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INTRODUCTION

In 2005, as part of the transnational activities of the 2nd phase of the EQUAL Community Initiative programmes, the TESEO project undersigned the Transnational Cooperation Agreement (TCA) "*Together in Europe For Integration - TEFI*" with other three European projects that all have in common the intention of creating methodologies and activities for combating alienation. The partnership, consolidated with the following projects: *Projekt Arbeitsmarktintegration von MigrantInnen in der Region SüdOstNds – PAMIR SON-* (Germany – id. code [DE-XB4-76051-20-NI/209](#)), *Territoires en Action Lorrains pour l'Egalité Nouvelle au Travail – TALENT-* (France – id. code [FR-LOR-2004-44074](#)) and *Tautinių mažumų integracij į darbo rinką* (Lithuania - id. code [LT-6](#)), has dealt with subjects that, although with different experiences in the various countries, have shown the importance of planning a common undertaking for fighting discrimination on the European scene, as already affirmed by EQUAL. The results of the two years of activity have been summarized in this final report where each chapter contains the shared opinions on the following subjects, as established in the TCA – TEFI outline:

- Activity 1: barriers and learning
- Activity 2: methods of assessment and competencies
- Activity 3: glossary
- Activity 4: methods of mainstreaming
- Activity 5: evaluation

I. Activity 1: barriers and learning

"Barriers and learning", as all the other activities of the Transnational Cooperation Agreement, has demonstrated its usefulness as a means of comparing the various contextual and operational situations of the TEFI Country partners. The cultural and social difficulties that the immigrants meet, or that, on the other hand, the populations of the countries of destination meet, have shown how the concept of integration is hampered/lived through in different ways. The degree of cultural integration, as coherence of the systems of values and beliefs, can manifest in more or less intense ways. Also, from the studies set up on the "barriers and learning" activities, it has emerged that, notwithstanding the differences in context, history and type of immigration, it is important to highlight the structural dimension together with the cultural one. This first shows the participation of the immigrant as an individual and as a group on an institutional level (employment market, school, health system, etc.), while the cultural dimension indicates orientation towards the values of the host society and its rules. We have seen how, in the various partner Countries, this difference between the structural and the cultural dimensions may be more or less complicated, in reference to four different aspects: the acculturation, that involves knowledge of the culture of the society of destination, but also the necessary ability to find ones way in that same society; the placing in the society which means reaching a social position through work but also the forming of a family and finding adequate living conditions; the interactivity between the migrant and the host society, in the degree

of loyalty (and not so much of identification) in respect to the values, regulations and behaviour of the society of destination.

The work of "barriers and learning" has, therefore, been to compare the process and element that characterize/hinder integration: participation in the employment market, the forming of a family, access to the system of services, knowledge of the rules and regulations, etc.

The comparison has highlighted how difficultly these elements can be analyzed separately, but that they need to be considered for their reciprocal influence.

Also, TEFI deals with contexts that take into consideration the various generations of immigrants, where, therefore, the processes of integration are strictly tied to the availability of the society the immigrants enter and the overall economic, political and institutional set up. This aspect involves the mechanisms of recognition and identification of people from outside and, on an institutional level, the problem of the rules for access to citizenship.

The study proposed by "barriers and learning" has been useful, above all, as a key for understanding the interactivity of the integration processes by which also the receiving society changes through contact with other people; this is even more valid for Italy, which has become aware of its changing condition as a country of immigration later than countries such as France and Germany.

II. Activity 2: methods of assessment and competencies

This activity has particularly highlighted the historical differences and diverse experiences of the partner countries. In fact, discussing methods of assessment and competencies has meant totally contextualizing the subject of analysis, mainly useful for looking into the experience of those who have already lived with immigration for various generations in comparison with, for example, Italy – country of first generation – or Lithuania, where the situation is not handled in the “traditional” way.

The theoretical activity triggered off by “ methods of assessment and competencies” was aimed at identifying possible keys to success for the generalized interventions of job placing and integration of the immigrants, as well as the networking of the operations that support them.

This is what has transversely emerged through comparisons made by the various partners, giving rise to debate on the various methods of skills assessment evaluation. The situations of reference were considered useful because they helped to a better understanding of the phenomena of social exclusion in connection with the problems of immigration. Notwithstanding the differences that emerged, the work was profitable in highlighting the need to build up in the various situations of the courses that maintain the central position of the immigrant, intervening with activities of “mediation and support” in that context (companies, socio-assistance services, employment services, etc.). From the study it resulted that there were no better or

worse models, but immigrants who can be integrated on an individual basis or those who can be integrated in groups (cooperatives and/or enterprises specifically set up by immigrants) into the productive system and contraposition is almost never a solution to the problems of employment integration and the networking of the interventions.

A fact that nobody can ignore, and that has become a firm point of reference for our transnational project, is that each one of us works in an economic and organizational context that renders the opportunities for integrating the immigrants very specific and "local".

The projects for integration and the choice of methodological models must be decided in the light of these specifications and therefore with modalities closely tied to certain geographic areas.

The usefulness, therefore, of the "methods of assessment and competencies" activity lies in the comparison between the various methods, even when they have not been sufficiently experimented because of the scarcity of the migratory phenomena. It is, on the contrary, even more interesting to read the report on this activity from the "individual" point of view. In fact, in the various comparisons it has emerged that the problem of identity of the immigrants directly brings, in the various countries, to the theme of the social role as a fundamental factor of self-image. Notwithstanding the exclusively theoretical character of the methods of assessment and competencies" activity, as in all the others, on the base of the experience and values that animate the TEFI partner projects, there has been an attempt at throwing light on the evolution of the situations that have, even dramatically, effected the immigration and employment scenes: this is, therefore, the element

that underlines the usefulness of the shared work produced by the TEFI partners.

III) Activity 3: glossary

The usefulness of the "glossary" activity lies in the particularity of comparison between different contexts that use the same language but not always with the same meaning. The concept of glossary intended as a common work base is also, on the other hand, emphasized by the EQUAL Community programme, and has therefore been taken up in this spirit by the TEFI partners. In fact, more than any other activity, the glossary, has highlighted the characteristics, the common points and the diversities of every national project. On the other hand, the methodological approach proposed has, above all, brought round the same table the four situations, different for their geography and history, inviting them to work together on understanding and translating the individual key elements that refer to the various social and economic sectors involved. The TEFI partner projects were compared with the expressive modality of the problems dealt with and differences emerged at various levels, as it was also seen in the activities of the Transnational Agreement. However, because of the themes dealt with as well as for the modality used (grid), the glossary is a satisfactory tool from the "individual" point of view and in facilitating transnational exchange on an operative level. In fact, in a Europe in which the biggest obstacles are the linguistic and intercultural difficulties, the glossary has assumed the aim of

improving communication between the TEFI partners, choosing English as the common language. A specific glossary has also been compiled of all the terms, forming a TEFI document, which has been made available to all the participants of the four territories as another tool. The interesting aspect, in fact, of the “glossary” activity is that the references of regulations and sources of the terms has also been included, which has shown how in some countries some themes have been “institutionalized” because they have been dealt with by specific laws. On the other hand, the choice of English as a common language has allowed for the results of the partnership to be compared with the Community definitions used, even transversally, in policies and in the various Programmes: in this way, in reference to the Partnership, a better understanding has been reached of the single projects and the activities carried out in a national context not only from the professional point of view but also the cultural one. As a consequence, the best use of the TEFI glossary will come from the comparison and fusion with the European vocabulary, seeing as how, obviously, it cannot be considered exhaustive. The terms chosen, in fact, are the recurring and/or innovative ones for each project partner, open to improvement and change; furthermore, the definitions given should be universally explicit, even though depending on a national context: from this comes the importance of finding a match of the terms in each language.

IV: Activity 4: methods of mainstreaming

Mainstreaming is one of the main keys of EQUAL. It guarantees that the innovations applied and experimented all over the European Union reach a wider public, therefore maximizing learning and investment.

The main aim of Activity 4 - *Methods of Mainstreaming*, as stated in the Transnational Cooperation Agreement, in fact consists of: "*explore methods of mainstreaming on Development Partnership, on local, regional, national and transnational levels by organizing and testing continuing dialogues and cooperation with strategic partners, with members of public administration and with politicians on local, regional, national and transnational levels*".

This activity has been carried out through the giving out, by the DP responsible for this, of two successive questionnaires, following the other three DPs.

The first of the two questionnaires was aimed at identifying the modalities and policies of *mainstreaming* adopted by the four DPs in terms of plans for action, strategies, partners involved and end-users and eventual national mainstreaming actions.

The second questionnaire, instead, was aimed at identifying the strong and weak points of the strategies and policies adopted by the single DPs, in terms of results reached, impact on the end-users and the reaching of the mainstreaming aims that had been set.

The questionnaire was found to be a useful procedural tool in that it allowed for a direct comparison between the four DPs highlighting similarities, differences difficulties met and solutions adopted, as is

clearly shown in the final document compiled by the person responsible for this activity.

This activity, as the preceding ones, has therefore contributed to an exchange of experiences relative to the tools used, the difficulties and the good practices met by the single DPs in carrying out their Projects, with the aim of supplying ideas and solutions for improving the results of the respective national employment policies. It is not by chance, in fact, that the fundamental principles of EQUAL also include the sharing of good practices and experiences within the member states as well as between them, and learning through transnational cooperation.

V: Activity 5: evaluation

In TEFI, the evaluation activities were assigned, at the beginning of the Transnational Agreement, to a fifth project partner, who was in following excluded by its own Action 2 and therefore from the transnational activities. As a consequence, this was divided among the remaining partners who, from time to time, have used completely different methods. If the evaluation is apparently therefore somewhat fragmented and without a uniform logical line, however, even this aspect is to be maintained particular because four different approaches have been used, symbolic of the characteristics of each one. From this point of view it is not possible to trace a common and shared conclusion, because the transnational partnership has not had

common tools with which to technically verify the efficaciousness of the transnational activity.

CHAPTER 1

BARRIERS AND LEARNING

1.1. Introduction

The first aim of the T.E.F.I.'s transnational activity Barriers and Learning is to identify explicit and hidden obstacles and difficulties hindering migrants and national (ethnic) minority groups' into the primary labour market. In a second step the different strategies to overcome those obstacles and difficulties are presented. It shows that the development of designs for learning enabling personal development processes is essential for the different approaches. Thereby it becomes clear that the constructions do not depend on the composite of the draughtsmen's group alone but also on the political and legal tradition and actual context of the development partnerships' country of origin.

So it may be helpful to start with some basic thoughts about a republican paradigm and a more liberal understanding of democracy and the democratic process for example according to Habermas¹. The prevailing view predetermines the manner how migrants and national (ethnic) minority groups are taken into account. With regard to EQUAL's (public) start-up financing and its finiteness some general considerations about the economic good's character of the products,

¹ Habermas, Jürgen, Faktizität und Geltung, Frankfurt/ M., 1992, pp. 358

procedures and structures provided are useful, too. In general with the classification of a good as a private, mixed or public one the social subsystem responsible for its provision is named, too.

1.1.1. Liberal and Republican politics

The liberal state is thought of as the warden of a competitive society. The democratic process of opinion formation is imagined as completely carried out by compromise. The rules of the compromise formation are justified by liberal fundamental rights, securing the results' fairness in concrete via the representative composition of the parliamentary bodies and the democratic decision modes.

The Separation between society and the state machinery from cannot be eliminated, but bridged by the democratic process. Normative precautions, like e.g. fundamental rights, separation of powers and obedience to the law work in a disciplining way. They are enabling the competition between political parties on the one hand, government and opposition on the other hand thus leading to an adequate observance of social interests and values. The core element of the liberal model is the legal standardized competitive society, being the technology to produce the common welfare understood as apolitical.

The exercise of political power is legitimated by the justifying democratic decision-making-process. Election results are the license for to wield political power. Emanating from the people the

sovereignty of people is exercised only during elections and votes and through particular bodies of legislature, executive and judicature.

From a primarily liberal point of view the fight against discrimination on labour market is at first a problem to be solved at this subsystem. The private and public organizations involved are systematically not directly legitimated by ethical-political consent of citizenship and can not be directly challenged by a corresponding discourse but are justified by the countable results of the institutional arrangements found. So under liberal key note the discussion will revolve mainly around the objective aspects of migrants' labour market integration like the efficiency and effectiveness of alternative institutional arrangements.

The republican paradigm introduces the concept of society as a public institutionalized ethical and moral community. The democratic process of opinion formation has the character of an ethic-political self-reflection. The process is substantially based upon the citizens' well-rehearsed cultural background. This pre-suppositional knowledge is able to recreate itself by the ritualized commemoration of the republican founding act.

Democracy stands for the political self organization of the society as a whole. This leads to an understanding of politics polemically addressed against the state-apparatus. The bureaucratic government made oneself independent. A recreated citizenship is able to recapture it by the mode of self-government. It is the democratic process of decision-making that constitutes the society as a political community. Elections are evocative of the founding act. The government is appointed only to execute programmatically defined politics. It is rather seen as a committee not as a government body.

The people are imagined as being virtual assembled at least. The people are the bearer of the sovereignty. The sovereignty of people cannot be delegated principally. The constituent force is based upon the citizens' practice of self-determination, not in practice of their representatives.

So in a primarily republican shaped context the fight against discrimination on labour market is seen as an issue of democracy. Discrimination even on the labour market is violating the discriminated persons' sovereignty. The citizens' practice of self-determination as the source of democracy is restricted thus directly challenging the consensual interpretation of the coherent republican system of values, beliefs, attitudes and norms. Accordingly any practical solution will be based on or at least accompanied by a comprehensive ethic-political discourse not putting the countable results in the foreground. Under a liberal key such an approach may appear as a political campaign of education.

1.1.2 Private, mixed and collective goods

If EQAUL can be seen as an experimental ground to fight against disadvantage and discrimination with the aim to identify products, procedures and structures to be sustainable the character of goods becomes important. In welfare economics goods are basically characterized by the properties 'Rivalness/ Non-rivalness' and 'Excludability/ Non-excludability' in respect to consumption. A good which is rival and excludable is called a private one. Examples are

food, clothing, furniture and cars. Excludable but non rival good are called club goods, for what cable television is an exemplar. The consumption of common pool resources like water is rivaling but competitors can not be excluded. Public goods as national defence or terrestrial television are non-rivaling and non-excludable.

In this typically neoclassical view the decision about the provision of private and club goods can be let to the competitive market while the efficient rationing of common pool resources imposes some problems which can be solved by the collective decision to simulate the market mechanism. Only the decision about the level of public goods provided is let to political bargaining because the prevailing economic models to reveal the citizens' true preferences are too complex to exercise, yield an inefficient solution and/ or are inconsistent even with the assumption of bounded rationality. In the perspective of supply-side economics being predominant in current government advisory services the products, procedures and structures of private or club good character are thought of as sustainable if provided by the competitive market. Here EQUAL as part of the public authorities takes over the development expenses only. A second but in terms of regulatory policy lower-rated justification for public spending is the collective good character.

In order to clarify the political dimension of the provision of goods irrespective of the goods' character it may be useful to introduce in addition on the one hand the distinction between an excludability being technical possible and political desired, technical possible but political unwanted and the case of technical impracticality. On the other hand it is of importance if rivaling consumption is accompanied

by external effects viz. the consumption of a good is influencing the welfare position of at least one more individual in a positive or negative way.²

Rivalness External Effects Excludability	Private Good: no External Effects Rivalness	Mixed Good: External Effects Rivalness	Collective Good: External Effects Non-rivalness
technical possible political desired	Provision • Market mechanism	Provision • Market mechanism • Collective decision	Provision • Market mechanism • Collective decision
technical possible political unwanted	Provision • Collective decision	Provision • Collective decision	Provision • Collective decision
technical impossible		Provision • Collective decision	Provision • Collective decision

Figure 1: Typology of goods and decision mode

Differentiating the properties of excludability and rivalness it becomes clear that the club good is a special case of a collective good. And if excludability of consumption is politically unwanted it must be decided collectively about the provision and cost absorption. The more detailed view proves that common pool resources are mixed goods provided by a market mechanism only if people can be and ought to be excluded from consumption.

If not those goods must be provided on the basis of collective decision and at least partially public cost absorption. Consistent even with mainstream welfare economics it can be said that in general the

² An example is maintenance work.

collective decision to provide a good leads irrespective of the good's character to the necessity of at least partially public funding.

So the idea of current supply-side economics government advisory services that products, procedures and structures can be called sustainable only if provided by the competitive market is at best too narrow. EQUAL-results can be effective even if not refunded by market mechanism through private demand. Finally social policy is a political issue and funding is one argument in the discourse. Nevertheless a deductible voluntary paid by beneficiaries may be an indicator for good quality, too.

1.2 Obstacles, difficulties and transnational products, procedures and structures to overcome the obstacles and difficulties

A closer look reveals obstacles and difficulties can be found on cultural, societal and/ or personal level and must be overcome on three levels. Keywords combined with a successful reproduction of cultural knowledge are consensual interpretations of a coherent system of values, beliefs, attitudes and norms.

If cultural reproduction fails knowledge becomes questionable or seems to make no more sense.

If social integration comes to crisis the solidarity between members can not develop properly or breaks down.

The social interaction on the basis of legitimate interpersonal relationships and definite patterns is underdeveloped or becomes disordered.

A successful personal socialization involves the capability to interact as well as the motivation to comply with norms and the ability to construe values, beliefs, attitudes and norms. A failing socialization leads to the end of tradition, discouragement and abnormal psychology.

The three processes mentioned above have its counterparts in the structural elements of the Lebenswelt: culture, society and individual. Each reproduction process has a share in the sustainment of every Lebenswelt's component.

So the obstacles on cultural, societal and personal level should be overcome simultaneously at best.³

1.2.1 TALENT⁴ of Lorraine, France

TALENT's approach to fight against discrimination is primarily not addressing migrants or ethnic minority people themselves, but rather the society in which they live or have chosen to settle. On cultural level TALENT turns the sight inward, so to speak, to consider how the French-born and -bred citizens can learn to change their ways in order to accommodate new and different citizens, born elsewhere.

