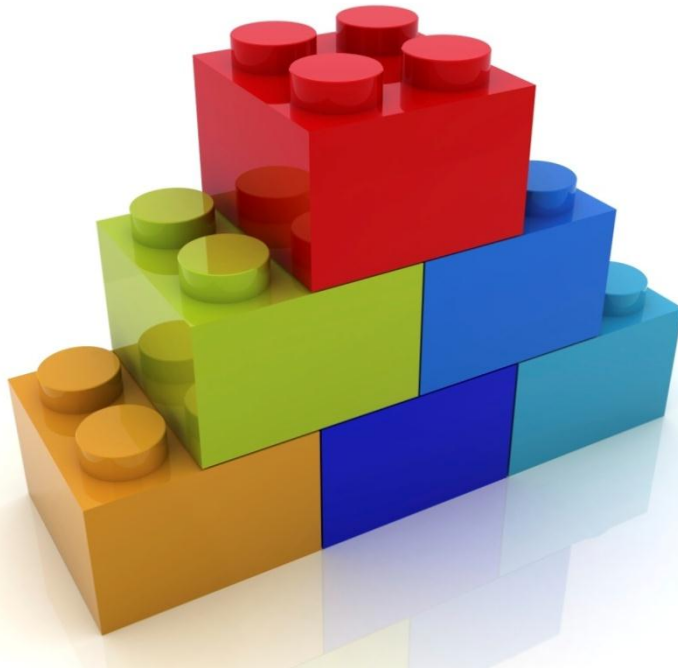


European Commission, DG HOME

Final report, February 2014

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
EWSI	European Website on Integration
ICT	Information and Communication Technologies
ILTA	International Language Testing Association
NCPI	National Contact Points for Integration
NGO	Non-governmental organisations
SFI	Svenska 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

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 invited 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;⁴ and
- 3) The active participation of immigrants in all aspects of collective life.

The report *European Modules on Migrant Integration* was prepared by Ramboll Management Consulting and Ecorys on behalf of the European Commission, DG Home Affairs in 2010-2011 in close collaboration with the National Contact Points for Integration (NCPI) and updated and revised by researcher Judith Roosblad from the University of Amsterdam in 2013-2014.

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”⁵ and an “identification of joint practices”⁶.

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 practitioners** aim at structuring the exchange of best practice between Member States in the field of integration⁷.

Modules are 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 modules is thus to go a step further than the Handbooks and 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 areas.

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 In the course of the development of the modules, it was agreed to change the title of the second module to “A strong commitment by the receiving society”, which is used throughout this document.

⁵ Council document 10267/07, 12-13 June 2007, p. 26.

⁶ Stockholm Programme, chapter 6.1.5.

⁷ The handbooks were published in 2004-2010.

How to use the modules?

The aim of the modules is to provide an agreed reference framework and to help increase the quality of policies and practices in the Member States. The draft modules build on the best existing evidence of what works, and what does not, in meeting the main integration challenges. 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. The modules serve as a tool-box which offers different sets of solutions, specific approaches, recommendations and possible strategies to meet the requirements of Member States. The modules are not binding and do not intend to stifle or harmonise the measures that are already taken by the Member States. They must be used in full respect of EU legislation. The modules are flexible and adaptable to different national and local contexts and governmental structures and can be applied at the national, regional and local level.⁸ They contain a number of components that can be used independently from each other, but can also be combined in order to ensure cohesive integration policies and more effective integration results.

Who is this document directed at?

The European modules are primarily 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 and used in different local and regional contexts, since local and regional authorities play an important role in the development and implementation of integration policies across Europe, regardless of how Member States divide integration policy responsibilities across the various levels of governance.⁹

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, if Member States consider it relevant and necessary within their own national context and while respecting the EU legal framework concerning such other groups.

The European modules in a greater context

The development of the modules is important in the light of the **Europe 2020 strategy**. Integration of legal migrants plays a key 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.¹⁰ It is generally agreed that migrants support the European labour markets by filling gaps and by contributing to addressing the demographic challenges that the EU faces. Integration policies, including the European modules, should at no point in time become measures for reducing immigration.

In the summer of 2011, the European Commission presented a **European Agenda for Integration**, which promotes the development of European Modules for Migrant Integration as a new flexible tool to support the integration process.¹¹

The three modules are - as mentioned above - closely linked with the Common Basic Principles for Immigrant Integration (CBP).¹² 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),

⁸ 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.

⁹ See Cities for Active Inclusion, <http://www.eurocities-nlao.eu/>

¹⁰ http://ec.europa.eu/europe2020/index_en.htm.

¹¹ http://ec.europa.eu/dgs/home-affairs/news/intro/docs/110720/1_en_act_part1_v10.pdf

¹² For more information on the Common Basic Principles see: http://ec.europa.eu/ewsi/en/EU_actions_integration.cfm

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.

Method

The development of the modules has been based on the overall goal of extracting prominent practices, policies and legislation which have been proved to work in the field of integration, covering the three themes of the modules, and reformulating them into structured, non-binding guidelines. Ideally, the good practices identified in the 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).

Data collection and analysis

Each module has been developed in close cooperation with the NCPI and relevant experts based on the following approach:

- 1) Identify key challenges across the EU within the three themes;
- 2) Identify good practices across the EU that address the challenges. The desk research that was carried out to identify good practices encompassed, among others, a review of relevant literature, the European Web Site on Integration, the Handbooks on Integration, and the work conducted by the Council of Europe;
- 3) Develop the components of the module during three expert seminars organised in Riga (October 2010), Vienna (February 2011) and Brussels (April 2011).

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.

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, but that are not evaluated by an external actor. There is 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.

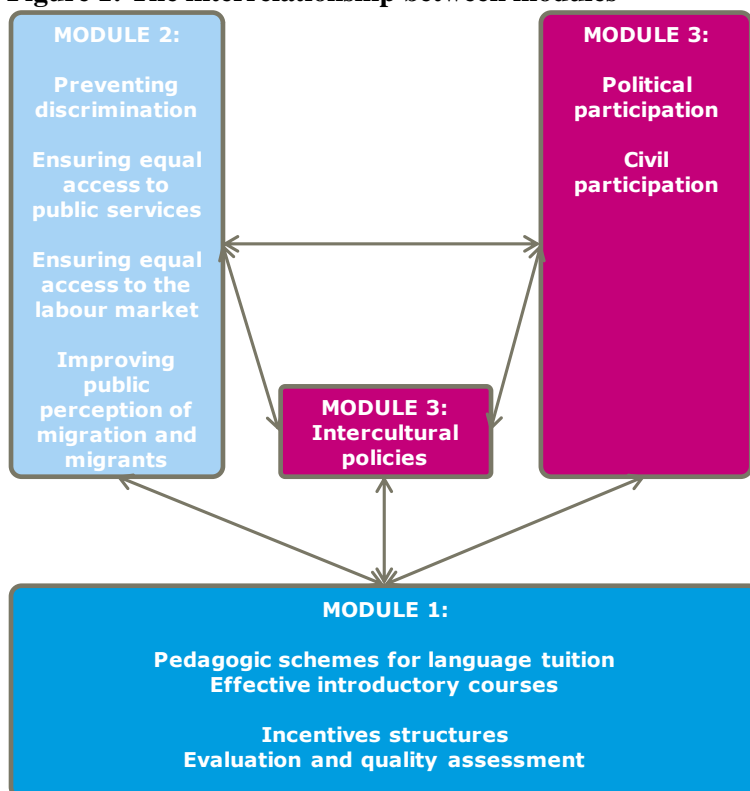
Where possible, examples representing the first two categories have been used, i.e. strong evidence and medium evidence. That being said, the modules aim to illustrate examples responding to all challenges, even where the evidence is non-existent.

