to hold the events. The choice of place can be symbolic and must depend on the context and type of event. It could for example be a public space such as the municipal hall, or an outdoor space such as a playing yard in the local neighbourhood. Furthermore, mediators are quite important when implementing cultural events since they can resolve misunderstandings and can function as project managers. Finally it is important to have in place recruitment procedures that make sure participants are invited to the event. In order to reach a wider audience, involvement of the media is necessary – be it local or national media.

2. Interreligious councils

Interreligious councils are councils where representatives of different religious communities come together for theological discussions and to set common agendas and goals. The initiative to implement a council could come from the religious communities themselves or, for example from NGOs. It is important that the interreligious dialogue in the council is free and equal and that the council decides entirely by itself. Thus, even though public authorities may play a role in funding the councils, they should not be otherwise involved.

When establishing interreligious councils, it is important to ensure that they have a well functioning structure. This can be done, for example by developing internal rules regarding decision-making processes, a code of conduct and ensuring frequency of meetings. It may also be a good idea for the council to appoint a spokesperson to represent the council publically. Furthermore, the council needs a physical space in which to meet. It may also be necessary to appoint a secretariat to service the council and take care of public relations, such as updating the homepage.

3. Mediation

In several Member States, intercultural mediation and intercultural mediators are used actively as a way to improve the access of migrants to services, both in general (e.g. services such as health care) and specifically to services related to integration activities. It is important to ensure that there is capacity within the staff to mediate in intercultural conflicts on a daily basis in order to prevent serious conflicts and misunderstandings. But it is also important to have specially-trained mediators that can interfere in critical incidents and who can make statements to the media at the time of critical incidents.

Intercultural mediators are specially-trained to function as a link between the migrant and the general public, e.g. staff in public services. They are usually migrants, but they may just as well be individuals from the general public.

The mediation process is based on the principle that people with different backgrounds may have different needs, exhibit cultural differences and see things differently. Such a principle provides scope for clearly identifying problematic issues, breaking down communication barriers, exploring possible solutions and, should the parties decide on such a course of action, arriving at a solution

satisfactory to both parties.

During the mediation process, the mediator's role could be to:

- establish a relationship of trust and open communication with the parties' representatives;
- ascertain the situation in order to understand their respective viewpoints and the basis for their opinions, feelings, attitudes and actions;
- establish contact between the parties by ensuring effective communication.¹¹⁵

Working as a mediator is not only a sign of an individual's active participation in a society, it also enables other migrants to participate more actively, as the mediation can lower the threshold for migrants to engage in different aspects of the society, and can increase the understanding among migrants of the society they are living in. Mediation in this respect can become a stepping stone into society for some migrants.

When implementing the measure it is important to create a network of mediators and to establish online access to the network. Furthermore it is important to train mediators and staff and to boost awareness about the existence of mediation and/or mediators through the use of campaigns and the media. Finally, it is important to develop a monitoring and evaluation system in order to measure the impact, for instance an online feedback system ensuring feedback from participants (cf. below).

5. Target groups and stakeholders

Intercultural events

Target groups

The primary target groups for intercultural events consist of the migrant population, in particular newcomers and young people as well as local service providers (e.g. teachers) and members of the majority population. Cultural exchange between these groups and service providers/members of the majority population is particularly important in order to ensure migrants' active participation and integration in society.

The choice of target groups depends on the context. The target groups for intercultural events depend on the topic of the event. For instance the main target groups for an intercultural event focusing on education will be young people from migrant groups, as well as teachers, whereas the celebration of a certain religion, such as the Chinese New Year, will involve both members of the Chinese community as well as the majority population.

Stakeholders

The primary stakeholders for intercultural events are migrant associations and NGOs who are usually the initiators and organisers of the events. Furthermore, local authorities are important since they often provide the funding of these activities. Finally, the media is an important stakeholder for spreading information about the events.