³ For the theory see for example Habermas, Jürgen, *Theorie des kommunikativen Handelns*, Band 2: zur Kritik der funktionalistischen Vernunft, Frankfurt/ M. 1987, pp. 182.

⁴ Territoires en Action Lorrains pour l'Égalité Nouvelle au Travail.

This remains us of the republican ideal of self-government and an individual's sovereignty which can not be delegated principally. Even if people in general agree on equality and fraternity as an important part of French cultural knowledge and held by this values discrimination is possible. The development partnership is stressing the consensual interpretation of equality and fraternity not only this fitting in the republican paradigm of democracy. On societal level the change in emphasis needed - and the DP's member reported that there is a lot of training and learning going on in Talent in this regard - is that the majority should not be aiming primarily at the re-education of ethnic minority people or migrants - thought of as they are lacking of something, or as if they were the only persons responsible for their own adaptation-, but rather at bringing about changes in majority and in the majority's attitudes and actions. So for the individual it is important to learn how social stereotyping works. Personal beliefs are to be disentangled in expressive, ethical and objective regard. Because folded to syndrome they may be stereotypes. Discrimination can take place in spite of all good intentions. People must learn to distinguish it from discrimination, too.

Due to the way of looking at discrimination and the goal formulated TALENT was initiated through a collective wish from regional organisations and personalities, to proceed in a different way, to involve employers more, to work on a broader geographical scale, and to devise new methods of fighting discrimination in the workplace. In Lorraine ethnic minority people and migrants encounter more difficulties than other Lorrains in finding work, whatever

diplomas or skills they may have.⁵ Accordingly different potential partners were approached but difficulties and obstacles occurred, too. The main employers' organisations ultimately refused to take an active part, whilst remaining on the steering committee. The regional authority declined, too still not having assimilated the discrimination issues. Though with a few significant exceptions anti-discrimination is not yet a matter of political interest locally, in contrast to the national political scene. This leads to a lack of investment in the field of anti-discrimination and in the DP by politicians and political bodies in Lorraine.

On the other hand a number of organisations became full members of the DP, and others agreed to participate to a greater or lesser extent. The width and variety of the Talent partners is helping to influence the local political scene, and is slowly building up a stronger network. So to say the government is recaptured by political self-organisation of citizens. Besides an actual lack of local political interest the DP's representatives reported about two more difficulties. It is a challenge to keep even partners convinced of the fight against discrimination as a matter of concern motivated and active over a long period of time. Some have spent a lot of time organising their activities, and need help to move on to the next stage and produce results. Secondly some partners have apparently been unable to dedicate time and human resources to the DP. This makes it hard for them to attend the regular meetings, to make the expected contributions, to build and maintain networks and interest, and to produce results. Obviously

⁵ However, this is not specific to Lorraine, but is a general problem acknowledged and addressed as such by the French government, and more generally by Europe, see viz. Amsterdam Treaty.

some partners initially underestimated the personal and monetary resources necessary to spend.

To fight racial discrimination in the workplace and to promote equality the DP's partners agreed to work together on four different activities. The objective of activity 1 is to promote equal access for students who are engaged mainly in vocational education to on-the-job training and to apprenticeships. Partners are the Rectorat de l'Académie de Nancy-Metz, UPA⁶ and CRM⁷. Activity 2 has the goal to promote and support entrepreneurship amongst ethnic minority people and migrants. Partners are CRM and UPA. The third activity supports the unions in informing and training their representatives in the workplace. Partners involved are CFDT⁸ and CGT⁹. The objective of activity 4 is the sensitization of economic leaders and to help them to incorporate equality processes in their human resources management, devising specific anti-discrimination HR tools and methods or building them into their normal ones. Involved partners are CFDT, CGT, UPA, CRM and CG 54¹⁰.

The approach can be characterized as holistic in two respects. First it is worked on the different elements of an individual's work life like vocational training, integration into the workplace, small business start-up, career advancement, and both employers and unions as the main agents of change in the workplace are involved. In effect, the dp's main paradigm is that the workplace functions as a system. Working with all the elements of the system will help to promote a

⁶ Union professionnelle Artisanale Lorraine

⁷ Chambre Régionale de Métiers

⁸ Confédération Fédérale Démocratique du Travail

⁹ Confédération Générale du Travail

¹⁰ Conseil Générale de Meurthe-Moselle

better understanding of how discrimination works, how it can arise at any time and in any place, how all the members of the system are collectively responsible for it, and how they can take part in suppressing it. Secondly training is a large and important element of TALENT essentially in activities 1 and 3. Training as the DP's main tool offers the chance to overcome the obstacles on cultural, societal and personal level simultaneously.

In order generate an adequate demand the DP offers activities producing pragmatic results e.g. completion of training, building of tools, communication, participation in events having the character of private, mixed and collective goods helping to relieve possible incipient boredom and to renew motivation. Fixing short-term intermediate goals may help as well. The services a project manager can expedient supply have the collective goods character only. A project manger can add a real leadership function to all administrative and organisational roles, trying to support the overburdened partners and to relieve them of part of their tasks, where possible. In consequence FASILD¹¹ and the successor ANSEC¹² took over a more proactive role in the project.

A prospective exploration also has begun of what the era after Equal could be like - this is very useful in maintaining group dynamics.

¹¹ Fonds d'action et de soutien pour l'intégration et la lutte contre les discriminations

¹² Agence nationale pour la cohésion sociale et l'égalité des chances

1.2.2 TE.S.E.O.¹³ of Teramo, Italy

TE.S.E.O. seems to be due to labour market corporatism and the approach meets some criteria of the liberal paradigm. The initial coalition as well as the later Active Territorial Network covers three considerable unions¹⁴, an employers' association¹⁵ and public bodies like the Municipality of Teramo as well as the Union of Municipalities in the Territory of Val Vibrata and the Provincial Observatory for Immigration thus pooling organisations with decision rights on behalf of the labour market and being able to afford mutual vantages.

The aim of the project is to integrate immigrants in the labour market and in the existing social security system and by this way to fight moonlighting, too. Another goal is stabilizing of employment among immigrants and non-immigrants. TE.S.E.O. also wishes to make the beneficiaries of the intervention more aware of the opportunities that the territory can offer them. The concrete work is involving the final beneficiaries of the project as well as the people responsible on the territory's intermediate institutional level. So the approach has a clear focus on the efficiency of processes, structures and organisations influencing the labour markets demand- and supply-curve combined with extensive scientific research on that topic. Influencing, questioning and changing common interpretations of values, beliefs, attitudes and norms are not formulated expressly as a DP's goal. Accordingly the work plan of four phases is starting with research and analysis.

¹³ Teramo Sviluppo Emersione Occupazione

¹⁴ Italian Confederation of Workers' Trade Unions (CISL), Italian Workers Union (UIL), Italian Workers General Confederation (CGIL)

¹⁵ Teramo Province Industrial Union

On cultural level stereotypes are found about migrants taking low qualified jobs Italians don't want as well as ethnic prejudices and the idea of segregation. On societal level social policy programmes are predominant that take little care of the needs of different ethnic groups. The actual legal frame is the source for coercion to supply one's labour force leading to legal and illegal exploitation. One important institution is the 'stay contract'. Employers interested in hiring foreigners have to assure a labour contract, the money for the repatriation expenses of the aliens called by the Italian employers and an adequate accommodation. The paradox is that for renewing the permit of stay it is necessary the periodic inspection of the permit of stay for work purposes but the latter is released only with a regular labour contract. Many people, in fact, for helping their families are ready to accept irregular jobs with less protection from the social fallback system or became illicit workers. The contract represents a discriminating factor and is constricting social porousness. Another important institution regarding the legal frame is the disavowal of formal graduations and skills acquired abroad and a slow and expensive naturalisation process as part of slow administrative procedures in general. A conspicuously indicator is formed by spatial segregation of immigrants in ghettos. On personal level linguistic difficulties and a general information deficit are observed. The spatial segregation is accompanied by conscious outlandish self-display. The last point to mention is a biased personal risk assessment regarding the workstations may be influenced by the actual position on the labour market.

This scientific phase is not including research on individual needs and structural ties only but also on identification and territorial availability

of possible types of experimentation, an analysis of the dp to find new institutional settings for granting stable cooperation, international research on good practice and the provision of Thematic Study Groups involving unions, companies and representatives of the services for employment thus being the nucleus of the Active Territorial Network standing at the project's end as the structure and processes granting stable form of cooperation.

During the phase of experimentation those groups are the enabling link between research and action setting up contexts favourable for experimentation, starting up of all actions of the strategic matter related to TE.S.E.O., allocating the respective resources of the territory and organizing of a new model for a territorial relationship. So with the second phase the scientific results become practical. The main goal is the transfer of knowledge through courses and training. The target group consists as well of operators involved in the DP, working for the employment and for training services, are responsible for the territorial development or are culture mediators ('intermediate beneficiaries') as of employed and unemployed immigrants with and without residence permit and illicit workers ('final beneficiaries' or 'end-user'). Besides sensitizing and improving the information standard of the 'final beneficiaries' concrete courses in language and informatics are offered, their personal skills are assessed, upgraded on demand and certified. Accompaniment services are set up for them, too and company foundations are supported. Trainings for cultural mediators are provided by the university in order to train them as a guide through the jungle of institutions and entitlements. An information campaign for the local communities is initiated to facilitate cross-cultural dialogue- supported by the press. E-learning

(shared contents) is introduced to learn quick and efficiently over distance. A desk of assistance is set up and run by the regional authority using multimedia-based technology and an advice, assessment and skill upgrading agency for job placement is established, too.

In the third phase multilingual placement desks are provided accessing an internet portal to gain access to job offers and to supply one's labour force thus together with operators trained in the relative legislation, assistance and support and combined with the services of accompaniment modifying the "passive" image of the institutions. All products are evaluated. The fourth phase belongs to the diffusion of the results through activities and sensitizing.

The Italian approach can be called holistic with regard to the labour market of a named territory. The initial coalition as well as the later Active Territorial Network is pooling organisations with decision rights on behalf and are able to afford mutual vantages. In addition there is joint decision about the allocation of resources to the territory's labour market policy. It focuses on the efficiency of processes, structures and organisations of the labour markets by providing collective (mainly phase 1), private (mainly phase 2) and mixed goods (mainly phase 3). All in all the public responsibility for that topic seems not being challenged although the enhancement of civic participation is not targeted at.

1.2.3 The establishment and testing of support mechanism for the integration of national minorities into labour market¹⁶, Lithuania

Despite equal opportunities established by law, the unemployment level among members of national minorities is higher than the average level. Accordingly the Lithuanian DP is strictly aimed at the labour market integration of national minorities. Influencing, challenging and changing common interpretations of values, beliefs, attitudes and norms are not formulated as a DP's goal. But besides public institutions, like the House of National Communities, the Administration of Šalčininkai District Municipality¹⁷, the Department of National Minorities and Emigration Abroad under Government of Lithuania, the Labour and Social Research Institute, the Šalčininkai Labour Exchange and Vilnius Labour Exchange and different to the French and Italian approach representatives of the target group like the House of Polish Culture of Vilnius- Charity and Support Fund, the Russian Public Organisations Co-ordination Council of Lithuania and the Union of Poles of Lithuania Vilnius Department belong to the initial coalition, too thus together marking the approach as a republican one. The labour market integration of national minorities is seen as a civic task while the national minorities are part of Lithuanian civil society and performed by strengthening the abilities and means for self-organization. Even if employers and their

¹⁶ Tautinių mažumų integracijos į darbo rinką paramos mechanizmo sukūrimas ir išbandymas, Lithuania

¹⁷ Šalčininkai district municipality, Šalčininkų rajonas is one of 60 municipalities in Lithuania, inhabited mainly by Poles who constitute 31.223 or over 80% (2001 census) of the population of Šalčininkai district municipality. Šalčininkai district municipality is located in the South East of Lithuania.

organisations are not involved in the process, partners like the labour exchanges of the respective DP's areas and national institutions like the Department of National Minorities are granting sufficient influence on the labour market policy.

On cultural level the research done discloses that values and norms conveyed by the Russian dominated communist system are still persisting. Members of national minorities are often adhering values and norms being in opposite to the predominant value of self-realisation. Virtues like studiousness and motivation were of less importance in the collective pre-independence value system, too. In addition myths and stereotypes about some national minorities especially Sinti and Romanies are hindering their labour market integration. On societal level a lack of enterprises is to be stated, often regional embedded in a bad economic situation thus implying long journeys to the workplaces. The productivity and salaries are low. In addition to a high average age in the group of national minorities and a substandard health condition the personal socialisation is reflecting the difficulties put by cultural transition from Russian dominated communism to a democracy under the leading sign of competitive markets. First of all there is a lack of information about Lithuanian law, the rights and duties ethnic minorities have combined with a lack of language skills and low or dated professional skills while studiousness and motivation are ineffective.

All in all the DP's main goal is to create and test a decentralised supportive mode facilitating the labour market integration of national minorities. The initial integration of representatives/ leaders of minorities' interest groups in the project's development combined with the intention to strengthen self-organization can be understood

as the economic aspect of general principle that the constituent force is based upon the citizens' practice of self-determination. For the supportive mode the basic professional education is harmonized by the employment agencies. Additional skill upgrading courses for ethnic minorities' are carried out for almost full duration of the project's implementation, so that they are able to conduct activities of the project professionally. They will have an opportunity to consult with employees involved in the DP and other organizations concerned. Thus, representatives of ethnic minorities take part in common training processes and activities. Under adequate conditions of participation they learn to acquire information, to express their opinion and to decide. Decision making demonstrates initiative, leads to experience and is the cause for changes. For this modern (communication) technologies are applied. By the means of new competence acquired and practical use of their new abilities during implementation of the project, representatives of ethnic minorities learn to understand and control changes. They socialize with others. Their ability to manage life and get a well-paid job increases, realizing that they are able to change their life themselves. As a multiplier they will show other group members how to participate comprehensively civil society and in labour market.

The Lithuanian approach can be understood as holistic in the sense of overcoming obstacles on cultural, societal and personal level simultaneously, in this being similar to TALENT. The legal framework offers already equal opportunities comparing approved national minorities and Lithuanians. So the DP - including already leaders of national minorities but no employers - tries to fill in the legal framework of labour market for the target group by teaching the

target group's representatives modern technologies and the virtues of capitalism hoping on broad spread effects.¹⁸ Accordingly the members of the target group are offered commodities and services having the character of private goods but paid by the public authorities. For the public authorities the coordination services have the character of collective goods while for the interest groups the character is mixed. Due to the republican keynote the approach's concept is not so detailed in the description how to increase the efficiency of processes, structures and organisations of the labour market. This remains uncritical as all in all the public responsibility for that topic is not challenged.

1.2.4 PAMIR SON¹⁹ of Southeast Lower Saxony, Germany

PAMIR-SON is a development partnership made up of various regional actors, Association of Turkish-European Entrepreneurs (BTEU) in Braunschweig, City of Braunschweig Department of Migration Affairs, City of Braunschweig Youth Opportunities Department, Braunschweig Adult Educational Institute (VHS), Braunschweig Skills Training Centre (ABW), Peine & District Adult Educational Institute (KVHS), SZST Salzgitter Service & Technology GmbH at Salzgitter AG (SZST) and projekt REGION BRAUNSCHWEIG GMBH as public-private-partnership ensuring stable cooperation and coordinating the dp and

¹⁸ This idea is formulated by one of the founding fathers of Germany's 'Sozialer Marktwirtschaft', too. See Erhard, Ludwig, *Wohlstand für Alle*, Düsseldorf 1957, pp. 135.

¹⁹ Projekt Arbeitsmarktintegration von Migrantinnen und Migranten in der Region SüdOstNiedersachsen

the network on behalf. This initial coalition covers experts for labour market integration but no institutions having direct decision rights according the regional labour market policy.

Regional data shows that in the area of Südostniedersachsen migrants are more than twice above average affected by unemployment. The same is true for young migrants seeking for professional training while female migrants with good graduations often do not find the way on the job market. On cultural level this is due to values and norms adhered by migrants being in opposite to the predominant value self-realisation. On one hand virtues like orderliness, cleanliness, obedience, studiousness and motivation are of less importance in the collective German value system. On the other hand there is a German prejudice that migrants lack of this virtues. Even today migrants are regarded as guest-workers.²⁰ In addition 'the' globalization is denigrated by a part of all social stratum. This is corresponding to institutions and authorities which are not aware of the economic power and opportunities of migrants being employers and employees in Germany. Rigid criteria and instructions particularly rigid executed by public authorities and bodies in the case of migrants being affected can be find on societal level, too. Like in France, Italy and Lithuania there is a disavowal of

²⁰ The term guest-worker was introduced instead of term alien employee ("Fremdarbeiter") troubled through its use in the time of National Socialism. The selected term of the guest spoke for itself, since one planned a temporary stay in the host country Germany for the achievement of work. On the other side hospitableness is incompatible with the notion of letting guests work. The contradictoriness and irony of this term were recognized and used in the modern German-language immigrant worker literature also. During the industrialization in the Ruhr district, when migrants were recruited for the coal-mines it was planned to give them a new home ("Ruhr Poland"). This was not true for the guest-workers. Neither there was the intention to integrate the migrant workers nor aimed the migrants to look on Germany as their new homeland in the long run.

formal graduations and skills acquired abroad. According to the failing reproduction of cultural knowledge migrants suffer identity problems intensified by a lack of (language) skills and an extensive information deficit (school system, training system, ...).

So the DP's aim is to further the integration of migrants into the primary labour market by means of a series of activities based on three structures, which are a regional cluster of currently 300 companies, mostly SMEs, whose owners partly come from a migration background an virtual advice, skills upgrading and jobs agency (BQV) and a network of support measures. Also to be involved as strategic partners are the local job centres and agencies, City of Braunschweig, Peine District authority, Braunschweig Chamber of Commerce and Chamber of Crafts, the TUC South-East Lower Saxony Region, the Braunschweig Confederation of Employers and the State of Lower Saxony ministry responsible because they own the decision rights needed to grant the sustainability of PAMIR's results. The new feature about this is the collaboration between the local employment agencies and consortiums, the SMEs of the region, vocational colleges and migrant organisations.