More recent examples have been added in the review of the modules in 2013-2014. These examples are all evaluated and identified as ‘good practice’ by an external actor.

The three modules

As indicated in the figure below, all three 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.

1. Module 1: introductory and language courses

Introduction: The overall aim of module 1

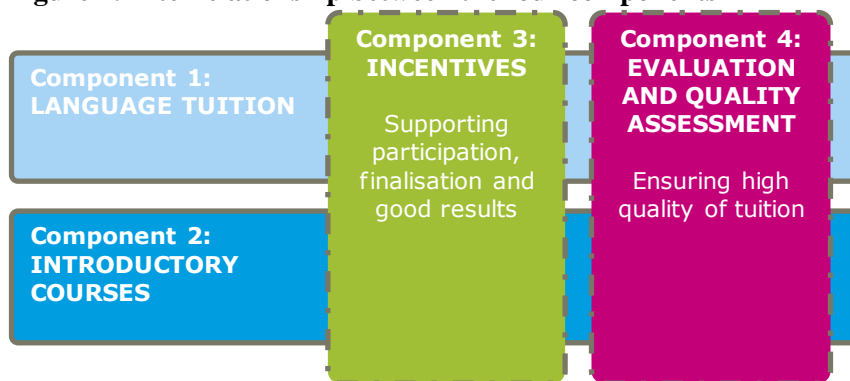
The module on introductory and language courses, aims to present solutions to the challenges that Member States experience when organising introductory and language courses targeting newly arrived third-country nationals. It is composed of four module-components that have each been pointed out by Member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

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.¹³ While they are represented as two separate services in this 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 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.

¹³ Whether these services are offered for free, or against a payment, differs from one Member State to another.

1.1 Component 1: Pedagogic schemes for language tuition

1.1.1. Why pedagogic schemes for language tuition?

The acquisition of language skills has positive long-term benefits both for migrants and for the receiving society. Enhanced language skills could help increasing migrants' autonomy and independence. They may also lead to increased social cohesion and to improved job opportunities. In addition, second language competence by parents could lead to enhanced educational opportunities for 'second generation' migrants. Hence, there is a strong case for the development of a formalised language system and framework for legally resident migrants.

The purpose of this component is to lay the foundation for a pedagogic scheme for language tuition that meets the different linguistic and educational starting points and needs of the individual immigrants.

1.1.2. How to develop schemes for language tuition?

In order to develop a formalised language system that guarantees high quality tuition, some core measures should be carried out:

- **Sort migrants by competency level:** 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. On the other hand, 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.
- **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.
- **Use CEFR:** Language proficiency levels should preferably refer to the Common European Framework of Reference for Languages (CEFR),¹⁴ because this reference is widely used by the Member States. 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.
- **Customise CEFR to national context:** The CEFR should always be customised to the national context in which the migrants work and live.¹⁵ 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.

¹⁴ For more information on the Common European Framework of Reference for Languages see: http://www.coe.int/t/dg4/linguistic/cadre1_en.asp

¹⁵ 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 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.

- **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.¹⁶
- **Adapt number of hours to meet migrants' needs:** 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.
- **Flexibility in organising courses:** Language tuition must be organised in a flexible way with respect to *time, location and content*, that enables migrants to take up other duties such as work, education or employment training. In this respect it can be considered to place language tuition during hours that do not interfere with migrants' work hours, to locate the courses in areas that are easy to access for migrants, and to adapt the content of language tuition to the needs of migrants (e.g. work related vocabulary).¹⁷ 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 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.¹⁸

1.1.3 Who are the target groups and who are the stakeholders?

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 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.

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.

¹⁶ 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.

¹⁷ 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.

¹⁸ 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.

1.1.4 What are the preconditions and costs?

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.

- 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 preferably¹⁹); guidelines for assessing a person's learning capacity and language proficiency.
- 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.
- A further precondition is that teachers must have specific skills and various pedagogical techniques in 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.
- 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.
- In order to **measure the success of language tuition**, diverse indicators of success should be adopted. In this context, the CEFR provides valuable and formal indicators that can be used in for an assessment of migrants' learning progress over time. Instruments such as portfolios of achievement, self-assessment of language ability and confidence in using language, and achievement of personal learning goals can be considered as informal indicators of the success of language tuition. Furthermore, it is important to put in place effective mechanisms for obtaining learner feedback, as this will provide useful information for developing and improving programmes.
- **Costs:** When faced with the challenge of ensuring continuous financing for language courses, some measures can be taken into account to reduce the costs. For example, the efficiency of courses can be improved 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. Also, mainstreaming language education in such a way that it is included in the general education system could help reducing the costs of facilities (renting classes etc.). However, it must be kept in mind that the overall goal should be to facilitate integration and not to restrict immigration.

Sources of experiences

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:

¹⁹ 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.

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.²⁰

Evidence-base: Strong evidence

²⁰ 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): Nydanskere 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.

1.2 Component 2: Effective introductory courses

1.2.1 Why introductory courses?

Civic orientation or civic integration courses (generally referred to as introductory courses) are necessary and relevant for the integration of third-country nationals. The courses can 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. However, introductory courses 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 aim of this component is to support the Member States in developing introductory courses that are effective in introducing the immigrants to, the rights, obligations, opportunities and values of the receiving society. The purpose is to outline the key elements that contribute to effective introductory courses. The component provides guidance on the curriculum (what to include in the teaching) and suggestions on an organisational level: I.e. Are introductory courses most effective before arrival, (immediately) after the arrival, or some time after the arrival to the new home country? What is a suitable length? Should introductory courses be taught separately, or as a part of language tuition? In what language should the course be taught?

1.2.2 How to develop introductory courses?

1.2.2.a How to structure the courses?

Several Member States offer civic integration courses to newly arrived immigrants. Three main ways of structuring the courses can be identified:

- Civic integration course as an independent element of the integration process
- Civic integration course as a part of language tuition
- No civic integration courses exist, but it is nevertheless mandatory to pass a test measuring the immigrants' knowledge of the receiving society

The evidence does not point to any of these main ways being more effective than another. There is also 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.

1.2.2.b What to include in the curriculum?

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:

- Basic knowledge about everyday life (using public transportation, going to the bank, going shopping)
- Knowledge about the systems and structures in the Member State (labour market, education possibilities)
- Knowledge about the culture and history of the Member State
- Knowledge about the values of the receiving society and of the European Union (democracy, equal rights, freedom of expression)

1.2.2.c How and when to organise the courses?

Introductory courses should have a limited duration. 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. The courses should always be taught in a language that participating migrants understand. This could be the mother tongue of the migrants, another language well understood 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.