Interreligious councils

Target groups

The primary target groups for interreligious councils are the relevant confessions in the Member State – registered as well as unregistered (represented by their religious leaders). Which

¹¹⁵ Guide for Roma school mediators/assistants by the Council of Europe and the Directorate of School, Out-of-School and Higher Education, Division of Educational Policies and European Dimension: http://www.coe.int/t/e/cultural_co-operation/education/roma_children/Guide_EN.PDF.

confessions should be represented depends on the Member State and the size of the confession. It is easier to have representation of unorganized confessions at the local level.

Stakeholders

The primary stakeholders for interreligious councils are the public authorities at the local, regional and central level, corresponding to the level of the council. Furthermore, since NGOs have a role to play in establishing and strengthening interreligious councils, it is important that they are given the opportunity to provide them support where they are operating. Providing information to the general public about the existence and activities of the councils is also important, and finally the media is an important stakeholder for spreading information about the councils.

Mediation

Target groups

The primary target groups for mediation are on the one hand migrants, and on the other hand public service providers. Migrants and service providers in schools and in the health system are particularly important, since these service areas are often the location at which first encounters between the migrants and the receiving society occur. Social centers, local authorities and work places may also be important target groups.

Stakeholders

The primary stakeholders for mediation are the public authorities providing funding, as well as leaders of migrant organisations, because they can be helpful in identifying people who are able to be mediators. Finally, the media is an important stakeholder for spreading information about mediation.

6. Costs

Intercultural events

When implementing intercultural events the following types of costs can be expected:

- Organisational costs (meeting places, staff)
- Costs for advertisements and marketing
- Practical costs, such as food. If good results are shown, it is generally easier to receive future funding.

Interreligious councils

When implementing interreligious councils the following types of costs can be expected:

- Infrastructural costs such as website, internet and phone access
- Secretarial costs – staffing, office spaces etc.

Funding of councils does not have to be costly and could work without public financing. Religious communities receiving council meetings in turns and/or local authorities could provide free meeting spaces e.g. the town hall. Ensuring financing for infrastructure etc. could happen through membership fees.

Mediation

When implementing mediation measures the following types of costs should be expected:

- Costs related to training and establishing a network of mediators
- Costs related to establishing and maintaining an online platform including a database with mediators and a monitoring system ensuring feedback from participants
- Costs related to mediators such as salaries, transportation and communication costs (use of phones and internet) as well as office space.

7. Follow-up possibilities

Intercultural events

Measuring the success of intercultural events may be challenging. When following up the impact of intercultural events, however, measuring the satisfaction of participants is key. This can be done, for example by having participants fill out participation forms in connection with the event and sometime after the event, and/or through a more qualitative approach.

The purpose of the event is to make change, thus the best indicator is if participants e.g. from the majority population experience a positive change in their attitude towards migrants, and vice versa. Furthermore, possible indicators include e.g. the number of participants, the amount of coverage about the event in the media.

Interreligious councils

Measuring the success of interreligious councils might also be challenging. Possible indicators include:

- Positive coverage of the councils in the media
- Fulfillment of the council's self-defined goals (e.g. number of conflicts that are tackled with help from the council)

Mediation

Measuring the success of mediation can be done by developing a monitoring and evaluation system, e.g. an online feed-back system reaching both parties involved in the mediation.

Possible indicators include:

- Number of intercultural conflicts - prior to and after mediation.
- In terms of mediation in schools: Dropout rates and grades prior to and after mediation.

8. Sources of experience

The examples concerning intercultural policies are numerous, and some evidence exists of the positive impact of these measures. Measuring the impact and success of activities such as dialogue is however challenging, and much of the evidence is based on measuring user or participant satisfaction. Some examples, where no specific evidence of the impact exists, are also presented below. These examples have been accepted due to the positive assessment of the project team and the NCPI on the potential of the measures in question. In those cases the lack of evidence is explicitly mentioned. The specific examples are presented in the discussion paper attached to this draft module.