As the main core activity within the PAMIR-SON Development Partnership, the BQV-Agency sees itself initially as an at first decentralized organisation that brings job-seeking people from a migration background into contact with companies. As such, the Agency works closely with the SMEs involved in the company cluster. This means the development of new and flexible migrant-specific skills upgrading schemes and vocational courses coordinated with personnel requirements at the companies and regarding the single migrant. The allowance of manifold changes between hands-on

training and external instruction, the possibility to stretch measures for the individual migrant are showing that the orthodox form of concepts has come to an end. Together the VHS and KVHS within the BQV Agency are employing ca. 120 unemployment-benefit-claimants at Braunschweig and Peine with the dual goal of providing them with skills and finding them a job. The BTEU is the main project partner which offers the opportunity to associate also with Turkish businesses in Braunschweig region. Another two targets of the BQV-Agency mainly followed by the ABW and the BTEU are to train young people most with a migration background to pass the exams of an apprenticeship certified by the Chamber of Commerce and in finding especially small businesses established by immigrants who are interested in maintaining jobs for apprentices in their trade and empowering these businesses in order to gain the knowledge to set up their own accepted training programme for apprentices.

In addition to the activities targeted directly at work integration, PAMIR is set up a network of support measures a network which, it is hoped, be subsumed by the actors concerned into their regular services. The City of Braunschweig for example is to set up a Women's Service Office aimed specially at the older female migrants and immigrants. These women often have a good many abilities including multilingualism, skills in the social, educational and vocational fields. They are offered vocational preparations within the fields care for elderly, day care and interpreting for social issues. The City of Braunschweig Youth Opportunities Department is actually promoting 20 female pupils of secondary schools having good school reports in order to find a challenging apprenticeship for them, thus helping to adjust the public image of migrant youngsters. Besides the

integration of migrants into the labour market under the roof of the BQV-Agency the Peine & District Adult Educational Institute is enhancing the intercultural competencies of the employees and leaders of Peine's administration e.g. at the migrants department, the social welfare office or the district's labour office. Convinced by cost-free publicity courses the Peine Plastics Industry's Joint Training System integrated a cross-cultural knowledge module in the vocational training. The SZST is the DP's coach for apprenticeship application trainings, our advisor when negotiating with the Chamber of Commerce and the Chamber of Crafts and a supplier for apprenticeships in the steel industry.

Similar to the Italian approach PAMIR can be called holistic with regard to the labour market of a named territory. PAMIR meets the idea of the liberal paradigm. In difference to TE.S.E.O the initial coalition don't include institutions having decision rights on behalf of the labour market but representatives of target group. And labour market institutions are integrated in daily work as strategic partners. According to this difference the public responsibility for funding the collective good 'coordination' is subject to ongoing negotiations. But due to the liberal paradigm (and the countable success of PAMIR) the labour market administration is prepared to pay for the services and commodities of private good character being directly linked to the labour market integration of migrants. In addition the German approach can be named holistic in a second way. Activities at the PAMIR are covering all the various phases of the integration process: school, vocational training programme, acceptance in employment and, not least, the social and regional context.

1.3 Common procedural and structural recommendations as keys to success

The identification of structural and procedural common points as keys to success will to some extent be speculative because of what is of importance but remains mutual unknown. In addition those recommendations may have snap-shot-character due to respective DP's development status. A key to success every DP involved mentioned are ongoing and professionally competent coordination services for the DP's partners and the around network. Coordination services have collective good character thus imposing problems for the time after EQUAL if the public responsibility for the issue of integrating migrants or members of national minorities into the labour market is challenged or even neglected by the local and regional public authorities.

So a certain harmonisation of the goals and interests of the actors taking part is not enough to yield sustainability. A common goal corridor is essential but only thematically and possibly limited for time. So especially under liberal keynote it may be essential to integrate public organizations having decision rights with regard to the labour market in a project's planning group, like TE.S.E.O did. Another key to success seems to be the integration of target group members to ensure the access amongst others to employers and employees having a migrant background, what is to some extent true for the Lithuanian approach and for PAMIR. Active participation by migrant organisations has the twofold aim of ensuring migrant

involvement which is as inclusive as possible and of directing the tasks at their situation. Mentioned by all DP's, especially TALENT, but not implemented by the Lithuanian partnership, is the cooperation in general with employers, employees and their representatives, forming the private organizations owning decision rights according to the labour market. They should be involved in the planning process, too.

The project should be based on or at least accompanied by a comprehensive local and regional ethical-political discourse challenging common interpretations of the prevailing system of values, beliefs, attitudes and norms not putting the countable results in the foreground in order to facilitate and enhance the sustainability. TALENT and to some extent the Lithuanian approach are showing that even an issue like the labour market integration of migrants and ethnic minority people must not primarily address migrants or ethnic minority people themselves, but the society in which they live. Labour market integration is part of the general democratic issue how locals change their ways in order to accommodate new and different citizens, born elsewhere. Under liberal key note it may be difficult to initiate such a cross-cultural discourse on local and regional level but the discourse can develop power by means of media coverage and public opinion. 'Change through rapprochement' may be a head note meeting the cultural knowledge of liberal and republican paradigm.

All DP's arranged under the respective condition to come upon a cooperation process to be an open one, that it is kept to the problems at hand, that it is organised flexibly and that the results are tangible even in the sense of having the character of private goods for the target groups' members. New migrant-specific skills upgrading

schemes and vocational courses are developed as the case may be coordinated with personnel requirements at the companies. Thereby inadequate language-skills of target groups members are subject to the activities of all DP's. The hitherto unused potential of trainable and capable workers is tapped, at TE.S.E.O.-project in addition to fight moonlighting. Personnel development at enterprises is the business especially of TALENT and PAMIR. In this context intercultural mediation and the dismantling of prejudice against the permanent employment of migrants are an important part of the activities. Personnel development in a broader sense is the main concern at Lithuania. The aim is to enable national minorities to manage life and get a well-paid job. A special target group of TE.S.E.O.-project and to some extent of PAMIR for intercultural training are the staffers of local authorities. A common deficit point mentioned but serious to change is the disavowal of formal graduations and skills acquired abroad.

All in all it may be said that the sustainable success of a project is close related to the ability to fight discrimination simultaneously on cultural, societal and personal level. Reproduction of cultural knowledge, social integration and personal socialization, all of these three reproduction processes have its counterparts in the structural elements of the Lebenswelt: culture, society and individual. Each reproduction process has a share in the sustainment of every Lebenswelt's component. So as the cement of society remains the discourse.

CHAPTER 2

METHODS OF ASSESSMENT AND COMPETENCIES

2.1 The French Contribution

2.1.1 About « Reconnaissance Des Acquis »: from “reconnaissance des acquis” to “validation des acquis” (VAE)

Since passing a new law dealing with lifelong training (May 4th, 2004), France has taken “reconnaissance des acquis” further, to “validation des acquis de l’expérience” (validation of lifelong experience). Basically, this is a process through which one has to document and show conclusive evidence of one’s mastery of the skills one needs to use in one’s professional field, to a jury of both professional experts and trainers. This evidence needs to be structured according to the relevant diploma criteria (technical as well as more formal or theoretical). The process, which can be lengthy, culminates in a presentation of the evidence and a discussion with jury members. If the jury agrees that the candidate meets the criteria, by successfully demonstrating his/her mastery, it gives the candidate the benefit of the diploma (at least in part). Then, all that

is needed is training to pass any parts, which had been left out during the validation process (usually, the more formal ones).

The candidate can build up evidence in several different ways: photographs, documents, testimonies, drawings, employers' certificates etc... Of course, the habit of implementing one's "skills portfolio", as well as keeping accurate track of one's job's contents and tasks in precise details, is very helpful.

2.1.2 How migrants and ethnic minority people can access this opportunity

The VAE process is, in principle, available to everyone who wants to try. But several hurdles get in the way: the formalized way in which this process takes place gives first place to language skills, which can handicap migrants, often severely, since French is not their mother tongue; often, their mastery of French is inadequate for them to make a formal presentation (which can be difficult even for native French speakers). The evidence need to be documented and formally presented so that it shows links with the diploma referential, which needs more verbal skills, as well as being given in a written form.

Migrants often find it difficult to secure evidence of their past careers and jobs in their country of origin, as they rarely anticipate the need to do so before coming to France. Moreover, they need to have it translated by accredited translators, which can be complicated and costly.

There is often no equivalent in France to a diploma obtained in the country of origin, and such equivalence is difficult to ascertain even at the best of times; though it's a bit less of a problem for citizens of the EU, where this is now a major field of work. This partly explains the under-qualification of many foreign and migrant workers, who are well-educated people in their own country, but find themselves forced in France to accept jobs with lower status, for want of recognition of their diplomas and qualifications. So the VAE process might well be a good solution for some, in spite of the obvious difficulties.

2.1.3 FASILD work

FASILD has been working on these problems for some time:

- It is possible to arrange for appropriate support of the would-be candidates, both by giving good information on the process, and by providing help in putting together portfolio material, researching past jobs to obtain proper evidence of what they did while holding them, organizing the evidence, and building up the links with the appropriate diploma referential. VAE is a very lengthy process in which all candidates (not only migrant ones) are apt to get discouraged and to give up if not properly supported and helped.
- It is possible to lessen the impact of documentation and argumentation, by showing to an expert panel that candidates are actually capable of doing all the required professional actions and techniques in one's job's compass of expertise. This can be organised by benchmarking, and by reality assessment (when

candidates are put into a real job context situation and have to demonstrate specific skills). However, this approach can probably be used only in technical jobs, for obvious reasons.

2.1.4 From a more general point of view

Some of FASILD workers has a big experience as qualified "conseiller d'orientation psychologue" in the French orientation service, having practised skill assessment with unemployed young people over a period of many years, They feel that it is all very laudable but hardly sufficient. In other terms, even if you have undergone an orientation process with all the trimmings; even if you have got all the necessary training and skills in your chosen field of competence with the right kind of motivation; even if you are perfectly suited to the job and eager to work; this will not help you if you should come upon employers who don't want to recruit you because you belong to a social group that they consider unsuitable or unsound. In other words, it might be a necessary condition (which, anyway, is open to discussion) but hardly a sufficient one; as millions of trained and educated young ethnic minority or migrant people find out, to their grief, every day. In France for example, young people of African descent (from what used to be old French colonies), be they French or foreigners, have an unemployment rate which is 2 to 3 times higher than that of youngsters from Europe countries, or of non ethnic-minority people. This is not related to their qualifications, since this is true whatever their education level. It seems that is not very

fruitful to work on this issue purely from the point of view that migrants are lacking skills which would make them possible to employ by businesses - that they are missing something, in some way - and that therefore to be employable they need to learn something, or change in some way. We need to think about the other side: what about the way we, and businesses, see migrants ? Job finding/ recruiting takes 2 partners: a candidate for a job, and an employer. As a candidate you can employ every skill on your side, but you are still stuck without a job if the employer discriminates against you. Employers do not recruit by using only rational reasons (matching the skills they need to the skills which candidates offer): they often feel that employing migrants is too much of a risk; they don't want to have problems in their work teams; they think their clients are going to object; or they can show a preference for methods of recruiting other than trying to match job profiles (for instance, limiting recruiting to the children of their employees, or excluding people who live in certain areas). In this context, working with employers on diversifying human resources in their business, on equal opportunity issues, from a purely business and economical point of view, can be seen as a high priority challenge.

2.2 The German Contribution

2.2.1 Context of reference

Niedersachsen is situated in the North of Germany, between the Ems and Elbe River (West – East), the mountain peaks of the Harz and the North Sea coastal gateway. The Region of Südostniedersachsen is situated between the Harz Mountains and the Lüneburg Heath is made up of the district-free towns of Braunschweig, Wolfsburg and Salzgitter as well as the districts of Gifhorn, Goslar, Helmstedt, Peine and Wolfenbüttel. It combines traditional industrial areas with areas that are more rurally structured. While, for historical reasons, there is still different geographic demarcation of various powers - such as those of the law, churches, chambers and trade unions, which impedes the crystallization of a regional identity, it is in particular the economic, social and traffic links that identify this region as a geographic unit.

2.2.4 Economic annotations

The industrial sectors of steel construction, mechanical engineering and vehicle production are of outstanding significance. Large-scale industrial enterprises dominate within this branch of industry. The structural development in the region's leading industrial sectors is the

essential reason for why employment in Southeast Lower Saxony has grown at an under-average rate since the unification boom came to an end. Another deficit in development is a relatively weak service sector. Since the German reunification the service sector has in fact developed very positively, but the increases have not been enough to compensate the losses in industry. In this sector the business-services have shown the most dynamic growth.

One strength is in the qualitative structure of the regional labour market as well as in the physical proximity to infrastructure for science and research which is geared to business and technology.

2.2.5 Project executing organization

Especially as a result of those structural economic changes and problems - new paths of regional cooperation were pursued with the founding of the regional development agency Reson in 1994. In 2005 this public-private-partnership was expanded. More than 300 members now belong to this voluntary initiative called project REGION BRAUNSCHWEIG GMBH a limited liability company, including the majority of the leading businesses in the region like Volkswagen Financial Services AG, Salzgitter AG (Germany's second largest steel company), Öffentliche Insurance Company Braunschweig and eon Avacon AG being an electric utility. In addition the territorial authorities of the region, the employers' association "AGV Region Braunschweig e.V." and the trade union of metal workers called "IG Metall" are shareholders. The company's focal activities are in the

areas of technology, telematics, transport and environment, technology transfers and project coordination to organize and sustain collaboration among small and medium sized enterprises (SMEs), as well as labour market and qualification.

2.2.4 Characteristics of PAMIR SON

From our data we see that the meaning of migrants for our regional economy is growing. Scientists assume that the number of enterprises owned by Turkish migrants alone will rise up to 106.000 until 2010. They will then employ approximately 650,000 persons in Germany. In addition, the ratio of the business founders among migrants in general is more than twice as high like the ratio under the Germans. If one raises the job effects after the first twelve months, then on average two persons are employed in the case of a German business founder and five result in case of a migrant. In contrast to this migrants in the area of Südostniedersachsen are above average affected by unemployment. The same is true for young migrants seeking for professional training while female migrants with good graduations often do not find the way on the job market. Compared to the average SMEs run by migrants offer few training places. So integrating Migrants into the Labour Market is one of the important topics for our region.

PAMIR SON is a development partnership made up of various regional actors as there are the Association of Turkish-European Entrepreneurs (BTEU) in Braunschweig, the City of Braunschweig

Department of Migration Affairs, the City of Braunschweig Youth Opportunities Department, the Braunschweig Adult Educational Institute, the Braunschweig Skills Training Centre, the Peine & District Adult Educational Institute, the SZST Salzgitter Service & Technology GmbH at Salzgitter AG. Its aim is to further the integration of migrants into the primary labour market by means of a series of activities based on three structures, which are a regional cluster of currently ca. 260 companies, mostly SMEs, whose owners partly come from a migration background, an advice, skills upgrading and jobs agency (German abbreviation: BQV) and a self-sustaining network of support measures. Also to be involved as strategic partners are the local job centres now called ARGE (consortium), Braunschweig Chamber of Commerce and Chamber of Crafts, the TUC SüdOstNiedersachsen Region, the already named confederation of employers and the State of Niedersachsen ministry responsible. The new feature about this, though developed formerly, is the collaboration between the local consortiums, the SMEs of the region, vocational colleges and migrant organisations- the aim being, in a process of ongoing coordination to overcome the paralysis which may be said to have formerly characterised local labour market policy and the standard offerings of many a college.

All in all, the following may be seen as keys to success: (a) Ongoing and professionally competent coordination between the main networks of actors at both local and regional levels. (b) A certain harmonisation of the goals and interests of the actors taking part. A common goal corridor is essential but only thematically and possibly limited for time. This could be achieved on the basis of regional conventions on certain topics including SMEs. It is important that the

process be an open one, that it be kept to the problems at hand, that it be organised flexibly and that the results be tangible. (c) Active participation by migrant organisations with the twofold aim of ensuring migrant involvement which is as inclusive as possible and of directing the tasks at their situation.

As the main core activity within the PAMIR SON Development Partnership, the BQV Agency brings job-seeking people from a migration background into contact with companies. As such, the Agency will work closely with the SMEs involved in the company cluster. The BQV Agency employs ca. 100 social security claimants in Braunschweig (80 persons) and Peine (20 persons) with the dual goal of providing them with skills and finding them a job. Advisory and informative talks are to be used to offer the following services to the companies: workers for a probationary period, skills upgrading course tailored to the future employees, abecedarian practical support with personnel development, advice on fundamental matters facing company development and winning new customers from the migrant community. On the basis of advisory and informative talks together with the city administration of the City of Braunschweig, the administration of Peine District Council and/or the local consortiums, PAMIR SON recruits the security claimants coming from a migrant background. The BQV Agency will organise the profiling, carry out the coaching and supervise the persons recruited as well as training, nominating, transferring and finally placing them in the companies involved in the cluster.

Selecting the migrant-owned companies for the company cluster will be carried out in consultation with the migrant organisations whilst contact to German-owned companies will be arranged by our project

partners Braunschweig Adult Educational Institute, Braunschweig Skills Training Centre and, if necessary, by the project executing organization and the employers' association.

Inadequate framework conditions in society for migrants and immigrants as well as the cultural obstacles and social resistances make it difficult for our target groups to access the primary labour market.

In addition to the activities targeted directly at work integration, PAMIR SON is therefore planning to set up a network of support measures a network which, it is hoped, be subsumed by the actors concerned into their regular services. The City of Braunschweig for example is to set up a Women's Service Office aimed specially at the older female migrants and immigrants.

These women often have a good many abilities including multilingualism, skills in the social, educational and vocational fields. These abilities should be exploited- via selected practical support- to assist further the migrant women planning a vocational training programme or further education course or preparing to enter the primary labour market.