1.2.3 Who to target and who are the stakeholders?

Introductory courses should be targeted at all migrants in need of support in order to integrate. 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 in 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.

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.

1.2.4 What are the preconditions?

Applying these recommendations successfully has to be accompanied by several conditions that have to be taken into account:

- 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.
- The existence of an overall curriculum is important to ensure common standards, methods and outcomes, especially in case of testing and outcome. 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.
- Teachers must have specific skills and various pedagogical techniques in tuition to adult migrants (similar to component 1).
- *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.
- *Costs:* 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.
- *Pitfall:* 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.
- *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.

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.²¹

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

²¹ 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.

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.²²

Evidence-base: Strong evidence

²² 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.

1.3 Component 3: Incentives structures

1.3.1 Why incentives structures?

The aim of the component is to present Member States with a set of incentives that can be used at the different stakeholder levels in order to ensure and stimulate migrants' learning progress over time and to avoid drop-outs. 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. Also, it can be difficult 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 particularly challenging 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.

The component presents ways in which Member State authorities, such as regions or municipalities can be encouraged to ensure and stimulate immigrants' learning progress over time regarding both introductory and language courses. Moreover, the component lays down proposals on ways to use incentives towards service providers such as language schools, in order to ensure their continued engagement to provide efficient language tuition.

1.3.2 How to implement incentive structures?

Several Member States apply incentives in order to ensure immigrants' learning progress over time. Incentives structures are primarily targeted at different stakeholder levels: *migrants, local authorities, course providers, NGO's and migrant associations*. Some use incentives at all or several stakeholder levels, some only at the immigrant level. Several types of incentives are applied: negative and positive financial incentives as well as non-pecuniary incentives (i.e. permanent residence permit conditioned upon passing a language tuition exam, and integration contracts aimed at local authorities and immigrants). Incentives can be targeted at the following levels:

Migrants: The participation of migrants in courses can be supported 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;
- Granting certificates after passing a course.

Some Member States also legally oblige certain migrant groups to attend courses by making their participation mandatory for migrants receiving social benefits or by establishing circumstances, where language skills and societal knowledge are a prerequisite for long term residence or naturalization.²³

²³ For further information see for example: Guild, E., K. Groenendijk & S. Carrera (eds) 2009, *Illiberal Liberal States: Immigration Citizenship and Integration in the EU*. Farnham: Ashgate; or the PROSINT-project (Promoting Sustainable Policies for Integration) (2012): <http://research.icmpd.org/1428.html>

Although these measures need not to be identified as incentives, they surely shall have an impact towards the attendance in the tuition.

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). 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 and 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.

1.3.3 What are the preconditions?

When implementing incentives structures for migrants, a number of preconditions have to be taken into account:

1. *Use a common framework:* Although courses may not be provided in an entirely centralised way, it is important to have a common framework and a number of transparent and clear criteria for measuring success in place. Incentives based on fines, grants or reimbursement systems, etc. require objective and clear criteria for how these fines, grants and reimbursements should be dealt with.
2. *Strike a balance:* 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.
3. *Involve administrative personnel:* 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.
4. *Ensure high quality courses:* To motivate migrants to participate in courses it is vital 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).
5. *Collaborate with NGO's:* A precondition to ensure that NGOs and migrant associations collaborate with course providers in order to stimulate migrants to participate is that capacity building for NGOs and migrant associations is available and that the role and importance of NGOs is recognised.
6. *Availability of funds:* The necessary funds have to be 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, bench mark tests etc.

Sources of experience

Clustering language training with other services (inspired by Italy - Vivere in Italia-project in Lombardy)

One way of providing incentives to migrants is to cluster language tuition with other complementary services, not only as a way to facilitate access to training services but also as a way to ensure a comprehensive approach to integration. Complementary services include:

- child care services, which is useful to encourage participation of migrant women;
- employment services, such as skills assessment and recognition of credentials, job orientation, and information on safety in the workplace;
- information on (new) legislation.

Evidence-base: Strong evidence. This project has a high score on the EMILL-benchmark tool.²⁴

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.²⁵

Evidence-base: Strong evidence

²⁴ See: ISMU Foundation (2013) EMILL: A tool reading integration practices and their respective contexts. www.ismu.org/emill.

²⁵ Bekendtgørelse af lov om danskuddannelse til voksne udlændinge m.fl.

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

²⁵ 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

²⁵ Rambøll 2007: Med moduler som motor. Evaluering af implementeringen af danskuddannelsesloven.

1.4 Component 4: Evaluation and quality assessment

1.4.1 Why Evaluation and quality assessment?

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.

Evaluation and 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.²⁶ Further reasons for assessing the impact and quality of the courses include transparency, accountability 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.

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.

1.4.2 How to evaluate and assess quality?

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 tests as well as diplomas, interviews, portfolios or competence maps, such as the European Language Portfolio.²⁷ At the level of the stakeholders, methods for assessing and evaluating the quality of courses may include accreditation of service providers, user-satisfaction-assessment, monitoring of performance of service providers.

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 could be for example the national, 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.

²⁶ Rossner, Richard (2008): Quality assurance in the provision of language education and training for adult migrants – Guidelines and options. Council of Europe.

²⁷ Council of Europe: European Language Portfolio. See: http://www.coe.int/t/dg4/portfolio/default.asp?l=e&m=/main_pages/welcome.html

- 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.

1.4.3 Who are the target groups and who are the stakeholders?

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).

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).

1.4.4 What are the preconditions and costs?

Several conditions should be taken into account when implementing and conducting an evaluation:

- A political agreement stating that an evaluation is necessary;
- Clear purpose of the intervention. This means that the policy, programme or practice being evaluated has to have clear, pre-set goals;
- Sufficient funding to develop and to conduct the evaluation;
- External expertise to conduct the evaluation;
- The policy, programme or practice being evaluated has to have clear, pre-set goals.
- Conducting an evaluation should include all relevant stakeholders, e.g. those who are targeted by the initiative that is being evaluated or those who organise or implement an evaluated initiative.
- 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 achievement.
- *Pitfall:* Avoid “evaluation fatigue”: Too many evaluations can lead to aversion among stakeholders which hinders them in participating coherently and actively in the conducting procedure.
- *Pitfall:* In order to avoid “evaluation bias” it is important to consult all stakeholders when conducting the evaluation.
- Another potential *pitfall* relating to evaluation is overlooking the importance of learning from results of past evaluations, or not taking these into account when developing new courses.

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).

Sources of experience

Recording and monitoring students' success rates (example inspired by Italy – The 'Certify your Italian' database, region of Lombardy)

The project carries out free courses of Italian as a second language for immigrants, aimed to get the linguistic certification - levels A1, A2, B1, B2 CEFR. The 'certify your Italian' database records students' participation and success rates as well as monitoring how the language networks (i.e. stakeholders networks) are working. This allows comparison of over 300 courses and 6000 students who have taken language tests. The project aims to improve the linguistic competences of the recent immigrants, in order to support their successful occupational integration; it also aims to spread the certification practice in Italian as a second language, according to the CEFR standards, in order to make the certification a valuable resource in any professional career.