Intercultural events (example inspired by The Netherlands – Day of Dialogue)

One way to arrange an intercultural event at city-level is to organise a 'Day of Dialogue' in connection with representatives from migrant associations and NGOs in the city. Part of the event could be the training of a large amount of dialogue facilitators (e.g. 200 facilitators to 2000 participants). These facilitators could be entrusted with creating a safe environment for the participants by teaching them how to learn from each other on central themes such as living together in a multicultural city, a sense of belonging, and identity. The conversations during the day could take place throughout the city around tables, where 6-8 people meet to discuss. There could be a number of guidelines for discussion: e.g. that everyone should be allowed to share their story, and that the other participants should be interested in the experiences, thoughts and feelings of the other participants. Furthermore, participants could be encouraged to speak using the first person "I" (rather than generalising experiences to "one" or "you"), and participants should be encouraged to treat others as they would like to be treated themselves. User-

evaluations prove the success of the day of dialogue, and the idea and method have been picked up by several other cities as well.¹¹⁶

Evidence-base: Medium evidence

Interreligious councils (example inspired by Norway - the Council for Religious and Life Stance Communities)

An example of an interreligious council is a council which includes the main religious confessions in the country and works towards goals, such as: promoting mutual understanding and respect between different religious and life stance communities through dialogue; working towards equality between various religious and life stance communities based on the United Nations covenants on Human Rights and on the European Convention on Human Rights; working on social and ethical issues from the perspectives of religions and life stances; and holding regular meetings with the government throughout the year. In this exact example the work of the council has not been evaluated, but its work has been received positively by the country, and it has been identified as an interesting example by the project team and the NCPI.¹¹⁷

Evidence-base: Low evidence; identified as relevant example by the NCPI

Mediation

There are several examples of mediation measures.

Intercultural mediation service (example inspired by Spain - Intercultural Social Mediation Service, SEMSI)

One example of a mediation measure could be the establishment of an 'Intercultural Mediation Service' programme aiming at ensuring dialogue between public/private institutions and the migrant population by detecting migrant necessities and providing migrants with useful information about social resources for their integration and participation as citizens. The programme could include the following activities: resource mediation for the migrant population and support for social services; labour mediation to solve problems between workers and employers and create awareness among businesspeople about the importance of hiring migrants; educational mediation oriented towards young migrants who have abandoned their studies; welcoming programmes for young migrants, and mediation in parks with the purpose of avoiding potential points of conflict. The number of beneficiaries of this programme is considered very high, and it has been identified as a good practice by actors working in the field of integration.¹¹⁸

Evidence-base: Low evidence; identified as relevant example by the consortium

Intercultural mediators in the health services (example inspired by Belgium - Foyer)

Another example of intercultural mediation concerns the establishment of an intercultural mediator-service in local hospitals. The intercultural mediation programme in question employs several intercultural mediators as direct employees of local hospitals. Specially-trained mediators from a migrant background accompany patients of the same migrant origin in hospitals. They translate, mediate and prevent discrimination. The service is free of charge for the patients. The programme has not been evaluated, but it is considered by the project team and the NCPI to be an interesting example of the way in which migrants can actively participate in improving the accessibility of the health care services to other migrants.¹¹⁹

Evidence-base: Low evidence; identified as relevant example by the NCPI

Mediators as central actors in the integration services (example inspired by Portugal - National Immigrant Support Centres)

Intercultural mediators can also play a role in integration services. Being migrants themselves, the mediators can play a fundamental role in bridging the state and the migrants, and reduce the distance and distrust in government services (they advise all migrants regardless of their status).

¹¹⁶ <http://www.dagvandedialoog.nl/Wat-is-de-Dag-v-d-Dialoog/>.

¹¹⁷ For more information, see the Discussion paper annexed to this document.

¹¹⁸ http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=8412.

¹¹⁹ http://www.foyer.be/?page=article&id_article=8983&id_rubrique=131&lang=en.

Mediators also guarantee cultural and linguistic proximity to each migrant accessing the public services. Mediators are not directly employed by the local authorities, but by migrant associations, which in turn receive grants from the authorities. The government considers the mediators to be one of most the important reasons behind the successful implementation of the integration services in the country.¹²⁰

Evidence-base: Strong evidence

¹²⁰ See for example:
http://www.oss.inti.acidi.gov.pt/index.php?option=com_content&view=article&id=122&Itemid=55&lang=en.