The core concept behind the PAMIR SON Development Partnership Initiative is its holistic approach. Three coordinated bundles of activities are integral to our work:

All the regional partners that can make a contribution to the integration of migrants into the labour market are to join forces in a regional network with a cluster of up to 350 companies from the region. Similarly, in the form of the BVQ Agency, an additional instrument will be created to bundle the many and varied activities

aimed at integrating migrants into the primary labour market and providing an institutional and financial platform.

Activities at the PAMIR SON Development Partnership will cover all the various phases of the integration process: school, vocational training programme, acceptance in employment and, not least, the social and regional context. Finally, framework conditions in society are also the object of the PAMIR SON Development Partnership: the family situation, problems with child care, the necessity of individualised advice and supervision by "integration navigators", the overcoming of intercultural barriers such as language and prejudice.

All factors without which integration into the labour market just cannot succeed.

2.2.5 Methods of assessment and competencies

The Braunschweig Adult Educational Institute, the Peine & District Adult Educational Institute and the City of Braunschweig Department of Migration Affairs are using the same assessment for their adult social security claimants having a migrant background while the latter only uses the part to audit the language skills.

Three partners the Braunschweig Skills Training Centre, the SZST Salzgitter Service & Technologie GmbH at Salzgitter AG and City of Braunschweig Youth Opportunities Department are dealing with migrants above 25 years old the latter with pupils. Of the three partners the SZST is the specialist for assessment and employs the most advanced method.

The Peine & District and Adult Educational Institute is the only partner engaging in the co-operative development of a method to enhance the intercultural abilities of key protagonists like employers and clerks working at Peine District.

The work towards a curriculum is still in progress. Consisting of county's employees and experts of the Institute a working group agreed already on some basic points.

2.2.6 Braunschweig Adult Educational Institute, the Peine & District Adult Educational Institute and the City of Braunschweig Department of Migration Affairs

The procedure consists of four phases. At first in the context of information meetings potential participants are informed about the project and dates are fixed for single talks. The Peine & District Adult Educational Institute alone invites approximately 70 migrants, the Braunschweig Adult Educational Institute assigned 110 dates for single talks on behalf of the project's second six month turn. The participants originate mainly from Eastern Europe and Turkey, less often also from Africa. The aim of the single talks is to get broad information about the occupational development, the existing qualifications and personal strengths as well as to identify individual occupation-relevant living conditions and personal goals. Moreover in order to be able to make a statement about a successful participation in the project the respective language condition is acquired. The represented language skills are ranging from "insufficient" to "very

good". Its classification, A to D, orients itself at the European reference framework. Subsequently, selected key qualifications are observed, and it is decided thirdly in the context of a conference of team, which participants in the project to participate. The qualifications capacity for teamwork, autonomy, ability to communicate well and self organization of labour force are in such a way selected that they are to be observed well. The corresponding social exercises can be mastered on different linguistic levels. So also participants with small language skills have the possibility of taking part in appropriate form. The results are incorporated into the individual plan of promotion and the acquisition of practical trainings. With the decision, which candidate is suitable for the project, a set of exclusion criteria is used, e.g. being overqualified (or the opposite) regarding the occupation desired as well as addiction and obvious drug problems.

Also with the applicants, who do not continue to move up, single talks are led to focus them on nearer milestones than PAMIR on the way to their job market integration, e.g. language courses or main graduation training (CSE-) courses. The District and the ARGE respectively is informed about the result of the talks. Both labour market offices show up cooperatively in general, incurring the expenses of courses, too. The Braunschweig Adult Educational Institute wants to have the analysis signed in the future also from the participants like the Peine & District Adult Educational Institute already does.

The block weeks are forming the fourth focal point. They last three calendar weeks. Instruction takes place on three different levels. The participants are arranged according to the result of the language test

and the social exercise: Level A, B or C. The instruction, 20 hours per calendar week, contains the examination of the own occupational development, orientation and reflection over the occupation directions desired and information about the regional job market as well as preparation for the upcoming practical training. The Peine & District Adult Educational Institute particularly emphasizes the necessity for reflection and orientation.

2.2.7 SZST Salzgitter Service & Technologie GmbH at Salzgitter AG

In the context of the development partnership PAMIR SON the SZST GmbH supports and improves the process of human resources development at SMEs. Among them are also such, whose owners have a migrants' background. The training measures and measures for further education to be developed do not however only correspond to the needs of the SMEs but also the already existing qualifications and conditions for learning of adults and juvenile migrants are appropriately considered. The SZST as service subsidiary company of the Salzgitter AG makes its contribution within the EP with its vocational aptitude test. This psychological suitability investigation accomplished by the leader of the commercial training programme at SZST is available in standardized form for different industrial, commercial and IT occupations and contains the following single tests:

- Wire bending test: After a given sample a wire in smaller yardstick without aids is re-bent. Aspects of the finger skill and hand skill are seized in order to proof the ability to appraise proportions and use it in a creative way.
- Space conception test: 15 tasks, which make demands on the form imaginative powers and space imaginative powers of the candidates.
- Raven's Progressive Matrices Test: 36 tasks, with which speak-free logical operations must be accomplished.
- Vocabulary test: 94 words, with which the wrongly written letter is to be found in each case. Thereby the available vocabulary is seized as aspect of linguistic expression ability.
- Cognition speed: 60 tasks, with which series from numbers must be scanned to errors.
- Word dictation: 30 words are to be written after dictation correctly. An aspect of the German orthography is seized.
- Basic arithmetic/ arithmetic problems: 8 tasks to the 4 basic operations of arithmetic and 10 tasks of the rule of three in test form are to be solved. In the first part one examines hereby primarily of the degrees of the computing skill learnt. In the second part demands are made against theoretical and mathematically deductive thinking.
- Physical-technical knowledge: 14 tasks, which give information about the physical-technical standard of knowledge.
- Physical-technical understanding: 16 tasks, which require physical-technical understanding for solution. In particular it concerns here considerations how physical regularities in practical-technical conditions become effective. Thus an important part of so-called practical intelligence is seized.

- Verbal analogy: 8 tasks, with which finding logical relations are the centre of attention.

- Diction/ selection of words: 12 tasks, with which relations between several terms must be recognized.

In addition by combinations of test characteristic values the intellectual efficiency as well as the individual accuracy during the treatment of tasks can be examined.

The individual test segments are connected the basis for the preparation of appraisals by a psychologist and with it for the definition of suitability degrees for the apprenticeships: industrial mechanics, metal removing mechanic, electronics technician for automation technology, industrial clerk, clerk for paperwork, clerk, clerk for informatics.

Beyond that further tasks of test can be arranged or again generated for special questions and/or other requirement profiles (vocational training in the handicraft, catering, test of candidates for the individual employment on the job aspired etc.).

At the request of the project's partners the following services are thus provided:

- Accomplishment of the eleven standardized single tests as group or individual test (approx. 4 hours).

- Evaluation of the single tests for every participant (approx. 30 minutes).

- Provide an appraisal and the associated definition of suitability degrees (approx. 15 minutes).

- Explanation of the appraisal and answering of the questions devoted from it (approx. 60 minutes).

- Select and generate tasks of test, which refer customer-oriented to other requirement profiles, e.g. handicraft, catering (approx. 70 - 80 hours for each profile)
- Provision and explanation of an analysis, individually offered to the migrants as feedback (in addition an interview viz. analysis for the determination of the strengths and the weaknesses; approx. 4 hours).

Considering minimum standard the goal is to implement a procedure as possible as in line with standard usage which includes the partners' co-operation right from the beginning. Special attention is put thereby on the explanation and the feedback for the participants and SMEs within the EP in the context of the locally accomplished advisory activities. The results are explained by a psychologist and by the leader of the commercial training programme at SZST on the basis of an analysis.

2.2.8 Braunschweig Skills Training Centre

Target of the analysis is the precise and systematic integration of coaching participants into appropriate apprenticeships. Above that it is important to localise the needs of encouragement for every apprentice and to enable the team to establish an individual training plan. This training plan is tuned to the official rules and regulations of the responsible vocational chambers (Ausbildungsrahmenplan = apprenticeship frame plan) in cooperation with the future apprentice. The structure of the assessment centre which is called suitability

analysis in the case of the project apprenticeship management has the following basic elements:

a) Personal Interview

In order to enable the team to give a detailed analysis it is necessary to interview the participant at the beginning of the process. Target of the interview is to gain information about the professional and personal situation (background of socialization) of the participant. This personal interview is given a high priority and takes approximately half an hour. Before or after the interview the participants fill out a form estimating their own abilities (social competences, learning and working behaviour / abilities and performance). This self estimation form is used for the feedback with the participant after the assessment procedure.

b) Social exercise

With the social exercises the participants social, personal and methodical competences are tested. A group of participants (3-12) takes part in a row of similar exercises and tasks at the same time. Taking part in these exercises the participants are observed by experienced and trained staff in various situations. The staff observes the participants in their behaviour within a certain time period following the rules and the criteria that the team has agreed upon before starting the exercises. The tasks for the group of participants are based on construction (building a stable tower with paper), cooperation (NASA, mosaic game), role plays and discussions (business car), planning (post basket) and presentation (This is me). With every exercise three characteristics are tested at the most. The

exercises are chosen in order to also enable participants with language disabilities to complete the tasks (i.e. mosaic game which is a non verbal task).

c) Tests

To complete the analysis of suitability the participants are tested with the following acknowledged examination methods:

- BIT (vocational interest test)
- ADST (General German Verbal Test)
- Allgemeiner Rechentest (General Calculating Test)
- D2 (concentration test)

In special cases:

- ABAT-R (General Officework Test)
- IST (Intelligence-Structure-Test)

The chosen instruments of the suitability analysis target, the specific key qualifications of the future apprentice are balanced with the needs of the forthcoming tasks in the apprenticeship.

d) Feedback

After the observation and testing procedure the assessment team meets and reflects the whole process and speaks about every participant to judge the social and work behaviour and note the results in a specially prepared excel-mask (example down below). Finally a member of the assessment team gives each participant a feedback of the results comparing it with the form of self estimation the participant filled out before the procedure.

The output is a target plan balanced with the professional needs of the specific apprenticeship.

2.2.9 Peine & District Adult Educational Institute: some basic considerations for a method to enhance the intercultural competences of key protagonists

About 7.000 of 134.454 citizens of Peine District are migrants. The employees and leaders of Peine's administration as well as the migrants have to deal with challenging situations, e.g. interaction at the migrants department, the social welfare office or the district's labour office. This sometimes causes trouble on both sides: on the side of the migrants and on the side of the employees. No side is prepared for this challenge. Intercultural competences were not part of the employees' vocational training. So the working group agreed on some goals for further vocational training. First of all it should give consideration to the situation of both sides. Other guidelines are:

- practicability
- increasing the self-confidence, confidence and certitude for employees and migrants, reducing stress
- broadening the range of communicative skills to handle difficult situations
- decreasing the number of problematic cases
- providing skills for the resolution of intercultural conflicts to mutual advantage

- strengthening colleague's cooperativeness on the basis of new competences
- improving the quality of service
- increasing the job satisfaction in respect of the results
- increasing the customer satisfaction
- reducing the time, which is needed per individual case
- supporting measures throughout the organisation for learning from good practises
- increasing the reputation of the district's administration.

The members of the working group agreed that it is important to involve both leaders and employees in the further vocational training. It is important to make comprehensible why the investment in the training is useful. Therefore it is necessary to create a sales strategy for the training program. This is in particular challenging for the heads of department. They have to convince their employees to take part in intercultural training by arguments like the profit for daily work.

Probably one turn is to take six months consisting out of training, individual and group coaching and thematic work groups. Thereby some parts of the programme are addressed to the heads of department only.

2.3 THE LITHUANIAN CONTRIBUTION

2.3.1 Situation in Lithuania - the context

Rather integral and consistent legal basis of protection of the rights of national minorities has been created in Lithuania. In Lithuania national communities are vested with vast language usage, educational, cultural rights and liberties: right to found and maintain their organizations, right to maintain cultural links and inheritance, right to get education and information in native language. The Government of Lithuania has assumed obligations to vouchsafe these rights.

The Republic of Lithuania forms and implements policy of harmonious national relationship according to the principles of good neighbourhood, friendly relationship, and cooperation between states which are based on the spirit of mutual understanding and tolerance. According to 2001 year census in Lithuania resided representatives of 115 nationalities, the number of individuals of 29 nationalities were more than one hundred. Lithuanians constituted 83,4 percent, Poles – 6,7 percent, Russians – 6,3 percent, Byelorussians – 1,2 percent, Ukrainians – 0,7 percent of total Lithuania's population. Several municipalities are characterized by national diversity. The areas of several municipalities are rather densely inhabited by the Poles. The 75,6 percent residents of Vilnius district municipality are non-Lithuanians, among them 61,3 percent are the Poles, 88,6 percent

residents of Šalčininkai district municipality are non-Lithuanians, the Poles constitutes the 79,5 percent of them, the 46,4 residents of Švenčionys district municipality are non-Lithuanians, 27,4 percent of them the Poles, in the municipality of Trakai district resides 45,4 percent non-Lithuanians, 33,2 percent of them are the Poles, in the municipality of Širvintai district live 13 percent non-Lithuanians, 10 percent of them – the Poles. Vilnius population structure by nationality is most farraginous: the Lithuanians constitute 57,8 percent, the Poles – 18,7 percent, the Russians – 14 percent. The second town under the test of national diversity is Klaipėda where 71,3 percent of population are Lithuanians, 21,3 percent – Russians, and approximately 2 percent are Ukrainians and Byelorussians each. The largest percentage of non-Lithuanians resides in Visaginas (79 percent of total population, 52,4 of them are Russians)

All citizens of Republic of Lithuania are equal before the law regardless of their nationality, they enjoy equal rights and duties. The rights of the citizens, which belong to national minorities, are secured by the Constitution, in its 37 article is declared that: "Citizens belonging to ethnic communities shall have the right to foster their language, culture, and customs". In 1989 had been adopted the Law on Ethnic Minorities which guarantees the rights and liberties of national minorities. The protection of rights and liberties of national minorities is also guaranteed and regulated by the Law on Citizenship, the Law on the State Language, the Law on Education, the Law on Public Organizations, the Law on Information of Society, the Law on Religious Communities and Societies, the Law on Political Parties and Political Organizations, the Law on Protection of Children Rights and other legal acts.

In 1989 has been adopted so-called zero variant of getting citizenship according to which for the permanent residents of the state to gain the citizenship of the Republic of Lithuania any restrictions regardless of nationality, continuance of living in the country, and knowledge of the state language are not set up.

To become the citizens of the Republic of Lithuania took decision overall majority of Lithuania inhabitants, including more than 90 percent of representatives of national minorities residing here (statistical data set forth in Table X).

At the moment of census of population and households majority of inhabitants (99,0 percent) claimed the citizenship (data presented in Table 1).

Table 1 **Residents' citizenship**

Residents' citizenship		
Citizenship	Number of residents	Proportion in total number of residents (in percent)
Residents having one citizenship	3 469 553	99,6
Having citizenship of the Republic of Lithuania	3 448 878	99,0
Having citizenship of Russia	13 376	0,4
Having citizenship of other countries	7 299	0,2
Residents, having double citizenship	659	0,0
Having no citizenship	10 531	0,3
Not indicated	3 229	0,1
Total	3 483 972	100

Data of the of the Statistics Lithuania

The Republic of Lithuania sticks on the principle that every citizen when he is given a passport freely chooses his parents' nationality or the nationality of one of his parents. In passport nationality is entered

on the grounds of the citizen's request in writing. Thus all the residents of other nationalities, who have gotten Lithuania's citizenship, may freely make a choice in case they belong to national minority.

The Republic's of Lithuania rules of law prohibit national, racial, religious, or social hate, violence, incitement or existence of discrimination on the grounds of race, nationality, origin, language, religion, creed. Such provisions are defined in the legislation of the Republic of Lithuania and in the international deeds signed up and ratified (*part 1 article 4 of the First Message*)

In Lithuania labour relations connected with embodiment and defence of labour rights and duties are regulated by new Labour Code, which has come in force in January 1, 2003. In the article 2 part 1 point 4 is emphasized, that regulation of labour relations, connected with realization and defence of labour rights and duties referred in legal acts, is based on the principle of equality of subjects of labour law regardless to their sex, sexual orientation, race, nationality, language, origins, citizenship, social status, faith, conjugality and family status, age, creed or gospel, of being member of political parties or public organizations, conditions extraneous to employee's professional characteristics.

In part 2 of the same article it is stated that refusal to employ in cases pointed out in part 1 of mentioned article may be contested on trial in the course of month and in point 3 it is stated that if court finds out the refusal to employ being illegal the employer by judgment is obliged to employ such person and to pay him compensation of minimum wage size for the period from the day of refusal to employ to the judgment execution day.

Article 129 part 3 point 4 of *Labour Code* indicates that the legal grounds to disrupt labour relations cannot be employee's sex, sexual orientation, race, nationality, language, origins, citizenship, social status, faith, conjugality, family status, age, creed or convictions, being member of political parties or public organizations.

In *January 1 of 2005* has come into force new *Law on Equal Opportunities* its purpose being to secure implementation of equal human rights indicated in the *Constitution of Republic of Lithuania* (Žin., 1992, Nr. 33-1014) and to ban any direct or indirect discrimination on the basis of age, sexual orientation, disability, racial or ethnical dependence, religion or creed. Article 5 of mentioned above law declares the employer, exercising equal opportunities, regardless to person's age, sexual orientation, disability, racial or ethnical belongings, religion or creed is obliged: 1) to apply uniform criteria to the conditions of giving a job or taking into civil service; 2) to set up uniform conditions for job, civil service, for opportunities to raise skills, seeking for more complex vocational training, retraining, acquiring practical work experience, and for applying uniform exemptions; 3) to apply uniform tests estimating employees' and public officials' work; 4) to apply uniform criteria of discharge from job and civil service; 5) to pay the same wages for identical work; 6) to provide employee, public official against chicanery; 7) to provide employee, public official against sexual chicanery; 8) in case employee, public official has lodged a complaint against discrimination to provide him against persecution and hostile behaviour or negative after-effects; 9) to apply proper measures for establishing favourable conditions under which disabled persons would be able to get job, to do work,

to make their career or study, unless such means would burden employer's duties out of proportion.