Evidence base: This project is identified as a good example of monitoring and evaluation in the 'Integrating Cities toolkit for Introductory and language courses' <http://www.integratingcities.eu/integrating-cities/resources/MIXITIES%20Toolkits>. For detailed information about the project see also the European Website on Integration: http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=18511

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.²⁸

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.²⁹

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.³⁰

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

²⁸ 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.

²⁹ http://www.immigration.gouv.fr/spip.php?page=dossiers_det_res&numrubrique=468&numarticle=2535.

³⁰ Rossner 2008.

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 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.³¹

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.³²

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

³¹ <http://www.qcda.gov.uk/assessment/83.aspx>.

³² <http://www.huizenvanhetnederlands.be/Default.aspx?base>.

2. Module 2: Strong commitment by the receiving society

Introduction: The overall aim of module 2

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.

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.

2.1 Component 1: Preventing discrimination

2.1.1 Why is preventing discrimination relevant?

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.³³ 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.³⁴ It is part of the work of the European Commission to monitor the transposition and ensure the enforcement of these directives.³⁵ Nevertheless, 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. This 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.

2.1.2 How to prevent discrimination?

Experiences in the Member State show that the most important measures to prevent discrimination are:

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

2.1.2.a. Applying anti-discrimination legislation

Why apply anti-discrimination legislation?

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.

How to implement antidiscrimination legislation?

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

³³ 2007 – European Year of Equal Opportunities for All – Towards a Just Society. Operational guidelines – Part II, 18 July 2006, p. 5.

³⁴ 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>.

³⁵ 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.

evolution of xenophobic and racist tendencies as a way to inform decision-makers about possible needs for further actions.

The following examples are considered particularly relevant for Member States when measuring and monitoring the impact of anti-discrimination legislation:

- To develop a national "migrant barometer" showing migrants' perception of policies, practices or concerning their relations with members of the receiving society;³⁶
- To conduct surveys that measure public perception, awareness and attitude towards migrants;
- To use indicators describing migrants' performance in different spheres of the society.

Who to address and who are the stakeholders?

Policy makers are to be considered the primary target group. 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.

What are the preconditions?

Important 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
- 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.
- Make equality impact assessments of national legislation, including issues of accessibility, and compare them to gender equality impact assessments. (Cf. below). It is also important to conduct "non-discrimination impact assessments" of all relevant legislative proposals in relevant policy areas.

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.

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

³⁶ 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.

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.³⁷

Note: When implementing legislation as 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.³⁸

Note: Under the EU anti-discrimination directives not all grounds of discrimination have the same scope of protection. This might be relevant to take into consideration when merging them as in the above example.

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

2.1.2.b. Providing information and services through equality bodies

Why equality bodies and how do they work?

As specified in the Racial Equality Directive³⁹ (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 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.⁴⁰ 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.

What are the preconditions?

It is crucial that affected migrants are aware of the existence of equality bodies and that these bodies are conveniently located. Therefore, to ensure successful implementation, it is key that knowledge of the existence and responsibilities of equality bodies is disseminated to migrants as well as a low threshold for direct access to the bodies. This may for example be done through centres providing all relevant services to migrants, also called One-Stop-Shops (see component 2). 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.

³⁷ 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.

³⁸ Discrimination Act SFS 2008:567 of 19 November 2008, <http://www.sweden.gov.se/sb/d/3926/a/118187>

³⁹ Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial, or ethnic origin

⁴⁰ 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>.

Who are the target groups and who are the 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. The work of the equality bodies can also 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.

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.

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.

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

2.1.2.c. Preventing institutional discrimination

Why is preventing institutional discrimination relevant and how to prevent it?

Institutional discrimination 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.⁴¹ 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.

Who are the target groups and who are the stakeholders?

When it comes to institutional discrimination of migrants in particular, the most important target groups are those who have a deep influence on structural and social integration processes. This counts above all for public and private sector employers, health care workers, researchers, teachers and local politicians. As these primary target groups 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

⁴¹ Based on: Mikkelsen, Flemming: *Invandring og integration*. Akademisk forlag, 2008.

Sources of experience

Note: There are many examples of how to prevent institutional 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.⁴²

Evidence-base: Medium evidence

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.⁴³

Evidence-base: Medium evidence

Cultural awareness training for teachers and trainers (example inspired by the CATT project⁴⁴)

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

2.1.2.d. Preventing discrimination by the general public

How to develop measures and what are the preconditions?

Preventing discrimination by the general public tackles the every-day discrimination, understood as discrimination by individual members of the general public. Establishing measures to prevent discrimination has to be done together with migrants. Guaranteeing a continuity of the measures, e.g. throughout recurring events is a key element of success. Prior to establishing these measures, political courage to decide on actions and to allocate the necessary resources is needed. Also, state authorities, private companies and NGOs have to take the lead in the implementation and to create broader willingness to discuss the challenges. Promoting the measures by role models such as successful people who are recognised in the wider public or particularly among the target groups could bring additional benefit too.

⁴² The evaluation of the guide: Caunedo Scarponi, P. & Á. Rivero Recuenco: Informe de evaluación externa: proyecto promoequality. Diciembre 2007.

⁴³ EWSI website: http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=4163.

⁴⁴ EWSI website: http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=16404.

Who are the target groups and who are the 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. With regard to migrants, research identifies women living in rural areas, older people, as well as people with lower income or lower education as a possible target group because they tend to be less open to migrants and migration. National distinctions may however exist and should be taken into account.

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;⁴⁵
- **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.⁴⁶

Sources of experience

Fighting Fiction with Facts (inspired by Spain – The Barcelona anti-rumours campaign)

The campaign is designed by the City of Barcelona. The main goal is to combat negative and unfounded rumours that have an adverse effect on living in a diverse society, based on working in conjunction with various social actors and organizations and introducing the figure of an "Anti-rumor Agent". The project has been widely acclaimed as a best practices in different parts of the world as it is a simple, effective way to build a more cohesive society between the local and the immigrant population in Barcelona.

Evidence base: This project is identified as a good practice in Cities of Migration (2012).⁴⁷ For further information see also the European website on Integration:
http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=28379.

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.⁴⁸

Evidence-base: Medium evidence

⁴⁵ European Commission: Discrimination in the EU 2009. Special Eurobarometer 317, November 2009.
http://ec.europa.eu/public_opinion/archives/ebs/ebs_317_en.pdf.

⁴⁶ This has been done for example in Spain through the project Awareness-Raising Plans: Success Stories on a Local Level – ESCI III.

⁴⁷ Cities of nMigration (2012) Good ideas from successful cities: Municipal leadership on immigrant integration. The Maytree Foundation. <http://citiesofmigration.ca/publications/>

⁴⁸ 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>.

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

2.2 Component 2: Ensuring equal access to public services

2.2.1 Why promoting equal access to public services?

Ensuring equal access to public services is an important way in which the receiving society can show strong commitment towards the integration of third-country nationals. 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. 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.

The Common Basic Principles state that Member States must: a) 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); and b) 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".⁴⁹

This component is directly linked to the component on preventing discrimination. It aims on ensuring equal access to public services and delivers best practice experiences on how to mainstream equal opportunities for migrants into legislation, policy and practice.