SUPPLEMENT 1 OVERVIEW OF THE EVIDENCE BASE

MODULE 1

Component	Example	Type of evidence			
		Strong	Medium	Low evidence	Not applicable
Effective introductory courses	<i>Civic integration course as an independent element of an overall introductory course, based on a common curriculum (Germany)</i>	✓			
Effective introductory courses	<i>Civic integration course incorporated into language tuition (Denmark)</i>	✓			
Evaluation and quality assessment	<i>Accreditation of service providers (EU-wide)</i>				✓
Evaluation and quality assessment	<i>Annual performance monitoring as a way to assess quality (UK)</i>				✓
Evaluation and quality assessment	<i>Compiling monitoring data as a way to assess the quality of the supply of language tuition (Belgium)</i>				✓
Evaluation and quality assessment	<i>Longitudinal evaluation as a monitoring tool (France)</i>				✓
Evaluation and quality assessment	<i>Step-by-step development of language tuition on the basis of evaluations (Germany)</i>				✓
Evaluation and quality assessment	<i>User-satisfaction as a way to assess the impact of the policy (Denmark)</i>				✓
Incentives structures	<i>"Positive" financial incentives for migrants (Sweden)</i>			✓	
Incentives structures	<i>Financial incentives for Local authorities (Denmark)</i>			✓	
Incentives structures	<i>Financial incentives for Local authorities (The Netherlands)</i>			✓	
Incentives structures	<i>Financial incentives for Service providers (Denmark)</i>	✓			
Pedagogic schemes for language tuition	<i>Pedagogic scheme using educational level as the dividing principle (Denmark)</i>	✓			

The different types of evidence are explained in introduction to this document, see section 1.3.2.

MODULE 2

Component	Example	Type of evidence			
		Strong	Medium	Low evidence	Not applicable
Ensuring equal access to public services	<i>Physical One-Stop-Shops (Portugal)</i>	✓			
Ensuring equal access to public services	<i>Ensuring equal access to public services through strategic plans in the field of integration (Spain)</i>			✓	
Ensuring equal access to public services	<i>Ensuring equal access to public services through strategic plans in the field of integration (Ireland)</i>			✓	
Ensuring equal access to public services	<i>Regional action plans for integration of immigrants (France)</i>			✓	
Ensuring equal access to public services	<i>Train the trainer approach targeting teachers and school leaders (Ireland)</i>			✓	
Ensuring equal access to public services	<i>Virtual One-Stop-Shops (Finland)</i>		✓		
Ensuring equal access to the labour market	<i>Clarifying competences and past experiences (France)</i>			✓	
Ensuring equal access to the labour market	<i>Information, guidance and training (Norway)</i>			✓	
Ensuring equal access to the labour market	<i>Equality and diversity strategies (Ireland)</i>			✓	
Ensuring equal access to the labour market	<i>Considering diversity in all activities of the organisation (Norway)</i>			✓	
Ensuring equal access to the labour market	<i>Considering diversity in all activities of the organisation (The Netherlands)</i>			✓	
Ensuring equal access to the labour market	<i>Diversity labels as a way to develop the commitment of organisations towards diversity (France etc.)</i>			✓	
Ensuring equal access to the labour market	<i>Diversity award for leadership (Denmark)</i>			✓	
Ensuring equal access to the labour market	<i>Preparing migrants for the labour market by using a 'qualification portfolio' (Sweden)</i>		✓		
Improving the public perception of migration and	<i>Mentoring by local volunteers as a way to support integration (UK)</i>	✓			