It is important to emphasize inhibition, fixed in the article 10 of the same law, to place on the announcements of taking to job, civil service or study the requirements giving preferences to persons of certain age, sexual orientation, to healthy persons, to the persons of certain religion, and persons of certain creed.

Supervision of implementation of the *Law on Equal Opportunities* is executed by the Controller of Equal Opportunities and is exercised according to order set up by the *Law on Equal Opportunities of Women and Men* (article 12). Complaints of breach of the *Law on Equal Opportunities* may be presented to the Controller of Equal Opportunities. Complaints of breach of the *Law of Equal Opportunities* are surveyed and resolutions adopted in determinate order set by the *Law on Equal Opportunities of Women and Men* (article 12 part 2).

In article 41⁽⁶⁾ of the *Code of Breaches of Administrative Law* (Žin., 1985, Nr. 1-1) is set down administrative responsibility for breach of equal opportunities. This article indicates the breach of equal opportunities set by the *Law on Equal Opportunities* inflicts administrative penalty on officials, employers or on their assignees from one hundred to two thousand litas.

Identical actions done by the person whom administrative penalty for the breaches set down in the part one of this article has been put on, inflict on the officials, employers or their assignees penalty from two to four thousand litas.

In April 29, 2003, by the *Law on Approval of the Statute of Interior Authority of the Republic of Lithuania* (Žin., 2003, Nr. 42-1927) the *Statute of Interior Authority* was approved, in which are appointed

requirements for the person, who pretends to work in the interior service.

This legal act do not set any limits to the candidate as to nationality, religion or sex. Candidate must be a citizen of the Republic of Lithuania without a blot on his character, speaking in Lithuanian, with the education not less than secondary, graduated the professional educational institution of interior or other educational institution or introductory courses of professional educational institution of interior, of good health and with adequate to the requirements to physical training. Candidate to the interior service (police) is not obliged to disclose his nationality, that's why there are no data about nationality of employed in police, and no information whether there is any discrimination towards the persons of other nationalities.

2.3.2 Unemployment

In Lithuania the unemployment rate is estimated by the Statistics Lithuania. Data of the Statistics Lithuania is based on the interview of residents. According to the survey on employment data of the Statistics Lithuania in 2002 total unemployment amounted to 13.8 percent, however, the unemployment rate of representatives of national minorities had been above the average: for the Russians it was 20.3 percent (20.6 percent for men and 19.9 for women), for the Poles – 17.8 percent (15.5 for men and 19.9 for women), for the persons of other nationalities – 17.4 percent (19.1 for men and 15.8 for women). Employment surveys nationally had not been performed

since 2002. Surveys of population employment are performed applying definitions of residents employed and unemployed accepted by International Labour Organization. During the period of 2001 – 2005 labour market of Lithuania was characterized by shrinking labour force supply and growth of labour demand, which was caused by growth of country's economy, creation of new workplaces and ongoing emigration.

According to data of the Statistics Lithuania in 2005, compared to 2001, the number of the unemployed decreased more than twice and was the least for the last five years (data presented in Table X). Number of the unemployed youth aged 15 to 24, that in 2005 made up 15.7 percent of aggregate number of the unemployed, is diminishing and the number of older unemployed (aged 55 to 64) amounted to 12.6 thousand or 9.5 percent of total unemployed. In 2005 the number of the unemployed with university education amounted to 12.7 thousand or 9.6 percent of total unemployed. Number of the jobless with further education constituted 6.4 thousand or 4.8 percent of total unemployed. During the year the amount of the unemployed graduates decreased for 7.2 thousand and as to those with further education – in 4.4 thousand persons.

Table 2

Unemployment rate in Lithuania, in percent*

	2001	2002	2003	2004	2005
Data of survey on employment of the Statistics Lithuania (1)	17.4	13.8	12.4	11.4	8.3*

*(1) 2001 – 2002 year data calculated on the basis of 2001 year census.

*-anticipatory data

*Data of the Statistics Lithuania

According to the Statistics Lithuania 2005 year data , the highest unemployment level was fixed in the Panevėžys (10,8 percent), Šiauliai (10,1 percent), Kaunas (8,9 percent), and Vilnius (8,6) counties, the lowest – in the counties of Marijampolė (3,0 percent), Tauragės (6,0 percent), Utena (6,0 percent), and Klaipėda (7,0 percent).

By the Lithuanian Labour Exchange data, current situation in the labour market displays the growing proportion to the total unemployed of the jobless, unprepared to labour market (about 72 percent). Prominently those are persons wanting professional qualification, people, who have lost their working skills because of being long time out of work. The seniors' employment is going up in recent years (in 2005 it was 49.2 percent), however, employers' negative attitude towards jobseekers aged 50 and more years is apparent.

2.3.3 Employment

Present more favourable business background and better economic situation have caused a few factors promoting population employment: growth of the labour force demand, decrease in the number of unemployed, among them long-term unemployed, unemployment rate drop. According to data presented by the Statistics Lithuania in Lithuania during the past five years general

tendency of rising up the employment rate of the group aged 15 to 64 is viewed: in 2001 it amounted to 57.2 percent, in 2002 – 59.6 percent, in 2003 – 60.9 percent, 2004 – 61.1 percent, and in 2005 employment rate reached 62.6 percent. The men's employment rate is higher than that of women's, nevertheless in both groups employment rate is ascending – in 2001 the men's employment rate amounted to 58.5 percent, in 2005 – 66.0 percent, women's employment rate in 2001 was 55.9 percent respectively, as to 2005 its annual growth was 3.5 percent and made up 59.4 percent. In towns employment level was higher than that in rural areas and in 2005 made up 64.1 and 59.3 percent respectively.

After the data of the Statistics Lithuania in 2005 the uppermost employment level was in Vilnius, Tauragė, Marijampolė, and Utena counties, the least – in Alytus, Panevėžys, Kaunas, and Šiauliai counties.

2.3.4 Support programs of the unemployed

In 2001 – 2005 Lithuanian Labour exchange has allocated funds to active support of the unemployed, i.e. to active labour market policy programs. Though in 2005 in comparison with 2001 the average amount of unemployment benefit has grown nearly twofold (327.6 Lt), assets assigned to financing active labour market programs were 1.6 times larger than to passive measures (unemployment benefits and pre-pensionary unemployment benefits). In 2005 growth of the

average unemployment benefit was affected by the Republic of Lithuania Law on Social Security of Unemployment that has come into force in January 1, 2004 (Žin., 2004, Nr. 4-26). Lithuanian Labour Exchange offers job seeking persons informal, consulting, vocational guidance, increase in motivation, skills renewal and solidifying, employment support programs and other measures. The *Law on Support of the Unemployed* had been in force to August 1, 2006, (Žin., 1991, Nr. 2-25). Article 1 of this law provided that citizens of the Republic of Lithuania shall have the right to freely choose a job or engage in other activities not prohibited by the laws, article 2 – that this law shall be applicable to foreign nationals and stateless persons in general manner, except for the cases regulated by separate laws and international agreements. This law and other legal acts, regulating the Labour Exchange activities, provides the representatives of national minorities the same rights and duties as to other citizens of the Republic of Lithuania. Separately the *Program of Integration of the Gypsies into Society for 2000 - 2004 years*, approved by the Government Resolution, has been implemented (Žin., 2000, Nr. 54-1580). (žr. *Antrojo pranešimo apie Europos Tarybos tautinių mažumų apsaugos pagrindų konvencijos įgyvendinimą Lietuvos Respublikoje (further – the Second Message) II sk. 5 str. bei III sk. 7 kl. atsakymą*). According to Labour Exchange data in 2001 – 2005 years to active labour market policy measures have been sent 640.5 thousand persons. Coverage of the professional and preventive training is planned considering the local labour market needs, relation between labour force supply and demand in accordance with the classes of economical activities and professional groups, based on the estimations of forthcoming years labour market

forecasts. In organizing professional training programs preference is given to unskilled jobless.

Implementing the September 26, 2002, order Nr. 115 of the Minister of Social Security and Labour of the Republic of Lithuania "On the approval of measures and implementation order of vocational knowledge and practical skills renewal for long-term unemployed" (Žin., 2002, Nr. 96-4224), Lithuanian Labour Exchange since October 2002 has started following measures: organizing professional knowledge and practical skill renewal courses, psychological and professional consulting classes.

2.3.5 Population employment by nationality in 2002 year

National groups differ in unemployment and employment indicators. In comparison with general unemployment rate in 2002 year (13.8 percent), unemployment among the Lithuanians amounted to 12.8 percent, Russians – 20.3 percent, Poles – 17.8 percent.

Lithuanians' employment (in age group of 16 to 64 years) was uppermost and reached 60.5 percent, Russians' – 54.3 percent, Poles' – 55.5 percent. Such differences are partly caused by non-Lithuanians concentration in economically less developed areas.

Also, in comparison with Lithuanians unemployed, representatives of national minorities usually are of the less general and vocational education level.

In 2002 the Lithuanians made up 83.4 percent of total labour force, the Russians and the Poles – 6.9 percent and 7.8 percent respectively, and other nationalities – 2.5 percent only.

Population employment by nationality and sex

	Labour force (thousand)	Labour force activity level in 15 to 64 year age group (thousand)	Employment rate in 15 to 64 year age group (thousand)	Unemployment rate (thousand)
Total	1630.3	69.3	59.6	13.8
Females	801.4	65.7	57.1	12.9
Males	829	73.2	62.3	14.6
Lithuanians	1360.6	69.5	60.5	12.8
Females	667	66.2	58.4	11.6
Males	693.6	73	62.7	13.9
Russians	113.1	68.2	54.3	20.3
Females	54.7	63.5	50.8	19.9
Males	58.4	73.5	58.2	20.6
Poles	115.5	67.6	55.5	17.8
Females	59.3	62.4	49.9	19.9
Males	56.2	74.2	62.5	15.5
Other nationalities	41.2	70.1	57.6	15.8
Females	20.4	67.4	56.5	15.8
Males	20.8	72.9	58.7	19.1

Data of the Statistics Lithuania at the Government of the Republic of Lithuania

Lack of state language skills cause difficulties in acquiring vocational preparedness and finding job. Part of adults weakly speaking in state language are less prepared to compete in the labour market than representatives of majority.

2.3.6 Support of Gypsy population

Unemployment is eminently sore problem to Gipsy ethnic group. Many of Gypsies lacking even primary education cannot acquire speciality. Also, to gypsies are hard to compete in the labour market because of negative public attitude towards them. Lack of education

and low vocational skills make the Gypsies unable to undertake small business, as they are incapable to marshal papers required, to pass driving test, they lack start-up money minimum for that. Few of them ever had had a legal job. Even to the unemployed registered in the Labour Exchange benefits are not paid because they don't have work experience. Therefore the conditions to work illegally or to be involved in criminal activities emerge. Poverty of large Gipsy families is connected with unemployment. Due to insufficient work experience old-age pension receive only part of Gypsies, the rest of them – social benefits (about 80 – 90 Lt). Women, breeding up children to 3 years age, receive family benefit (about 90 Lt), a few persons – disability pensions.

Implementing the Program of integration of the Gypsies into Lithuanian society for 2000 – 2004 years Ministry of Social Security and Labour was responsible for the vocational training of the Gypsies of Vilnius town and for preparing the employment program. Labour Market Training Authority prepared the Program of Vocational Training and Employment of Vilnius Town Gypsies and measures of its implementing in 2002 – 2004 years. In the program professional consulting and labour market vocational training of the Gypsies were designed. Considering Gypsies' educational qualification 7 relevant and marketable in the labour market training programs were adapted to their professional training (e.g., green plantation and grass mower's, cleaner's, caregiver assistant in medical institution), prepared 3 non-formal training programs that might be useful in Gypsies' everyday life. Practically programs are difficult to realize because of low activity and insignificant motivation of this demographic group.

In Vilnius labour exchange, by January 1, 2003, data, 32 unemployed Gypsies were registered. In 2003 year in Vilnius labour market signed in 53 unemployed Gypsies. At the labour market active policy measures took place 42 jobless Gypsies (6 – at public works, 1 – works supported by the Employment Fund, in the job clubs' program – 35). One unemployed Gypsy has been placed to job under terminative labour contract. In January 1, 2004, in Vilnius labour exchange were registered 14 unemployed Gypsies.

Notwithstanding equal rights and uniform conditions to all Lithuanian citizens certain disparities between national groups exists. Even though legal basis of regulating national relations is adjusted social disjuncture, intolerance, adaptation problems remain as it's impossible to formalize many of their works. It is worth to emphasize the differences in material and social status being not the only adaptation test, because the self-estimation of the members of national communities is under the influence of political and symbolical factors.

After Lithuania has joined EU emerged an opportunity to participate in Europe Communities' initiative EQUAL, which tests and promotes new methods of fighting discrimination and inequality of all forms that suffer both employed and job seeking persons.

Since December 2004 in Lithuania is underway initiated by European Communities EQUAL program project "*Establishment and testing of integration of national minorities into the labour market*", being realized by created for that purpose the Development Community composed of 9 partners: Public Institution the House of National Communities (leading partner), the Department of National Minorities and Emigration under the Government of the Republic of Lithuania,

Administration of Šalčininkai District Municipality, Vilnius Labour Exchange, Šalčininkai Labour Exchange, Coordinative Council of Public Organizations of Lithuanian Russians, Charity and Support Fund, the House of Culture of Vilnius Poles, Institute of Labour and Social Research, Vilnius Town Department of the Union of Lithuanian Poles.

Legal rules and policy of the State of Lithuania towards national minorities acknowledge the equal opportunities to all national groups and are based on the principle of equality of their cultures. Successful integration of non-Lithuanians by granting the citizenship for all permanent country's residents, acceptance of proper legal resolutions created in Lithuania a favourable atmosphere to public life of various national minorities. Yet the ethnical processes take place not only on the level of legally determinate relations and formally infixed rights. At present more actual are problems of socio-cultural development and individual self-expression. Nongovernmental organizations help to deal with these problems positively. At the beginning of 2004 year persons of 22 nationalities had founded 285 nongovernmental institutions of national minorities, among them 68 – Russian, 55 – Polish, 31 – German, 26 – Jewish, 23 – Byelorussian, and other nationalities. Worthy of attention is the fact of their constant annual growth in number. In Lithuania in 2005 year functioned 300 nongovernmental organizations of national minorities and centres of culture of national minorities (data set forth in Table 3).

2.3.7 Nongovernmental organizations of national minorities by nationality*

	Nationality	Number of organizations
1.	Armenians	8
2.	Azerbaijanies	1
3.	Byelorussians	23
4.	Bulgarians	1
5.	Chechens	1
6.	Estonians	1
7.	Greek	9
8.	Georgians	1
9.	Karaims	1
10.	Koreans	1
11.	Latvians	8
12.	Poles	56
13.	Lebanese	1
14.	Frenchmen	1
15.	Gypsies	15
16.	Romanians	1
17.	Russians	68
18.	Tadjiks	1
19.	Tatars	19
20.	Ukrainians	19
21.	Uzbeks	3
22.	Hungarians	1
23.	Germans	31
24.	Jews	24
25.	Centres of national minorities	5
26.	Total number	300

Data of the Department of National Minorities and Emigration

Most of them cherish national identity, traditions, customs, language, and religion. Dynamic nongovernmental organizations of national minorities arrange republican and international events, concentrate assets from various sources, expand heir activities. Though activities of part of nongovernmental institutions are not enough vigorous, they lack organizational power and funds. Nongovernmental organizations of national minorities often do not pay enough attention to social

problems of their community, limit themselves by cultural activity only. Insufficient activity, lack of organizational skills lessen possibilities of nongovernmental organizations of national minorities to obtain and acquire assets needed for their movement, to seek for alternative financing sources, limit organizations' strategic development perspectives in solving problems (such as capacity to compete in the labour market) of social disjuncture.

2.3.8 The Project

The goal of the Lithuanian EQUAL project is to create and test the support mechanism of integration of national minorities into the labour market and to create network of cooperation applying network of nongovernmental organizations of national minorities, their human resources and influence. Cooperation Network (CN), created during the realization process of the project – non-formal compound of the representatives of municipal / governmental institutions, nongovernmental organizations of national communities, potential employers, *et cetera*, solicitous of solving social (pre-eminently – unemployment) problems of the members of social communities. Their goal and main function is to detect the points of successful (*effective*) cooperation between CT participants and to consolidate their efforts in diminishing the social disjuncture of national communities and raising employment. The project does expect it to be effective enough and workable public compound, obtaining an opportunity to function by itself after the project comes to an end, in

well-timed and all-round manner dealing with social development problems arising in particular region.

Cooperation Network will enable to set up basis to further government policy connected with national minorities and new ethnical group rise and their integration into society both on local and state level.

During the time of the implementation of the project formed *Leader's* and *Tutor's* institutions shall help to secure activity and enterprise of the nongovernmental organizations of national communities and to promote formation of their skills to make influence on politics and practice.

Created for national communities, pre-eminently for their Leader, study system provides opportunities of permanent learning, accomplishing and raising qualification, enables to determine priorities of pendant problems more purposely by rendering services oriented not only to save and cherish national identity but also to solve social problems of communities members.

Continuing, developing and expanding work of cooperation network nongovernmental organizations of national communities obtain real opportunities to influence their members' social situation, the employment as well (arranging with local employers job fairs, activating local community in order the information about the subjects willing to support would be accessible to one and all, giving terminal job to nongovernmental organization members in the same nongovernmental organization, etc.)

This is confirmed by the data of questioning the public opinion made during the project implementing process. Almost the third of

respondents as a real opportunity for nongovernmental organizations to support national minorities' representatives (or their members) in solving their social problems pointed out the strengthening cooperation with local employers. More specified distribution of answers to the question: "What is your opinion about how the nongovernmental organizations would help representatives (or members) of the national minorities to overcome their social problems, e.g. to find job?" is disclosed in diagram.

Distribution of the answers to the question: "What is your opinion of how the nongovernmental organizations would help representatives (or members) of national minorities to overcome their social problems, e.g. to find job?" (in percent).