2.2.2 How to ensure equal access to public services?

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:

- a. how to organise **intercultural and sector-specific trainings for employees**, and prepare action plans on integration to ensure that public services are culturally sensitive and can take into account migrants' specific needs;
- b. how to **mainstream equal opportunities** for migrants into legislation, policy and practice;
- c. how to customise **services targeting migrants** by providing information and services through One-Stop-Shops and introducing cultural mediators.

2.2.2.a. Intercultural and sector-specific trainings for employees

Why and how to implement intercultural and sector-specific trainings for employees?

Intercultural and sector-specific trainings for employees provide individualised quality service in the public sector and ensure that employees are culturally sensitive and have skills to serve a diverse population. 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"). The implementation of training for employees usually takes place as part of the basic training of professionals/new employees and as part of the employees' continuous professional development. Experts emphasise that training is not a one-off measure. In order to ensure success, there should be a continuous **follow-up and evaluation** of the skills and needs for future trainings.

⁴⁹ Council Directive 2000/43/EC of 29 June 2000, Art. 3(h)

Who are the target groups and who are the stakeholders?

When organising sector-specific trainings for employees the trainings should be primarily directed at people who work directly with migrants or people providing public services. Trainings need to be tailored, as the needs may differ from organisation to organisation. These could be training institutions - because they are essential in including relevant training in their own curricula; migrant organisations and other NGOs as well as professional associations – because they can act as experts and trainers.

What are the preconditions?

In order to implement trainings, some basic conditions must be fulfilled. Firstly, the requisitions of both the stakeholders and the migrants must be identified. Further on, the affected organisation must be fully involved through discussions and negotiations regarding the measure. This leads also to a necessary commitment from the management and to the promotion of the training programme. With respect to the resulting *costs* it might be necessary to make managers realise that training is an investment and not just a cost. Though, one should consider costs through the development or delivery of training and also through funds for embedding and mainstreaming them. In order to minimise costs a “train the trainer” approach can be applied.

When implementing the measure the following *pitfalls* should be taken into account:

- Resistance from organisations due to shortage of staff and budget cuts;
- That the training provided is too generic and not focused on the local circumstances;
- That training is disjointed from the real day-to-day work.

Sources of experience

Improving ethnocultural competence of hospital staff by training: experience inspired by the European 'Migrant-friendly Hospitals' project

In this project cultural competence training was provided for all types of hospital staff. The training had a positive impact on staff perceptions of their knowledge, skills and comfort levels concerning cultural diversity issues. The training was also considered to be cost-effective with regard to external costs, and sustainable in that it was accepted as part of continuous professional development in hospitals. Investing in cultural competence training also reduced the tensions and difficulties experienced in encounters between staff and a diverse patient population. Experiences indicate that it is advisable to distinguish two aspects of cultural competence training: on the one hand cultural competence training as a short, generic, basic workshop, and on the other hand the systematic inclusion of cultural competence aspects into the regular quality management routines on the level of hospital departments.

Evidence base: This project was evaluated by an external actor (see evaluation report Migrant-friendly hospitals).⁵⁰

2.2.2.b. Mainstreamed public services: preparing action plans on integration

Why and how to develop mainstreamed public services?

The equal access of migrants to public services is a cornerstone where the receiving society wants to show a strong commitment to integration. When it comes to the improvement of 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. This can be done through mainstreaming:

- **Legislation:** in Spain for instance, the Spanish Organic Law 4/2000 includes an article 2Ter, which specifies that the public authorities have the responsibility to promote the full integration of immigrants into the Spanish society within a framework of peaceful coexistence of diverse identities and cultures with no further limit than of respect for the Constitution and the law.
- **Strategic plans:** 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

⁵⁰ Karl Krajic & Christa Straßmayr (2004) Migrant-friendly hospitals. Subproject C: Staff training towards cultural competence. Evaluation report. http://ec.europa.eu/health/archive/ph_projects/2002/promotion/fp_promotion_2002_annex6_14_en.pdf. For further information about the project see: <http://www.mfh-eu.net/public/home.htm>

consideration in all public areas such as education, employment, housing, social services, health, etc..⁵¹ Strategic plans could provide a comprehensive framework through which the needs of people from diverse ethnic and cultural backgrounds can effectively be 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 service providers themselves.

- **Integration policies:** An additional condition is to have a mainstreaming policy that fully bears the action plans. Since negative public perception might make implementation more difficult, it could also be important that public authorities communicate and explain the necessity of having specific measures. It is specifically crucial to target public service employees, since they are responsible for implementing the action plans and migrants, since they are the beneficiaries.

Who are the target groups and who are the stakeholders?

When developing action plans on integration the primary target groups are public service employees, since they are responsible for implementing the action plans; and 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 and migrant associations.

What are the preconditions?

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. 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 jointly decided upon and implemented, it is easier to ensure support for continued financing as well.⁵²

It should be noted that it is important to have a clear link between the action plans and subsequent budget allocations. 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. 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 websites that are easy to access and understand and/or information meetings targeted at specific groups of (migrant) users.

Costs may involve: administrative costs in planning; costs related to implementing the measures listed in the action plans. It should be noted that it is possible to cut costs through an action plan, e.g. administrative costs when mainstreaming certain services.

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

⁵¹ 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.

⁵² 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.

performance criteria. Also, once implemented, satisfaction questionnaires, surveys for public sector employees and migrants must be conducted.

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.⁵³ 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:

- 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;
- 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.⁵⁴

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.

⁵³ 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.

⁵⁴ 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>.

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.⁵⁵

2.2.2.c. Customised services: Providing information and services through One-Stop-Shops

Why and how to develop One-Stop-Shops?

Providing information and services through One-Stop-Shops is another measure to ensure anti-discrimination. 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 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. In order to ensure successful implementation, it is important that One-Stop-Shops:

- **are accessible to migrants:** they must be conveniently located, and knowledge of their existence must be thoroughly distributed to migrants;
- **have partnership with relevant (local) authorities and organisations:** ensure that relevant ministries and regional and local authorities are involved and agree with the partnership, and that civil society actors are taking part;
- **hire intercultural mediators** who can help both the civil servants and migrants to communicate effectively with each other;
- **carry out evaluations:** One-Stop-Shops should carry out continuous evaluation of all services and continuous improvement of services.

Who are the target groups and who are the 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. 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.

What are the pitfalls?

One pitfall to take into account when implementing One-Stop-Shops may be - as they only target migrants - that they can feed the misconception that migrants get better services than other citizens. Another potential risk is 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

⁵⁵ Concerning the guidelines on how to establish a regional action plan, see: <http://i.ville.gouv.fr/reference/6191>.

sufficiently accustomed to providing services to 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.

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.

Sources of experience

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 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.⁵⁶

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 importance 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.⁵⁷

Evidence-base: Medium evidence

⁵⁶ 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.

⁵⁷ See for example <http://www.infopankki.fi/> and <http://www.nyinorge.no/en/New-in-Norway/>.

2.3 Component 3: Ensuring equal access to the labour market

2.3.1 Why promoting equal access to the labour market?

Employment is 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, receiving societies should recognise the value of having a diverse labour market, and employers within the public and the private sector should be encouraged and supported in granting 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.