migrants					
Improving the public perception of migration and migrants	<i>Recurring reviews (UK)</i>				v
Improving the public perception of migration and migrants	<i>A diversity toolkit for media professionals as a way to avoid the negative representation of migrants in the media (EU-wide)</i>			v	
Improving the public perception of migration and migrants	<i>Lunch meetings between families as a way to increase mutual understanding (Czech Republic)</i>			v	
Improving the public perception of migration and migrants	<i>Living libraries as a way to confront stereotypes and prejudices and stimulate contact between society and the migrant population (UK; The Netherlands)</i>		v		
Preventing discrimination	<i>Preventing discrimination of migrants at the labour market by committing employers to promote anti-discrimination through legislation (Norway)</i>	v			
Preventing discrimination	<i>A handbook for security forces (Spain)</i>		v		
Preventing discrimination	<i>Preventing every-day discrimination through awareness raising campaigns (UK; The Netherlands)</i>		v		
Preventing discrimination	<i>Antidiscrimination services at the local level (The Netherlands)</i>			v	
Preventing discrimination	<i>Preventing discrimination by merging the existing acts against discrimination into a single piece of legislation (Sweden)</i>			v	
Preventing discrimination	<i>Preventing discrimination in the educational sector through intercultural educational strategy (Ireland)</i>			v	
Preventing discrimination	<i>Cultural awareness training for teachers and trainers (Europe)</i>			v	
Preventing discrimination	<i>Anti-discrimination training seminars for judges (Austria)</i>		v		

MODULE 3

Component	Example	Type of evidence			
		Strong	Medium	Low evidence	Not applicable
Civil participation	<i>Encouraging migrants to become members and active volunteers in sports clubs (Germany)</i>	V			
Civil participation	<i>Engaging migrants in mainstream organisations through the use of contact persons (Sweden)</i>	V			
Civil participation	<i>Supporting the formation, consolidation and networking capacity of migrant and refugee organisations (Spain)</i>			V	
Civil participation	<i>Leadership programme for migrant organisations (Germany)</i>		V		
Intercultural policies	<i>Mediators as central actors in the integration services (Portugal)</i>	V			
Intercultural policies	<i>Intercultural mediators in the health services (Belgium)</i>			V	
Intercultural policies	<i>Interreligious councils (Norway)</i>			V	
Intercultural policies	<i>Intercultural mediation service (Spain)</i>			V	
Intercultural policies	<i>Intercultural events (The Netherlands)</i>		V		
Political participation	<i>Raising awareness among migrants through campaigns and training (Ireland)</i>			V	
Political participation	<i>Supporting political participation through courses, research and networking (The Netherlands)</i>			V	

SUPPLEMENT 2

COMMON EUROPEAN FRAMEWORK OF REFERENCE FOR LANGUAGES: LEARNING, TEACHING, ASSESSMENT

Table 1: Common reference levels – Global scale

Proficient user	C2	Can understand with ease virtually everything heard or read. Can summarise information from different spoken and written sources, reconstructing arguments and accounts in a coherent presentation. Can express him/herself spontaneously, very fluently and precisely, differentiating finer shades of meaning even in more complex situations.
	C1	Can understand a wide range of demanding, longer texts, and recognize implicit meaning. Can express him/herself fluently and spontaneously without much obvious searching for expressions. Can use language flexibly and effectively for social, academic and professional purposes. Can produce clear, well-structured, detailed text on complex subjects, showing controlled use of organisational patterns, connectors and cohesive devices.
Independent user	B2	Can understand the main ideas of complex text on both concrete and abstract topics, including technical discussions in his/her field of specialisation. Can interact with a degree of fluency and spontaneity that makes regular interaction with native speakers quite possible without strain for either party. Can produce clear, detailed text on a wide range of subjects and explain a viewpoint on a topical issue giving the advantages and disadvantages of various options.
	B1	Can understand the main points of clear standard input on familiar matters regularly encountered in work, school, leisure, etc. Can deal with most situations likely to arise whilst travelling in an area where the language is spoken. Can produce simple connected text on topics which are familiar or of personal interest. Can describe experiences and events, dreams, hopes and ambitions and briefly give reasons and explanations for opinions and plans.
Basic user	A2	Can understand sentences and frequently used expressions related to areas of most immediate relevance (e.g. very basic personal and family information, shopping, local geography, employment). Can communicate in simple and routine tasks requiring a simple and direct exchange of information on familiar and routine matters. Can describe in simple terms aspects of his/her background, immediate environment and matters in areas of immediate need.
	A1	Can understand and use familiar everyday expressions and very basic phrases aimed at the satisfaction of needs of a concrete type. Can introduce him/herself and others and can ask and answer questions about personal details such as where he/she lives, people he/she knows and things he/she has. Can interact in a simple way provided the other person talks slowly and clearly and is prepared to help.