During the project knowledge acquired and skills raised, non-formal contacts established with potential employers, representatives of governmental/municipal institutions, politicians would help to maintain and develop non-formal learning activities, oriented to nurture social and economical activity of the adults in qualitative new level (both in sense of content and practical appliance) in the process of arranging activity of public organization.

Conditioning and further development of competence of human resources of nongovernmental organizations, which provide opportunities to solve in well-timed and all-round manner the problems arising in the community, for this purpose applying special training programs prepared and experience obtained during the project time would enable the representatives of national minorities positively join the integration processes taking place in the country, form self-sufficiency of the members of public organizations, raise

creative activity in overcoming problems of social disjuncture both at the individual and community level.

2.4 The Italian Contribution

2.4.1 Immigration in a national, regional and provincial context: the migratory phenomenon in Italy

For a long time Italy has been a country of emigrants. Today the tendency has been inverted: according to data from the Ministry for Home Affairs, in fact, the foreign population in Italy is equal to 11% of the total foreign population of the Europe of 25.

It is estimated that in 2004 the number of foreigners living in Italy reached almost three million.

The increase in the resident foreign population in our country is due, in a measure not to be underestimated, to the continuing increase of babies born with foreign citizenship (children with both foreign parents resident in Italy) that translates into a natural active balance (the difference between births and deaths).

This fast increase, even though it does not reach the same levels as that in some other European countries such as France or in the United States of America, where the number of immigrants and the level of integration are higher, does, on one hand, give rise to alarm

on the fate of a country characterized by an economic system in crisis and with well rooted cultural traditions, while, on the other hand, it is perceived as an opportunity for the employment market that cannot find specialized Italian staff (this is the case in the health service and computer sector) or unqualified workers (especially in the building trade and agriculture).

Today, to meet the employment needs, a model of migratory circulation is consolidating for economic reasons, characterized by brief periods abroad for temporary jobs. In Italy it is mainly the Albanese and Rumanians (advantaged by the nearness of their country of origin) who are employed in jobs of a temporary nature.

Alongside the temporary immigration, an increasingly numerous permanent migratory phenomenon is developing (in 2004 more than a fifth more immigrants settled here compared to 2003). Whole families choose to settle in Italy after a brief stay in which they find a job and (rarely) a house. They are mainly African immigrants, who represent 23.5% of the foreign citizens living in Italy. Their countries of origin are Tunisia, Morocco and Algeria but also Egypt, Senegal, Nigeria and Ghana. However a large number of immigrants come from European countries that are not in the European Community and from Asia. For some economic sectors, the role of the foreigner has become irreplaceable; an example is that of the home help, where they comprise 80% of the total number of people employed.

Another aspect that characterizes the foreigners in Italy (in particular the Africans and Asians) is that of the tendency to internal mobility, that is the frequent moving from one town to another.

That which contributes towards to settling in different places are the better opportunities of employment and the network of services and

interpersonal relationships which guarantee a better integration in the territorial context. Likewise the foreigners choose to live in the regions that border on the non-European Community countries to be nearer their countries of origin. Another point that acts as a catalyst is undoubtedly the presence of fellow-countrymen.

In Italy, the foreign population live mostly in the north-west and north-east regions (where 63.5% of the foreigners live) followed by Central Italy (24%) and by the south with only 12.5% of the foreign population.

It still remains that the main factor for the increase of the resident foreign population is the steady migration from abroad. This is in rather varied numbers in the different areas: in 2004 the highest level was again in the South (214.1 per thousand) where it is probable that the effects of the regulating law were particularly incisive, contributing to the emergence of those not in regular and therefore not officially registered

Next is the north-west (181.6 per thousand) and the centre (175.6 per thousand). The north-east regions and the islands show 155.3 and 114.4 respectively of the newly registered foreigners per every thousand foreigners already resident.

A characteristic of the foreign resident population is that of a more or less equality in the number of men and women with the sole exception of Sicily.

2.4.2 Immigration in the context of the region of Abruzzo

Also in Abruzzo, on a par with the national data, there has been a multiplication of the number of immigrants over the last decade, although in a more limited amount than in other areas of the peninsula.

In 2004 the foreigners were about 42,000, that is 1.5% of the total in Italy, with a prevalence of African immigrants.

In general, Abruzzo is a region that the immigrants associate with the northern regions for the favourable conditions of integration (employment and social) that are found here. CNEL, in the map of social integration, has placed Abruzzo in the tenth position, among those regions with an average potential – high integration and polarization.

The self-employed entrepreneurs comprise a fifth of the foreign population employed in regular jobs. Predominantly these are foreigners from central-east Europe or Africa, followed by Asians (Chinese and Philippines).

As for general connotations, the Ukrainian community is that in which there are more women (nearly 90% of registered Ukrainians), while the Senegalese stand out for being the community with most men (90% of the total). It is mostly young foreigners who come to Abruzzo looking for jobs or because they wish to join up with their relatives (this last is one of the prime motives for immigration to the region, and the second one in the national classification).

The female component is more or less the same as that of the male one in all the region, even though the sectors of employment differ

and in some areas the productive inclination has a higher influence on the number per gender.

The presence of people from outside the European Community with origins in the Balkan regions is substantial and corresponds to about half the domiciled foreigners. L'Aquila is the favourite province, where there are also Moroccans and Poles. Foreigners from Asian countries rather tend to settle in the provinces of Teramo and Pescara.

The number of Chinese, as well as the Albanese, has notably increased and in some cases in a preponderant way.

The various ethnics are supported by numerous associations that exist in the territory of Abruzzo, some of which are in collaboration with the regional administration, which assist the immigrants in social problems. The most active province in this sense is Teramo that undergoes a higher dynamism of the migratory flow, with a presence that is diversified between the mountain and coastal areas.

The analysis of the data of the Employment Centre of Abruzzo highlights the increasing need for jobs and socio-employment integration that does not always find adequate support from the public structures.

If the distribution of the foreigners in the territory is analysed in regard to settlement per area, it can be seen that this is above all concentrated in the larger urban areas, in the coastal or near coastal areas (such as Val Vibrata, in the Province of Teramo), in the mountain areas (in which there is a very strong relationship between presence and employment in specific types of jobs).

The experience of Abruzzo in regard to the migratory flow shows that a third of the foreigners regularly living in the region have been here for at least 5 years, with an increase in arrivals joining their relatives,

as well as an increase in the number of minors being officially registered. All this leads to suppose that the settling of these people is for medium to long periods.

The employment of the immigrants is mainly concentrated in some sectors: building, sheep farming, agriculture and the minor service industry (catering, hotels, care work). In the last years, though, the number of foreigners employed in commerce and factories is on the increase, in particular among the African and Asian communities.

With regard to self-employed activities involving foreigners, in Abruzzo the number of individual companies owned by citizens from non European Community countries has increased by 11.3%, even though this is less than the average national trend.

2.4.3 Irregular work and immigration

Considering that in about ten years unemployment has not substantially increased but has changed characteristics (incidence of concealed labour, a higher number of women employed, an increase of non-conventional contracts and self-employed, leaving of the employment market, discouraged people who renounce their search for a job), the presence of foreigners in Italy becomes a difficult context to interpret.

The number of immigrants, therefore has begun to influence the national statistics. More than 50% of the immigrants are employed in the service sector (catering, hotels, family services, commerce), 40% are in industry and the rest in agriculture..

Contrary to Italian workers, the non European Community workers are mainly employed with time contracts.

The different intensity of the phenomenon of concealed labour, in the various sectors as well as on a territorial level, is clearly seen in the analysis of the data on the rate of irregularities (calculated as percentage of the amount of concealed labour in a territorial area/sector and the total number of workers employed in the same territorial area/sector) carried out by ISTAT (Statistics Institute).

The sectors most involved in concealed labour are those of agriculture and the building trade, where the fragmentary and seasonal character of the productive activity has allowed for the use of foreign workers who are not resident and not legally registered, for quite a few years, substituting local labour that progressively tends to leave these sectors.

In the service sector this phenomenon is very diffused and is most evident in commerce, hotels, transport and home services.

In 2003, the rate of concealed labour was equal to 22.8% in the South of Italy, while in all the other areas it was less than the national average (13.4%).

In Abruzzo concealed labour is estimated by ISTAT at 12.6%. In the various sectors the highest percentage is found in agriculture, followed by services and the building trade.

Concealed labour in industry is higher in Teramo and Pescara in respect to the other two provinces, while in private services L'Aquila has the highest incidence.

On a local level, interesting results emerge from a recent work of analysis on the territory carried out in the province of Teramo: 1) the absence (presumed) of first level concealed labour (the company and

the job being totally not declared) that, if present, is however difficult to identify, being prevalently ascribable to enterprises of people from non European Community countries (above all Chinese) that, in most cases, result (at least) as being regularly registered at the Chamber of Commerce; 2) the great recourse to informal types of jobs, that is, those carried out within the family, that do not necessarily mean tax or contribution evasion, are not easily classified as concealed labour.

With regard to immigrants in non regular jobs, if the data from the INPS (National Social Security Institute) files on the number of non European Community workers are compared to the relative data on residence permits issued for employment purposes, the difference is rather high.

Discrimination among the immigrants essentially regards working conditions (hours, tasks, health and insurance) and professional placing.

Today, in fact, the migratory questions are essentially tied to the problems of housing and work, but above all to the dynamics of the flow, and therefore to the modalities of entrance into Italy.

More specifically, it can be stated that illegality and concealed labour are strongly correlated with the working life of the non European Community population in the province of Teramo.

Many requests for joining up with relatives are refused because of the obvious irregularities in pay and tax contributions. Clandestinity and exploitation of work, often at the limits of criminality, prevalently ascribable to the Chinese enterprises sited in Val Vibrata, have been denounced after specific research in the field.

2.4.4 the TESEO project: the characteristics

The main problem identified by the project regards occupational instability, the risk of illegality and social disadvantage of the immigrants and the weaker categories of the population of employable age in the territory of the province of Teramo, with particular reference to Val Vibrata (in the communes of Città Territorio Val Vibrata, Civitella Del Tronto, Ancarano, Alba Adriatica, S. Egidio alla Vibrata, S. Omero, Torano, Corropoli, Controguerra, Colonnella, Tortoreto, Nereto and Martinsicuro).

The diffused presence of immigrants shows a problem of integration with the local socio-economic set up, considering that, in respect to the national average, the province of Teramo registers a higher presence and one that is constantly increasing, considering the variations over the last few years.

The partnership of the T.E.S.E.O. project is as follows:

The *Province of Teramo* that evolves its intervention on various levels; among which are:

-  integration in local planning of the results of the project;
-  re-formulation of the social services practices;
-  revision of the employment politics and social-politics integration methodologies;

The *University of Teramo* which guarantees the experimentation of the project, the supervision of the plans of research and the scientific nature of the results.

Kalumet S.r.l., *Talenti Consulting* and *CNA*, which manage the project development, the research and consultancy activities for the various

interested subjects and the planning and running of the training activities.

The project starts up actions for integrating the immigrants, the emergence of irregular employment and the meeting between job demand and offer with the aim of stabilizing employment (of immigrants and non-immigrants).

The desire is to resolve the problem of discrimination through the starting up of actions directed at the weaker categories of the Employment Market (Mercato del Lavoro - MdL), with particular reference to the immigrants in the province of Teramo, the companies existing on the territory, the public and private operators of the area who are in some way involved in the problems of immigration and non-regular employment.

The activities include a phase of in depth research for an accurate knowledge of the information regarding the phenomena of immigration and irregular employment; an assessment of the employment needs of the companies and, parallel to this, the training requirements of the immigrant and disadvantaged subjects.

In this way it is hoped to improve the level of training of the workers and unemployed, immigrants and others, through actions aimed at skills assessment, training courses, exchange of experiences, and to certify the skills of those with the higher qualifications.

Through these actions it is also wished to favour the consolidation of regular employment in the companies.

Another aspect regards the creation of training modules to favour the setting up of new enterprises, individual as well as partnerships.

The total involvement in the aforesaid actions of the entrepreneurs for favouring "on the job" training of the necessary skills for an

immediate employment of those interested, creates a new way of matching job demand and offer.

Actions of sensitizing and diffusion of the activities carried out have also been performed, including interventions in the schools to favour a diffusion of the culture of integration.

Lastly, a fundamental aspect regards the setting up of an interactive laboratory which supplies the necessary tools and methodologies for accessing information and services.

The most stimulating challenges that TE.S.E.O. has taken on are to give the end-users of this intervention the possibility of becoming more aware of the opportunities the territory offers, the knowledge of their rights, with particular reference to the employment world, to increase their professional skills and, not least, to trigger off a process that may lead to the creation of new companies.

The innovative character of the TE.S.E.O. project mainly regards the insertion of various protagonists in a network, so as to trigger off a mechanism that will bring about a better stability and open the doors to effective social integration

The innovation of TE.S.E.O. moves in three directions:

That orientated towards processes:

- ✚ Reorganization of the practice of territorial coordination through the development of a network as widespread as possible.

- ✚ Involvement of the Public Administration and Social Parties in the development of gender oriented negotiations with the companies.

- ✚ Planning and experimentation of an integrated web site that gives space for the development of new forms of cooperation at a distance, new ways for transnational relationships and promotional tools.

That orientated towards the aims:

- ✚ Innovation of the professional figure of the various operators involved in the processes of social integration and the development of the employment market.
- ✚ An effective dimension of transnational cooperation and co-production, that also creates the conditions for an effective action of benchmarking that goes beyond the network of the partnership of the projects.
- ✚ The setting up of a system of research – action for the growth of the companies and the services for the companies.
- ✚ Those orientated towards the context
- ✚ Analysis of the knowledge, experience, practices and policies existing in the various situations involved and the identification of the common base of reference
- ✚ Integration on the territorial scale of the diversity of possible common and transferable interests.
- ✚ A common programming of the innovative elements.
- ✚ The technical production of the tools, in a multimedia form and also usable on a specific Web site.
- ✚ The verification of the impact on the local situation involved and on the diffusion.
- ✚ An analysis of the needs of the territory for planning new public services.
- ✚ Modelling of interventions on the network between the various protagonists of the territorial system.
- ✚ Experimentation of models for skills assessment.

- ✚ Setting up of courses in companies involving exclusively the group – aim of the immigrants
- ✚ Starting up of itinerant information desks also on line.

2.4.5 The territorial network of services

In the territory the network of services in which T.E.S.E.O. exists is articulated: first reception, information, orientation, language courses, health services, services for employment, immigration desk, Provincial Observatory for Immigration (Osservatorio Provinciale sull'Immigrazione - O.P.I).

In the last years in this territory (above all in the public sector) there has been a notable undertaking on behalf of the people from non European Community countries. All the same, notwithstanding that the offers have been consistent, in many cases there has been found to be an absence of shared mechanisms and organizations, that does not allow for a systematic functioning of the entire network. To this aspect is added another: the almost total lack of communication, to the end-user of the services as well as between the operators who offer them. Foreigners often do not know about all that the territory has to offer them, to the point that their course is one of discovery. This is definitely a malfunction connected to a critical functioning of the network of the protagonists, which presents numerous problems.

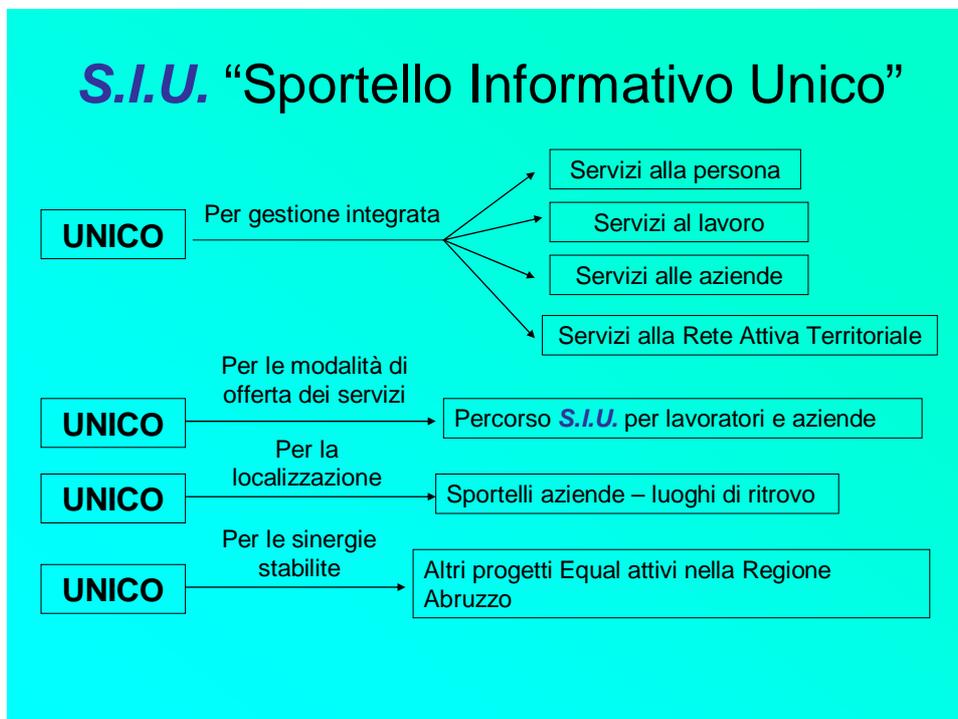
With regard to communications in 2003, the Provincial Observatory, in collaboration with ANFE (Associazione Nazionale Famiglie Emigrati – National Association for Emigrant Families) of Teramo, has created

a Document of Services for Immigrants, translated into eight languages. The document is structured in such a way as to be a sort of practical guide to life in Italy. As it is a document on paper, it is now outdated, a point that brings us to underline the necessity for offering revised news and information, updateable in real time and easily available. From this point of view the idea to create an Information Desk (Sportello Informativo Unico - SIU), that uses telematic means (the Internet), has resulted as being very satisfying for the needs of the non European Community immigrants.