2.3.2 How to promote equal access to the labour market?

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

- a. **Societal level:** Ensuring the society's commitment to a diverse labour market through measures valuing diversity;
- b. **Workplace level:** Embedding diversity in the workplace through the inclusion of diversity in all activities of the organisation, starting from recruitment;
- c. **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.

2.3.2.a. Societal level: ensuring commitment of society

Why is promoting commitment of society relevant?

In order to ensure society's commitment to a diverse labour market it is vital that government and public administration show strong engagement. 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 small and medium enterprises (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.⁵⁸ This is why activities showing the value of diversity are essential for supporting equality of access in the labour market.

How to promote commitment of society?

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. Whereas legislation is a strong instrument and can enable the government to enforce the proposed measures, voluntary measures should also be considered, such as diversity charters, diversity labels, diversity awards and information, guidance and training.

A **diversity charter** is a declaration that organisations can sign as a way to promote their diversity profile. When seeking to develop a diversity charter, the main precondition is an agreement between

⁵⁸ European Commission: Diversity at work: A guide for SMEs. European Communities, 2009.

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. Any organisation wanting to do so may sign a diversity charter, but it is relevant to request the signing organisations to publish a periodical assessment including indicators of a declaratory nature. Once a charter has been developed, continuous actions are needed to raise the awareness about the existence of the charter. 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.

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.

A diversity label aims to promote diversity and to prevent discrimination in the field of recruitment. The label aims to implement an effective equal treatment in terms of 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 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).

The criteria for awarding the label should take into account the different types of organisations that may apply, 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 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. 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.

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.

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.

Information, guidance and training by the public administration: 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.

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.

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.⁵⁹

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.⁶⁰

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
- 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.

⁵⁹ <http://www.afnor.org/certification/lbh004>.

⁶⁰ <http://www.miaaward.info/>.

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

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

2.3.2.b. Workplace level: Embedding diversity in the workplace

Why promoting diversity in the workplace?

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 reinforcing diversity occur 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.⁶¹ The purpose of this section is to provide examples on how diversity can be embedded in the workplace. Activities in this regard include the following: recruitment of a diverse workforce; work processes and introduction of newly recruited personnel; career development and retention of the recruited persons; values and company culture; HR policy and cooperation.

How to develop measures to promote diversity in the workplace?

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. Organisations can 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. Establishing diversity in the workplace can also be done through very practical steps, such as internships, family days or an intercultural and language training to employees.

Furthermore, key activities for achieving a more diverse workforce are the following:

In terms of **recruitment**, the main activities to be undertaken could include the creation and adaptation of *job descriptions*. Thus, it is important to set criteria for employment that are relevant and match with the needs of the position in question. Besides, *job advertisements* can play a role 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. *Training* should be provided to all the persons involved in the recruitment process. This 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. It can 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 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

⁶¹ European Commission: Diversity at work: A guide for SMEs. European Communities, 2009.

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

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.

Who are the target groups and who are the stakeholders?

Measures to embed diversity in the workplace should be targeted at all employees, including direction, management, HR and employees on the work floor. However, 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 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.

What are the preconditions?

Important preconditions for successful implementation are:

- **have the necessary structures and measures in place:** 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;
- **public authorities should send a strong message:** 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;
- **support of the entire organisation:** It is essential that the entire organisation, from direction and management to those on the work floor, are on board 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;
- **assessment of the current state of the organisation:** 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.

There are several ways **of following up** on how well diversity has been embedded in an organisation, such as 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.

Many of the mentioned 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.

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.⁶²

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.⁶³

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

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.⁶⁴

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

⁶² Presentation of TNT Post at a seminar organised by the International Organization for Migration on 16 June 2010.

⁶³ Presentation of Oslo University Hospital at a seminar organised by the International Organization for Migration on 16 June 2010.

⁶⁴ Presentation of Dublin Bus at a seminar organised by the Integrational Organization for Migration on 16 June 2010.

2.3.2.c. Recognition of credentials and assessment of formal and informal skills

Why recognition of formal and informal skills?

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.⁶⁵

How to develop a structure for skills assessment and recognition of credentials?

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 acknowledgement 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.

The **practical 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.

Who are the target groups and who are the 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. 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.

Depending on the administrative structure in the Member State, the administration equivalent to employment offices should be the main stakeholders in the development and running of a system for the acknowledgement of proficiencies. It is furthermore necessary to ensure the active participation and support of employers and employee organisations in the development of the structure.

⁶⁵ 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.

What are the preconditions?

The **main costs** for recognition of credentials and assessment of formal and informal skills 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.

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.

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 an 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.⁶⁶

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.⁶⁷

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

Introducing new legislation to facilitate recognition of foreign qualifications (example inspired by Germany)

Member States can facilitate recognition of foreign qualifications by introducing new legislation and promoting information about occupations for which recognition of foreign vocational and professional qualifications is needed.⁶⁸ With the Recognition Act introduced in Germany in 2012, the procedures and criteria are regulated for the assessment of the equivalence of foreign professional or vocational qualifications vis-à-vis the respective German reference occupation. The Recognition Act comprises several laws or amendments to existing laws (such as the Crafts and Trades Regulation Code, the Federal Medical Code and the Nursing Act) and relates to

⁶⁶ <http://www.malmo.se/Medborgare/Forskola--utbildning/Utbildning-for-vuxna/Vagledningscentrum---hitta-ratt-utbildning.html>.

⁶⁷ See for example: <http://vosdroits.service-public.fr/F17128.xhtml>.

⁶⁸ The Federal Government's Recognition Act entered into force in Germany on 1st of April 2012. For more information, see http://www.anerkennung-in-deutschland.de/html/en/professional_recognition.php.

over 600 occupations governed by Federal Law. The Recognition Act does not involve the following areas, since special provisions apply:

- Recognition of occupations which are regulated at federal state level (e.g. teachers, nursery school teachers, youth social workers, engineers and architects).
- The recognition of higher education qualifications which do not lead to a regulated occupation (e.g. mathematician, chemist, economist).
- The academic recognition of studies and examinations completed abroad within the context of admission to higher education.
- The recognition of school leaving certificates.

Evidence-base: Although an evaluation report is due in 2016, the initial evidence of the use of the system is positive. For more information see <http://www.bibb.de/en/65890.htm>

2.4 Component 4: Improving the public perception of migration and migrants

2.4.1 Why is improving public perception relevant?

An important way of demonstrating strong commitment of the society towards the integration of third-country nationals is, besides preventing discrimination and ensuring equal access, influencing and improving the image that the different actors within the society have of 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 of 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.

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 is to ensure mutual respect in society and combating stereotypes and myths. This can be achieved by providing the general public with facts, information and objective descriptions of the situation in terms of migration and migrants' contributions to society as individuals, groups, professionals etc., 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. 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.

2.4.2 How to improve public perception?

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

- on the *individual level*, through measures directed at individual members of the general public not representing institutions; and
- 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.

Evidence shows that good results can be reached through three different types of measures:

- a. guidance to and training of professionals working with migrants;
- b. intercultural meetings;
- c. surveys.

a. Guidance to and training of professionals working with migrants 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.

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.⁶⁹

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

b. 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

⁶⁹ 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.

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.

Sources of experience

Intercultural meetings

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

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).⁷⁰

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.⁷¹

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.⁷²

Evidence-base: Medium evidence

⁷⁰ 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.