Source: Council of Europe: The Common European Framework of Reference for Languages, p. 24.

SUPPLEMENT 3

AN OVERVIEW OF NATIONAL CONSULTATIVE BODIES

Member State	Name of the body
Belgium	Consultative committee for foreigners Minorities Forum (Flanders)
Denmark	Council for Ethnic Minorities in Denmark
Finland	Advisory Board for Ethnic Relations (ETNO)
Germany	Framework for consultation (ex. Integration Summit, Islam Conference) Regional and Local Foreigners' Advisory Council (ex. AGAH in Hesse)
Ireland	Council on Integration (begun summer 2010) Anew Communities Partnership Forums (ex. Dublin, Cork, Limerick)
Italy	Legal framework for consultation (Legislative Decree 286/98) Adjunct Councillors to City Council (Rome)
Luxembourg	National Council for Foreigners
The Netherlands	National Dialogue Structure with minorities
Norway	Contact Committee for Immigrants and Authorities (KIM)
Portugal	Consultative Council for Immigrant Affairs
Spain	Forum for the Social Integration of Immigrants

Source: Huddleston, Thomas: Consulting immigrants to improve national policies. European Economic and Social Committee, 2010.

SUPPLEMENT 4 AN OVERVIEW OF VOTING RIGHTS

The Migration Policy Index¹²¹ categorises the electoral rights of migrants as follows:

4.1 ELECTORAL RIGHTS	Yes (Y)	Partly (P)	No (N)
Right to vote in national elections	<i>Equal rights as nationals after certain period of residence</i>	<i>Reciprocity or other special conditions for certain nationalities</i>	<i>No right</i>
Right to vote in regional elections (blank if not applicable)	<i>Equal rights as nationals or requirement of less than or equal to five years of residence</i>	<i>Requirement of more than five years of residence, reciprocity, other special conditions or special registration procedure or only in certain regions</i>	<i>No right</i>
Right to vote in local elections	<i>Equal rights as EU-nationals or requirement of less than or equal to five years of residence</i>	<i>Requirement of more than five years of residence, reciprocity, other special conditions or special registration procedure, or only in certain municipalities</i>	<i>No right</i>
Right to stand for elections at local level	<i>Unrestricted (as for EU-nationals)</i>	<i>Restricted to certain posts, reciprocity or special requirements</i>	<i>No right / other restrictions apply</i>

¹²¹ MIPEX raw data 2007 and 2010. Available at: <http://www.mipex.eu/download>.

In the table below, the different types of voting rights are indicated per Member State.

	Austria	Belgium	Bulgaria	Cyprus	Czech Republic	Denmark	Estonia	Finland	France	Germany	Greece	Hungary	Ireland	Italy	Latvia	Lithuania	Luxembourg	Malta	Norway	Poland	Portugal	Romania	Slovak republic	Slovenia	Spain	Sweden	The Netherlands	United Kingdom
Right to vote in national elections	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	P
Right to vote in regional elections	N	N	N	N	N	Y	N	N	N	N	N	P	N	N	N	N	N	N	Y	N	N	N	P	N	N	Y	N	P
Right to vote in local elections	N	P	N	N	N	Y	P	Y	N	N	P	P	Y	N	N	P	Y	N	Y	N	P	N	P	P	P	Y	Y	P
Right to stand for elections at local level	N	N	N	N	N	Y	N	Y	N	N	P	N	Y	N	N	P	N	N	Y	N	P	N	P	N	P	Y	Y	P