In relation to the services already in force, the first to offer reception and information to the immigrants were the voluntary associations of the territory who also organize Italian language and basic computer courses. Other activities have been added to these, aimed at keeping up the language and traditions of the countries of origin. Information, reception, support for housing, help on the economic side, make the voluntary associations a fundamental part of immigration, to which the public sector often turns to fill in holes in the system. The hospital social services have also been seen to be well structured and connected with all the territorial situation, occupied as they are on two sides: that of offering a medical-health assistance, and, above all, in periods of hospitalization, that of welfare assistance, through activities of support and psychological consultancy. Also the Prefecture's desk is an increasingly fundamental point of reference, since the non European Community immigrants receive complete assistance that goes from the filling in of forms to the issuing of residency permits and fiscal codes.

2.4.6 The TESEO desk

The Information Desk (S. I. U.) was created to integrate the activities of the TESEO project –in “Teramo Sviluppo Emersione Occupazione” (Development for the Emergence of Employment in Teramo) with the aim of diffusing the activities of the project, contributing in reducing Exclusion and to favour the Emergence of Employment of the weaker subjects, in particular for the immigrants. Following are some of the specific plans of the activities of the S.I.U.:



S.I.U. "Information Desk"



DESK For modalities of offers of services → S.I.U. itinerary for workers and companies

DESK For localization → In Companies desks – meeting places

DESK For the established synergy → Other Equal projects in the Abruzzo region



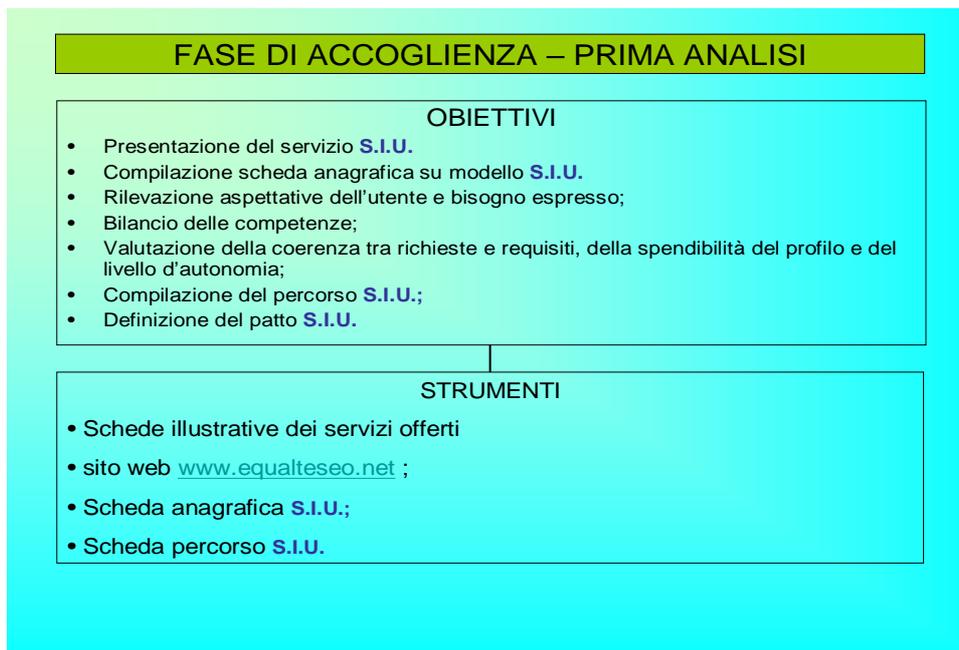
The itinerary for the citizen-user within **S.I.U**

RECEPTION-FIRST FILTER

AIMS:

- verification of the requisitions for access to the service
- document of identification
- residency permit
- need (personal/employment/information)
- knowledge of the Italian language
- other languages

positive case / negative case



PHASE OF RECEPTION – FIRST ANALYSIS

AIMS

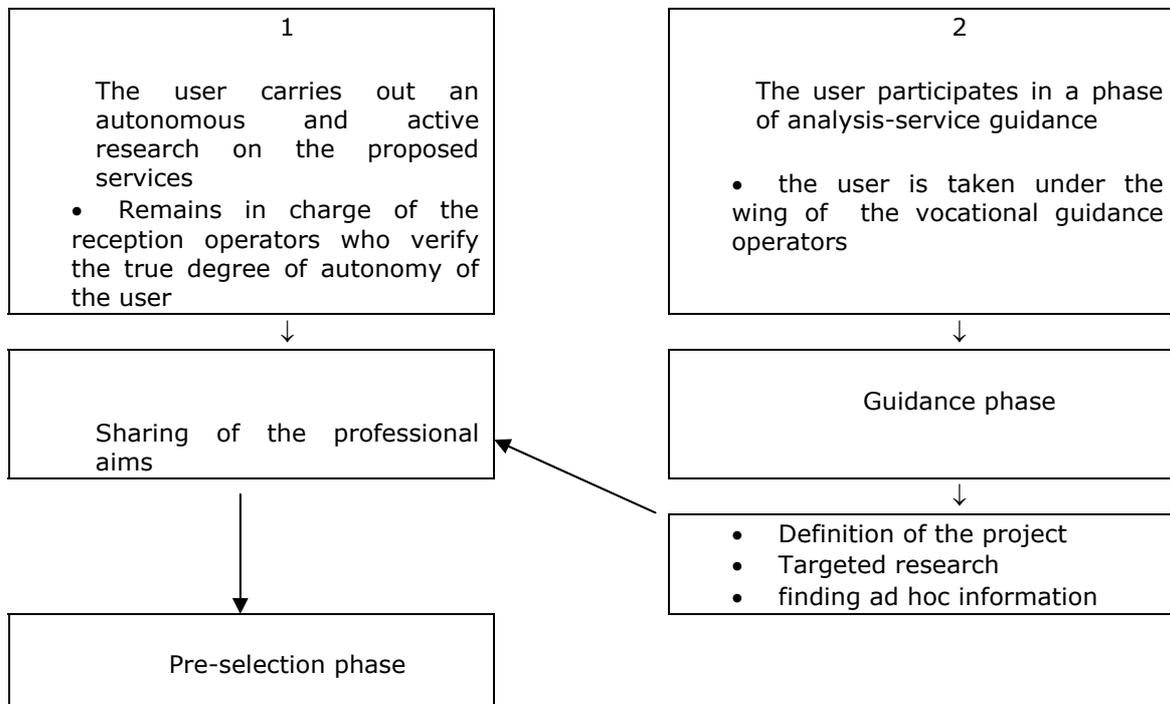
- Presentation of S.I.U. services
- Compiling of personal data on S.I.U. forms
- Relative expectations of the user and expressed needs
- Assessment of skills
- Evaluation of coherence between requests and requirements, of the availability for use of the profile and level of autonomy
- Compiling of the S.I.U. itinerary

TOOLS

- Card that illustrates the services offered
- Web site www.equalteseo.net
- S.I.U. information card



PARTICIPATION IN THE ITINERARY



Lo sportello **S.I.U.** e il mainstreaming

- Rete Attiva Territoriale;
- Rete sinergica con altri progetti in particolare con progetti Equal attivi nella Regione Abruzzo.

The S.I.U. desk and mainstreaming

- Active territorial network
- Synergic network with other projects in particular with Equal projects active in the Abruzzo Region.

2.4.7 Models of intervention and devices for the support structures for integration in employment: map of the support services at work and recognition of the acquired skills.

Rapid changes, profound contradictions and continuous emigration nowadays feature the new social and economic scenes calling for a new look at career guidance and an increase of efforts for creating new models able to transform, on an operative level, the new cultural approach to the issues of professional choices and employment integration. The more reasonable reflections bring us to see how men and women, the citizen, the worker, the young undergoing training, the immigrants, succeed in specifying their function – therefore their just position in society – this is when they have a critical spirit and awareness that effectively guides their normal and daily activities, which is that which brings a sense of gratification and wellbeing. Career guidance and the services connected to it, such as skills assessment become a useful “social fact”, among other things, leading to a new training and work culture supported by a transformation that affects social life and the employment market. In fact guidance and services connected to it tend to develop an intermediary function between the individual who must elaborate a life project and the outside world. As Sangiorgi (1997) affirms, the specific moments of passing from one condition to another, defined as “hinges”, can be many in the working life of the individual, causing situations of discomfort, anxiety, confusion and loss of identity, even more so if we take into consideration that a choice made in each of these moments will necessarily influence the following ones (from school to university, from unemployed to employed, from one

company to another, from one country to another, etc.). The transfer events are preceded and followed by a transition phase that is a real process of change in the subjective world of the person involved; phases of transition are, for example: job hunting, change in a job situation in view of a promotion, etc. To face such situations the subject makes use of those resources and motivations that he possesses. On the other hand the individual, during his working life, takes decisions that do not always correspond to his motivations, aspirations and potential, but are the result of a kind of negotiation between the subject and the situation or his organizational interlocutors.

If, when necessary, an individual cannot take decisions based on an adequate and realistic analysis of the various factors that influence such transactions, he runs the risk of making the wrong professional choices, which will cause frustration and discontent on a subjective level. The use of career guidance is aimed at avoiding those wrong choices, offering the individual a support in taking decisions during his working life. Such practices consist, fundamentally, in a form of assistance that aims at stimulating and highlighting the internal resources of the subject in the face of his external needs. In this perspective, the person who advises, personalizes, guides, facilitates, does not offer a service but is at the service of the user; it is, therefore a concept of self-guidance, explorative and procedural, that responds to the complexity of the external ambit of the subject, accompanying him along all the span of his working life to support him in building up his own professional itinerary. The exploration by the individual – guided in the least invasive way possible – of his general attitudes, abilities, life-skills, competencies and potential,

must be aided by the expert consultant who will help the user to reflect upon his own system of reference in order to recognise the ties and opportunities, that which can and which cannot be changed. Such analysis must start with an autobiography, curriculum, family history, economic and social position, identifying and discerning the manageable aspects, with relative costs, from the unmanageable ones, the ties and opportunities that emerge from the context of reference of the subject and that depend on the characteristics of the territory of residence, on the economic development, on the trends of the employment market on a national and local level, on the current employment policies, on the level of technological innovations, on the current changes to the productive system. This involves the build up of an interactive trust between training times, production and service situations that together determine the choice of organizational models which best favour integration of the resources, opportunities and professionalism, creating an open network of promotion, innovation and services for an adequate organisation of the employment system, professional training and vocational guidance

This means identifying the services, the best tools for connecting in real time the places of learning with those of production, for benefiting from the know how of the socio-training system in all its parts on the one side, and the concrete territorial demands for professionalism on the other. Therefore, an articulation and an increasingly more accented diversification of the functional technical roles are imminent with the delineation of the specific activities of vocational guidance, tutorship, and accompaniment at work. In Italy an “annotated map of guidance and skills assessment actions” has been drawn up. In the map there are noted the actions, that is

services or independent and structured itineraries, such as information desks or skills assessment, as well as the single phases or activities of the actions or more articulated and modular itineraries.

ANNOTATED MAP OF THE ACTIONS AND ACTIVITIES OF GUIDANCE

A) GUIDANCE INFORMATION

Receptive service: first interview for an understanding of needs, information on internal and/or external services, filter and eventual direction to other structures

Information desk: structured information points internal or external of the **CSF Training Service Centre**, equipped with operator, informative booklets, internet connection, database.....

Public meetings and conferences with experts: informative meetings

Database consultation: points within the CSF or decentralized on the territory, for example in schools, for single or guided consultation.

Products for circulating information (multimedia products, guides...)

B) VOCATIONAL GUIDANCE TRAINING

B.1) TRAINING MODULES FOR GUIDANCE: "Preparation and adaptation to a course ", "Education by choice", "Employment market and professions", " Job search techniques", "Guidance towards entrepreneurship", "Motivational recovery and re-orientation", "Regulations of the employment market and employer-employee relationships", "Transversal skills", "Learning to learn"

B.2) GUIDANCE AND TRAINING IN THE FIELD/ ALTERNATING EXPERIENCE OF TRAINING - WORK

Apprenticeship

Guided visits

C) GUIDANCE COUNSELLING

C.1) INDIVIDUAL GUIDANCE COUNSELLING SERVICES:

Skills assessment and professional plan: self-evaluation and compiling a plan of professional growth.

Counselling: counselling services characterized by helping support with "diagnostic" and "recovery" activities, run by specialized personnel prepared in the psychology field.

Skills assessment: individual counselling course with particular theoretic and methodological references, including individual interviews, group laboratory and activities of personal in depth

analysis. This foresees an evaluation of the skills and the compiling of a relative "skills portfolio".

C.2) SEPARATE GROUP GUIDANCE SERVICES:

Job club

C.3) EMPLOYMENT INTEGRATION SUPPORT SERVICES:

Support in job search/Accompaniment at work: lay out of a job searching plan, guide for job search, support in formulating requests and curriculum, circulating information on job opportunities.

Tutoring for employment integration: actions and services to offer support for the individual in the initial phases of integration in the work environment, facilitating the process of socialization in the organization and adjustment to the role.

Excerpt from: "Model for evaluating orientation actions" Enaip, 1999

One of the vocational guidance counselling services that best acts as a mediation between subjective reality and context, between place of production and place of education, is the skills assessment.

2.4.8 Skills assessment: conceptual organization

Assessment acts as a guidance consultancy that mainly regards human resources (Di Fabio, 2002). It is an appropriate practice for accompanying the subject who undertakes a process of development, professional adjustment and re-definition of role (Bottegoni, 2003).

It is aimed at improving professionalism through actions of accompaniment, support and guidance of those workers who find themselves facing various transitions in their working lives such as unemployment or re-integration in employment (Serreri, 2006). It is more generally characterized as an intervention for those who have

previous work experience and wish to re-plan their professional life through a method of assisted analysis and self-analysis of skills, aptitudes and potential. (Bottegoni, 2003). This intervention is proposed through a course of individual eye-to-eye consultations – consultant-user (though there can also be some group meetings) – favouring talks as an instrument.

The main characteristic is the personalization in the structuring of times, contents and sequence of the activities that are defined in consideration of the personal characteristics, the analysis of the motivation for the course and the definition of the desired results. This type of intervention as well as an active collaboration with the consultant, requires a strong personal involvement from the beneficiary that stems from a desire to change present working conditions. Such involvement calls for an active, voluntary participation of the beneficiary that is constant and responsible, the lack of which must mean preclusion from the course

Such planning gives an evolutionary prospective of change, through which the person can anticipate the variations, and a defined line of action. In operative terms this is carried out through a mobilization of the resources and energy of the person, which is necessary to be able to work on the awareness of self potential and resources, to be able to use them for programming a professional project.

The starting point is the examination of the history of the person to analyse skills and personal characteristics – interests, values and aptitudes – and potential. Eventual conflicts and the level of motivation involved must also be taken into consideration.

As well as a “pedagogic” value, the Assessment is also “instructive”, which shows through various operative modalities, that make use of a

large typology of tools (biographic methods, self-evaluation exercises; compilation of a personal or professional project; exercises of matching demand and offer of jobs etc.)

In these terms it also carries out an important function of empowerment in that it facilitates the reconstruction of strong points and possibilities of evolution, is an important starting point and a resource for the starting up of any project, concurs in taking into consideration new alternatives and opportunities, gives awareness on how to obtain the necessary resources and increases self-esteem and self-efficaciousness (Bottegoni, 2003).

A structured practice, in this way, has multiple positive spin-offs in training terms as well as those of self-awareness, more specifically:

it develops reflection (on personal actions, experience, solutions, for restructuring knowledge);

it develops the ability to orient behaviour (starting from a comparison between personal work experience and the various ways of learning, the person attributes significance to facts, identifying new possibilities that stimulate planning);

it develops a process of self-learning (that figures as a personal discovery, produced by individual research);

it integrates knowledge from different origins and sources (from life and work experience, from formal, non-formal and informal training);

it favours a cognitive goal and goal awareness (we are on a more general thought level that regards knowledge and activities which have the same cognition and functional control regulations).

It is necessary, though, that the Assessment activities integrate the retrospective dimension and the prospects of the person. The first

includes the various actions of evaluation of knowledge (general and professional), skills characteristic and aptitudes. Here must be inserted all those actions for increasing awareness of values, interests, aspirations and motivation, referring to the significant moments of the professional course, to the actions of recognition of resources and potential that have remained unexplored.

The prospects include, on the other hand, those actions that define the context of the business and employment market, that identify the potential for growth and the desired prospect and that identify all the fundamental elements for putting into act the process of change that has been decided on.

This process places the subject in a position to be able to measure his potential and employability.

Realising the complexity of the elements so far described, it appears useful to further schematize the fundamental aims of Skills Assessment, which may be laid out as follows:

to give support in the programming of the analysis of the professional itinerary (passed and present) starting from practical experience to translate this into useable skills and abilities:

to facilitate the identification of values, preferences, interests and aspirations;

to promote the compilation of a personal project through a negotiation between the idealistic aspirations of the person and the real opportunities, between the possibilities of the individual and the contextual ones.

The elements that characterize and drive the Skills Assessment are: planning, pro-activities, individualization and training.

Planning is the constituent dimension of Skills Assessment that shows the will to change and diversify.

Pro-activity is the active method that evolves under form of self-analysis, assisted by the expert who may make use of various support tools, such as grids for the self-analysis of skills, knowledge, laboratories, simulations, etc. The active method develops the inclinations and aptitudes of the person to act, to plan and commit himself in time, therefore it implies a total, unconditional and free involvement.

Individualization, understood as personalization, underlines a made to measure layout, that includes the organization of the entire itinerary in time, in the structure of the interviews, in the participation at seminars in the companies, guided visits to places of work and all that comprises the itinerary. This is because the wealth of training, professional and life experience is individual and unique.

Training is implicit in the Assessment course, it is not traditional training of a transmission of knowledge, but a maturing training that has as its aim the modification of behaviour and personal conduct through the maturing of new motivations and convictions that allow for a new professional and personal image.

All the above mentioned elements need to be stimulated through reflection and biographic-narrative thought.

This coupling, biographic-narrative thought with reflection act in an entwined and interconnected way.

Reflection stimulates the creation of links, establishes relations and correlations, attributes significance, re-interprets experiences, identifies problems, the weak points, etc. Reflective investigation, within a personal course of assessment, shows up in a positive way in

planning, helping to develop the reorganization and dismantling of the known schemes and actions.