⁷¹ <http://www.slovo21.cz/en/index.php?id=rodiny2007>.

⁷² EWSI website: http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=7039; and Mensenbieb Website: <http://www.mensenbieb.nl>.

c. 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.

Sources of experience

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 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:

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.

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.

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.⁷³

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

⁷³ http://www.equalityhumanrights.com/uploaded_files/triennial_review/how_fair_is_britain_-_complete_report.pdf.

2.4.3 What are the preconditions?

In order to successfully implement measures aiming to improve public perception of migration and migrants several conditions need to be taken into account:

1. Coordination of resources and competences of the relevant stakeholders: 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.
2. 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.
3. Whenever possible, migrants should be involved in discussions and conceptualisation of any measures that are being developed and implemented.
4. A strong political will is needed and should be demonstrated visibly.
5. In this sensitive field of action, infrastructure and support costs are often key elements for success. 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.
6. **Pitfalls** to take into consideration when implementing these measures 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 the measures hardly reach persons with negative attitudes, only persons with already positive attitudes; 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.
7. **Costs include:** costs of setting the baseline through the analysis of the current situation concerning public perception, careful identification of exact target groups and costs for evaluation. 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.

Follow-up possibilities

All measures should be accompanied by an evaluation assessing the (long-term) effectiveness of the measure. It can also be relevant to compare measures to other similar measures in the field, in order to ensure the comparability of the results. 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.

3. Module 3: The active participation of immigrants in all aspects of collective life

Introduction: The overall aim of module 3

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.

3.1 Component 1: Political participation

3.1.1 Why promoting political participation?

Participation in political processes is indicated as one of the most important aspects of active citizenship.⁷⁴ 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. Furthermore, as stated by the European Integration Forum, the right to vote and stand in local, regional, national and European elections for all legal residents after maximum five years of legal residence is important to facilitate political participation.⁷⁵

The aim of this component is to support the Member States in finding ways to encourage and increase the political participation of immigrants.

The purpose 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.⁷⁶

3.1.2 How to promote political participation

The political participation of migrants covers several different dimensions.

- a. 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).
- b. 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.⁷⁷

3.1.2.a. Consultative bodies

Why 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 level⁷⁸ 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

⁷⁴ Ahokas, Laura: Promoting immigrants' democratic participation and integration. EPACE Theme Publication, 2010, p. 18.

⁷⁵ Statement on Participation of migrants in the democratic process – Towards inclusive citizenship. Statement adopted at the 10th meeting of the European Integration Forum on 26 and 27 November 2013.

⁷⁶ 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.

⁷⁷ On political participation, see for example <http://www.mipex.eu/political-participation>.

⁷⁸ Convention on the Participation of Foreigners in Public Life at Local Level. Strasbourg, 5.II.1992, Council of Europe European Treaty Series No. 144.

activities and responsibilities of the local authority concerned, and which foster the general integration of foreign residents into the life of the community.⁷⁹

How to implement consultative bodies?

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.⁸⁰

How to organise consultative bodies: 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:⁸¹

- 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.

What are the preconditions and pitfalls?

In case consultative bodies are established, it is important to ensure:

- **that the role of the consultative body 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;
- **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).
- **One general cost** of both voting rights and consultative bodies is the cost of raising awareness 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.

⁷⁹ 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.

⁸⁰ Gasir, Sonia & Martiniello, Marco: Local consultative bodies for foreign residents – a handbook. Council of Europe, 2004.

⁸¹ An overview of national consultative bodies can be found in Annex A.

- 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.

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.

3.1.2.b Voting rights

Why grant 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.

How to implement voting rights?

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.

Local and regional voting rights: Member States grant voting rights to migrants on the basis of such conditions as:⁸²

- 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.⁸³

Voting rights in social elections: A general framework exists at the European level for informing and consulting employees in the European Community.⁸⁴ 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; and decisions likely to lead to substantial changes in work organisation or contractual relations.⁸⁵ 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.

What are the preconditions?

When it comes to the extension of voting rights to migrants and the establishment of consultative bodies the following preconditions and pitfalls should be taken into account:

- The extension of voting rights and the implementation 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; targeted training courses on how to vote; general advertising campaigns; and public service announcements in several languages.
- 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.

Sources of experience⁸⁶

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

⁸² An overview of the different types of voting rights that Member States grant to third-country nationals can be found in Annex B.

⁸³ 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. An overview of the different types of voting rights that Member States grant to third-country nationals can be found in Annex B.

⁸⁴ 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.

⁸⁵ Ibid, Art. 4.

⁸⁶ More examples can be found in the Intercities Toolkit on Promoting cultural diversity: <http://www.eurocities.eu/integrating-cities/resources/MIXITIES%20Toolkits>

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.⁸⁷

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.⁸⁸

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

⁸⁷ <http://www.publiek-politiek.nl/Producten-en-diensten/Voor-doelgroepen/Allochtonen/Cursussen>.

⁸⁸ Cities of Migration website: <http://citiesofmigration.ca/did-you-know-you-can-vote-cities-and-democracy-at-work/>.

3.2 Component 2: Civil participation

3.2.1 Why civil participation?

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. It provides wider outreach beyond the coverage of tools for political participation. *The aim of this component is to provide the Member States with ideas on how immigrants' participation in civil society can be supported and encouraged in order to increase immigrants' participation in society as a whole.*

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 a feeling of inclusion in the receiving society among migrants. Civil participation promotes real-life face-to-face interaction between individuals and between individuals and the community. It creates a feeling of belonging through inclusion in the social network, thus fostering social cohesion. Through civil participation at the local level, migrants can express their expectations and needs, highlight their contributions, and avoid overdependence on society. Furthermore, this can positively affect the way migrants view institutions and actors in society.⁸⁹ All this can lead to mutual empowerment and greater confidence between society and migrants. It can also help migrants understand the importance of representation in local society.

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 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).

3.2.2 How to promote civil participation?

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:

- a. Capacity-building of migrants and migrant organisations;
- b. Networking between organisations;
- c. Outreach of organisations towards newly-arrived migrants;
- d. Volunteering.

3.2.2.a Capacity-building of migrants and migrant organisations

Why capacity building?

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.

⁸⁹ Lagergren, Lars & Jesper Fundberg: Integration i förening – kritiska reflektioner omkring ett projekt. Educare Nr.1, Malmö Högskola, 2009.

How to build capacity?

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

- **Information and practical training** concerning associative work and project management, 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.;
- **Training to develop the ICT-skills** of organisations;
- **Leadership training** for the persons running the organisations and for migrants with a potential to set-up organisations.

Who are the target groups and stakeholders?

Capacity building can be targeted to migrant associations and associations working for migrants in general, and migrants who have been identified as potential leaders of organisations. It is important to identify both formal and information organisations. Important stakeholders to establish capacity building are national, regional and local level authorities and civil associations. Universities and research institutes can play a role in conducting needs assessments. NGOs, companies and social actors can provide networking-expertise, sponsorships and partnerships. Furthermore, media can play a role in making the work of the migrant associations visible and philanthropic organisations as possible funding organisations.

What are the preconditions, pitfalls and costs?

In ensuring capacity building the following preconditions and pitfalls need to be taken into consideration:

- It is important to **conduct a needs assessment before developing any measures**. 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).
- It is important to **devise the activities and the approach to the needs of a particular community**, target groups and stakeholders.
- There has to be a **common understanding 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. 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
- 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 individuals with leadership and development potential.
- 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. . 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.
- **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

Follow up possibilities

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.

3.2.2.b Networking between organisations

Why networking?

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, 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.

How to develop networks?

It is important to support migrant organisations and migrants to link with each other in order to create multi-ethnic networks and offer possibilities for partnerships. 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. Networking activities can be targeted to both migrant and mainstream local level organisations. National, regional and local authorities can provide the backing for networking activities.

Who are the target groups and who are the stakeholders?

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

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

What are the preconditions, pitfalls and costs?

- 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. 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.
- The costs associated with networking activities include for example: operational costs for organising seminars and platforms where organisations can meet; possible funding for local organisations.

3.2.2.c Outreach of organisations towards newly-arrived migrants

Why is outreaching relevant?

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.

How to implement outreach measures?

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.

Who are the target groups and stakeholders?

Local level organisations, both migrant and mainstream organisations, and newly-arrived migrants are the primary target groups. The main stakeholders are: employment agencies and language training providers, to provide information about associative work and activities to newly-arrived migrants.

What are the preconditions and costs?

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.

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

Follow up possibilities

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.

3.2.2.d Volunteering

Why promote 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;
- to **participate** in society through informal education;
- to improve his/her **employability** in the labour market;
- to **take civil action** on community issues;
- to **empower** him/herself.
- Volunteering enables the receiving society to deal with increasing diversity and accommodate change.⁹⁰

How to promote volunteering?

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). Authorities should ensure access for migrants to local organisations as volunteers. All migrants can be targeted 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).

Who are the target groups and stakeholders?

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.

What are the preconditions, costs and pitfalls?

- 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.
- 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 know.⁹¹

⁹⁰ European Volunteer Centre: INVOLVE- Involvement of third-country nationals in volunteering as a means of better integration. Final project report, 2006, pp. 84-86.

- It is necessary to have 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.
- Costs: 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.

Follow up possibilities

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.

3.2.3 Overall preconditions and pitfalls for all civil participation measures

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.

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.⁹²

⁹¹ European Volunteer Centre: INVOLVE- Involvement of third-country nationals in volunteering as a means of better integration. Final project report, 2006, pp. 89-90.

⁹² 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.

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.⁹³

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.⁹⁴

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.⁹⁵

Evidence-base: Strong evidence

⁹³ For more information, see <http://programaapoyo.blogspot.com/2009/02/presentacion-del-programa.html>.

⁹⁴ See for example: <http://www.socialekonomiskane.se/projekt/integration-i-forening/> (In Swedish).

⁹⁵ 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.

3.3 Component 3: Intercultural Policies

3.3.1 Why intercultural policies?

Intercultural and religious dialogue ensures 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. Intercultural dialogue promotes the principle of tolerance and respect for cultural, religious and ethnic diversity.⁹⁶ Moreover, meaningful interaction between people with different backgrounds - be they cultural or religious - can support the breaking down of stereotypes and reduction of prejudices.⁹⁷ In the end, the added value of intercultural dialogue is harmony between people with different backgrounds and the prevention of extremism.

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”.*⁹⁸

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 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.

The aim of the component on intercultural policies is to provide Member States with ideas to promote: *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), amongst 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; dialogue between public authorities and religious communities helping authorities to develop public services that accommodate particular needs that these communities might have.

⁹⁶ Anna Triandafyllidou (2012) The Handbook on Tolerance and Cultural Diversity in the EU.

http://www.coe.int/t/dg4/cultureheritage/culture/cities/newsletter/newsletter21/HandbookToI_en.pdf

⁹⁷ 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.

⁹⁸ Platform for Intercultural Europe: The Rainbow Paper. Intercultural Dialogue: From Practice to Policy and Back. September 2008.

3.3.2 How to develop intercultural policies?

Measures to promote intercultural and religious dialogue can be aimed at ensuring intercultural encounters that are non-committal and which have a leisurely touch; or could be aimed 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:

- a. Intercultural events;
- b. Interreligious councils;
- c. Mediation.

3.3.2.a Intercultural events

Why 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. 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.

How to organise intercultural events?

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. When implementing intercultural events it is important to carefully choose the venue in which to hold the events. The choice of venue can be symbolic and must depend on the context and type of event. It could for example be a public venue 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.

Who are the target groups and stakeholders?

The primary target group may differ depending on the context and 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. 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.

What are the preconditions, costs and pitfalls?

A precondition for implementing intercultural events is to ensure sufficient funding for organisational costs such as staff, venues, advertisements and marketing. 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.

Follow up possibilities

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

3.3.2.b Interreligious councils

Why and how to implement 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.

Who are the target groups and stakeholders?

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 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. The primary stakeholders 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.

What are the preconditions?

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. A precondition for implementing interreligious councils is to ensure commitment from the government (local or national). Ensuring sufficient funding for infrastructural costs (such as for websites) and secretarial costs (such as office space, staff) is also necessary. Finally, seeing religious differences as a societal question, rather than a “migrant” question is important.

Follow up possibilities

Measuring the success of interreligious councils might also be challenging. Possible indicators include: positive coverage of the councils in the media; fulfilment of the council’s self-defined goals (e.g. number of conflicts that are tackled with help from the council).

3.3.2.c Mediation

Why and how to organise 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.⁹⁹

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).

Who are the target groups and stakeholders?

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. 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.

What are the preconditions and costs?

A precondition for the successful implementation of mediation measures is also to ensure sufficient funding, for instance for costs relating to: training and establishing a network of mediators;

⁹⁹ 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.

establishing and maintaining an online platform including a database with mediators and a monitoring system ensuring feedback from participants; organisational costs. Another precondition for successful mediation is that the mediator has both parties' confidence. If he or she is seen as favouring one party, the process cannot take its proper course and the outcome may be unsustainable or not mutually satisfactory¹⁰⁰. Finally, a precondition is to develop guidelines for the implementation of the measure, e.g. through a mediators' guide¹⁰¹. 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.¹⁰²

Follow up possibilities

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 for example the number of intercultural conflicts resolved through mediation.

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 NCPI and in the course of the development of the modules on the potential of the measures in question. In those cases the lack of evidence is explicitly mentioned.

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.¹⁰³

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 NCPI and in the course of the development of the modules.

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

¹⁰⁰ 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.

¹⁰¹ 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.

¹⁰² See for example: Rus, Calin & Mihaela Zatraenu: Guide for Roma school mediators/assistants. Council of Europe.

¹⁰³ <http://www.dagvandedialoog.nl/Wat-is-de-Dag-v-d-Dialoog/>.

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.¹⁰⁴

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 was considered by the NCPI in the course of the development of the modules 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.¹⁰⁵

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). 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.¹⁰⁶

Evidence-base: Strong evidence

¹⁰⁴ http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=8412.

¹⁰⁵ http://www.foyer.be/?page=article&id_article=8983&id_rubrique=131&lang=en.

¹⁰⁶ See for example:

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