Narrative-biographic thought is at the base of Assessment in that self-analysis of personal skills and the modality of acquisition are realised by going over ones own history through narrating it. Specifically, it is a brief account of life, through biographic interviews, reconstruction of events, etc. Through this narration, the individual attributes significance to his experiences and works on the intent. (Serreri, 2006).

This procedure of targeted reflection permits the identification of the knowledge and skills that come to light when going back over past experience and without which they would remain hidden. (Ruffini, 2006).

2.4.9 Development of Skills assessment in Italy

In Italy the situation is not as well structured as in France, this is for two fundamental reasons; the lack of a similar legislative picture of reference and different modalities of considering some elements of the consultancy itinerary.

More precisely, on a legislative level, there are no laws in Italy that provide for Skills Assessment, some traces can be found only in regional regulations.

The denomination of Skills Assessment in Italy indicates some actions carried out by the various services for employment, the same that, in

the French services are defined as actions different from those of Skills Assessment.

Also, in the Italian situation the differentiation in the typology of users of the services has brought about the setting up of varied approaches of intervention to better answer these differences.

They go from practices of Assessment centred on the individual to those more concerned with a group, from analysis of experience to training-educational functions.

Even though the analysis of skills remains the most important part of the practice, the focus of Assessment has moved in time to another general scope: to develop the ability to manage the professional itinerary. In this way stress is put on the educational component of the matter, that, while aimed at supporting the planning, at the same time it figures as an act of counselling, in fact the person finds himself having to re-programme and re-define some problems.

In this way we enter into a procedure of dynamic interventions that allow for a wider vision of a more general intervention, that takes into consideration the problems of thematic transition connected to the choices made and the solution to the problems. From this point of view, the development of the person is evaluated in a global sense within the social and historic processes, emphasis is laid on the connection between the many variables – as already mentioned – that interact between them (cognitive, motivational and affective) and in the specific contexts in which they evolve.

This has brought to the development of various techniques that focalize the conception that the person is responsible for and author of the solutions of his problems (Ruffini, Sarchielli, 2001, 39-46).

During the itinerary, in fact, a relationship that is founded on the development of his decisional abilities is established. (Bernett, 1977). The counselling is aimed at the identification and reconstruction of the cognitive patterns and the implications that these have on what the problems represent and on the strategies for improvement and solution. Therefore, it is specifically intended as a process of awareness and learning for re-organizing, removing or modifying cognitive, emotional and affective obstacles that influence the planning quality.

The various types of intervention that have been gradually developed emphasize the role of support for handling those problems relative to the professional world, dealing with them in counselling. In this sense the Italian practices are more similar to the French ones. It must be pointed out, however, that the Italian model differs in the conception of professional skills on which more attention is placed for their operative repercussion.

Aware of the fact that in Italy regulations and consolidated experience of Assessment do not exist as they do in France, interesting points for reflection can, however, be drawn from there.

First of all there is the “three part management” of the service, that foresees the involvement of the social parties and public institutions for employment in the definition of the strategies and addressing of the services, which in Italy translates into the Region and the Province.

Another aspect is the “inter-institutionalism” of the structures intended as a constant relationship of continual exchange between the various subjects, such as the services for employment, guidance and professional training for adults..

A last interesting factor is profitable for the beneficiary who uses the services. To foresee a remuneration means to fully recognise the rights to receive such service and, in second place, is an incentive for the person to finish the development project and professional re-positioning. (Selvatici, D'Angelo, 2002). With regard to the beneficiaries of the service, it refers to the same category of users as in the French regulations, that is adults with previous work experience who wish to improve themselves professionally or change employment.

Going back to the practicability of the tools, another prospect for development can be found in the services aimed at the companies, within which it is hoped to prevent situations of unemployment and mobility so as not to have to face these problems in a second time, with all the complications they bring.

However, it must be stressed that in the present context of national services of vocational guidance and employment it is not plausible to imagine autonomous structures for the activities of assessment. (Selvatici, D'Angelo, 2002).

2.4.10 The tools for assessment: structure and articulation

Skills assessment is outlined as an itinerary characterized by activities and actions grouped into phases. The articulation of the course foresees three fundamental phases, each one having a specific aim. The time limits foreseen for these three phases of the Skills Assessment go from sixteen to twenty-four hours.

In some itineraries a fourth phase of verification is inserted, a follow-up, that is carried out six months from the last one.

2.4.11 Reception phase

This is a preliminary phase that has two fundamental functions: one of welcoming to the itinerary with an explorative character, where the application is analyzed; the other is as a filter and has as its aim the evaluation of the possibility of undertaking other consultancy actions, different from those of the Assessment.

The interview is the basic tool for the analysis of the application and the explanation of the motives of the person who presents an application for intervention. It is opportune that, at this point, the subject formally undertakes to follow the process of development.

This is also a moment for informing on the itinerary that is about to be followed, where the techniques and modalities that are the base for assessment are illustrated. At the end of the reception phase the consultant and the beneficiary, compile a solid hypothesis of personalized itinerary.

It may happen that in some cases there is a preliminary group phase in which the general information on assessment is given.

<i>Summary table</i> RECEPTION PHASE
MODALITIES FOR PUTTING INTO ACT
Functions as a filter through key questions posed by an operator.
Functions as a welcome for a deeper analysis of the application, more detailed information and contract defining.
AIMS
To do a first analysis of the application to define the most adapt intervention between assessment and other possible services; to give information on the itinerary to favour the particular motivations and expectations; to examine the analysis and decode the application; to establish the specific aims of the course and define an assessment "contract".
ACTIONS
objective and subjective evaluation of the applicant; identification of the application and expectations (personal, professional, social reasons); presentation of the itinerary of assessment from an educational as well as a formal point of view and its availability; definition and stipulation of the contract.

2.4.12 Phase of analysis of potential

This phase is the heart of the intervention where the personal and professional resources of the person are explored with the aim of increasing the level of awareness and bring out his weak and strong points. The focus point is the analysis of the life of the subject, to reconstruct his experiences, knowledge, skills, values, professional interests, expectations and the main reasons behind his motivation. To this end, specific tests, in non-diagnostic terms, may be used. Another important element in this phase is the supply of information on the professional and occupational situation, to individuate realistic paths to follow for growth and change. In particular, work is done on the information and enlargement of the scene of reference relative to the tendencies of the employment market, local prospects of

employment, the profession and on training courses. The better awareness of the prime resources and new information help the subject to start to outline a project. To verify the feasibility, the user analyzes and evaluates his skills in function to this outline, and verifies the feasibility through a comparison with the context of reference. After this first outlining the subject proceeds to planning the project and defines a plan of action for carrying it out. More specifically, the usable skills, the eventual areas for development and all the intermediate stages which are necessary for fulfilling the project are identified. Summing up, the areas of intervention taken into consideration in this phase are four: self, the environment, the outline of the project and the verification of feasibility, the project itself and the plan of action.

<i>Summary table</i> ANALYSIS OF POTENTIAL PHASE
MODALITIES OF PUTTING INTO EFFECT
The function is to create an area for exchange and programming the information, aimed at more awareness and decision making. Opportunities and occasions are offered for professional and personal verifications (individual self-managed or guided activities, comparison between analysis and planning and activities of group training).
AIMS
to identify and reconstruct the knowledge, skills and psycho-social resources of the client; to analyse and evaluate skills, the mechanisms and processes that preside over and sustain the acquisition of skills; to develop and evaluate the knowledge of the subject on the opportunities offered by the outside world; to promote the comparison between personal resources and the opportunities offered by the context, to be able to identify the usable resources and to develop and focus on the transferable ones; to promote the process of building up a professional possibility; to define the project of professional growth and compile a plan of action; to define the modality for carrying out the professional project in a logical planning of the necessary actions for starting up and fulfilling the project, as well as verifying its feasibility.
ACTIONS
to get to know each other better. to know about and interact with the environment. outlining of a project and external verification. plan and programme action.

2.4.13 Phase of programming the final project

This constitutes the conclusive phase of the itinerary and foresees an action of concise re-programming relative to the elements that have previously come to light. In this phase the significant elements, that have been identified during the itinerary, are fed back to the beneficiary; this favours the recognition and evaluation of the aspects that facilitate and/or obstruct the person in the fulfilment of his professional project. The compiling of the portfolio of skills is foreseen in this phase. The consultant, together with the client, elaborate a draft of a summary document that will be examined and discussed for a final compilation. Lastly, the professional project and plan of action are finalized. The final summary document contains:

- motivation of the application with eventual typology of an imaginary project;
- evolution of the itinerary in terms of time, articulation of individual and group meetings, main stages in relation to the aims;
- important acquisitions that the subject has gained during his training and professional course;
- areas of non-professional interests and activities;
- factors that favour or obstruct the putting into operation or fulfilment of the project;
- plan of action with the main stages for carrying it out.

<i>Summary table</i> PHASE OF PROGRAMMING THE FINAL PROJECT
<i>MODALITY FOR PUTTING INTO ACT</i>
Restitution of the significant elements and useful points that have emerged during the course, with relative documentation. This restitution gives a sense of achievement to the subject and a systematic verification of his participation towards reaching the stated goals.
<i>AIMS</i>
to re-elaborate, put into prospective and summarize the elements relative to the subject that have emerged during the explorative and analysis stage; to give back to the client those significant elements of assessment and to make a comparison of the contents and results, using the summary document of assessment as a tool; to compile the portfolio of skills, also evaluating the aspect of dynamic growth; to start up the project of development and carry out actions of support and accompaniment, also foreseeing an eventual redefinition/adjustment of the project.
<i>ACTIONS</i>
reorganize the elements that have emerged during the assessment compilation of the draft of a provisional document to be discussed with the client. discussion and comparison between the client and the consultant for the fulfilment of the professional project. compilation of the final summary document. planning and compilation of the skills portfolio action of accompaniment to support the client in the development of the project and its progress.

2.4.14 Phase of accompaniment (optional)

This phase of accompaniment is not always present in the assessment itinerary.

It is activated after six months on request from the beneficiary with the aim of verifying the progress of the professional project and making eventual adjustments to it. (Di Fabio, 2002).

2.4.15 Output of the assessment

The itinerary of the assessment concludes with the preparation of three documents which form the conclusive product and are: a summary, the professional project and the portfolio of skills.

a) The summary

It is a final document, as previously stated, describing the motivations and events that have led to the assessment, the activities that have been carried out, professional acquisitions, a summarizing picture of the skills, resources, strong points, the areas of development of the user and the results of the assessment. This is a private document and property of the interested person who can autonomously decide ways and means for its diffusion. It can become a useful instrument for evaluating skills with other people, or may be personally consulted to follow developments after the assessment.

b) Professional project

The aims are defined for professional growth and/or training, means, actions and the phases of activity necessary to obtain this. The project may foresee a course of professional training to improve existing skills and develop others, to be able to enter into the desired profession. It is possible that the person, following the course, decides to turn to sectors that he had not taken into consideration before. Portfolio of skills. This is a purely personal document that presents as a professional dossier containing the description of all that constitutes the personal and professional course of the subject (curriculum, certificates, qualifications, testimonials, etc.).

2.4.16 Models of reference

In the face of the variety of existing practices, some authors have tried to trace the main theoretical principles in which assessment can be placed.

The proposed classification brings to four main theoretic models of assessment (Levy-Leboyer, 1993; Castelli, Ancona, 1998; Selvatici, D'Angelo, 1999).

2.4.17 Relational approach

Approach inspired by Rogers of the non-directing type, centred on the person, and that emphasizes the interpersonal relationship between client and consultant. The main aim is to bring out awareness and knowledge of self.

These philosophical bases are perfectly in line with the system of assessment. It is necessary, though, to be careful to not transform the course into one of a therapeutic type, losing sight of professional growth.

The practice of assessment is indicated as support for adults who find themselves in difficulty, specifically foreseen for the category of the unemployed. It concentrates on relative processes:

on knowledge of self and awareness of personal resources for guiding and managing personal professionalism;

on the evaluation of the autonomy of the person, while supporting them in the process. This is given more importance than the product (which is the project);

on the application made by the client which is considered affective in that it implies a request to regain faith in self and increase self esteem;

to the operator-client relationship of the non-directive type, characterized by empathy and centred on the other person; this modality facilitates free self-expression.

The tools used are: non-directive talks that, with reformulation, aim at an increasing awareness of the problem; the group that, through confrontation, increases information on the person; questionnaires, autobiographic reconstruction that, through analysis and expressing a portrayal of self, reconstruct a personal identity.

2.4.18 Differential approach

This type of approach emphasizes the individual differences. The characteristics examined are the stable, observable, and measurable ones.

The tools used are tests, structured questionnaires, techniques of systematic observation for conduct. The requirements for these tools are that they must be valid, reliable and dependable.

During the itinerary the tools used are those of knowledge and aptitude, the questionnaires are on personality and interests, the scale of values and observation of conduct during the simulations.

The use of these tools is aimed at increasing the capacity of autonomous management of the personal professional course and is not diagnostic. It must be kept in mind, however, that these tools reveal personal factors that imply skills but do not measure them.

They must be used in a personalized way keeping in mind the particular situation of each user. It is also necessary to pay great attention when consigning, as it must be seen to be a proposal and not risk being seen as a diagnosis.

The assessment itinerary does not intend to be a predictive diagnosis, but is to develop the self-management of the professional course, the tools are useful in this, thanks to the precise information that is supplied on the resources and limits of the person, even though it must be kept in mind that this does not cover all the activities of the itinerary. A last point relative to the use of tests is that of paying attention to selection, carefully evaluating the individual characteristics of the user and the structure of the itinerary.

2.4. 19 Ergonomic or expert approach

This approach takes into consideration the skill in strict relationship to experience and operational procedures. The skill is taken as a structured whole including knowledge, ability, reasoning strategies and procedures for using information on a specific professional task.

Therefore, a skill is intended as a process that allows one to carry out a customary task, guided by relative knowledge and competence that lead to the results.

Skills are therefore connected to experience and the actual process of the task. It does not only involve knowledge but also the presentation of the task and the carrying out of the work. In this sense experience is the foundation of a skill.

Real situations are examined during the assessment, and for each one there is an analysis of procedure, the knowledge connected with it, how it is managed and the approach to the task, to render the person aware of the underlying skills.

These proceedings develop the awareness of the person in relation to the procedure, strategies, role, knowledge, etc. More in general, it helps in the growth of knowledge of the regulation of the cognitive processes involved.

It can also be useful to examine the motivations that have previously obstructed the work experience, starting from an analysis of this experience. The underlying aptitudes and characteristics of the skills should be emphasized to be able to use them in situations other than the normal ones. In this way these skills are strengthened when it is realized that they are transferable, a process that is necessary to verify the real possibility of development of the subject.

2.4.20 Approach base on self-image

The focus in this case is on clarifying the image that a person has of himself to favour integration of new information.

The aim is to increase the level of self esteem and faith in ones own ability to be able to act on the motivations.

The tools used are the scale for measuring self esteem, questionnaires aimed at identifying personality tracts and profile, techniques of semantic differential.

The general aim here is to get the subject to emerge from the stereotype image that he has of himself and to develop a more realistic conception, through reflection on aspects that, in the past, he has not taken into consideration.

Each one of these approaches places emphasis on different aspects that, taken singularly, may be limiting and restrictive. Therefore it would be best to use an integrated type of model, that includes all the potentials contained in each prospective, aiming at a reflexive vision that takes into consideration all the complexity of the aim of Skills Assessment (Di Fabio, 2002, 116-122).

2.4.21 Concept of skills

The exploration of the skills assessment itinerary cannot be separated from the concept of skills. The assessment itinerary is, in fact, based on the principle that the person gradually develops his skills during

his entire life span. Therefore, not only the skills acquired in a formal way should be taken into consideration, but it is also of fundamental importance that the other skills acquired in the course of life experience are identified, even if they have not been formalized. To do this it is necessary to find good devices that permit their recognition and certification. It is opportune to dwell a moment on the concept of skills in that they are the prime subject of the itinerary (Castelli, Venini, 2002). The concept of skills is so very wide and articulated that there are many approaches to its definition in literature, generating different ways of considering skills (Sarchielli, 1996). In following are presented, synthetically and not completely, some models of skills that can be defined as the deductive type.

2.4.22 The Burgoyne and Stuart model(1978).

The basic concept is that the subject acts in his environment carrying out an internal plan with the intent to fulfil certain aims. The environment, in turn, supplies a feed-back on the changes that he may have produced with his actions. This approach identifies ten abilities divided into three groups of skills: grammatical, pragmatic and target-skill. The grammatical skills are relative to the working knowledge from education, data and facts. They regard the knowledge of situational and contextual elements and those of a professional technical-specialized content which refer to a particular job. The pragmatic skills refer to the knowledge of a person in relation to systems of regulations valid for certain actions and the

ability to put them into act. In particular, attention is paid to the rhetoric and analytic capability to solve problems, take decisions and make judgments, the diverse social capability and ability, the emotional reaction to events and the ability to work under stress. For target-skills is intended that which the subject does to obtain a change for the better in the system of the various possibilities that can be chosen from. Among these are the innovative skills in a creative sense, the ability of immediate and elastic thought and the ability to learn in a balanced way, such as being able to think in an abstract and tangible way.

2.4.23 The Pfeiffer model(1983)

This identifies a series of skills of the operative type correlated to finalized actions, that is, to aims and results. The identified abilities are divided into eight areas that are further divided into sub-categories to the final description of seventy specific skills.

The eight major categories are: communicative; problem solving and decisional; planning and programming; handling people's problems; organization; integration in groups; development of work relationships; personal abilities for self.

2.4.24 The Marchetti and Quaranta model (1984)

A model that has placed more importance on the evaluation of potential, through a diagnostic type of intervention aimed at highlighting those characteristics, abilities and aptitudes that are not used in the ambit of the normal activities.

Potential is not intended here in an absolute sense. The authors state that this model is most adequate for very competitive situations.

The components for evaluating can be found in managerial tasks, social and interpersonal abilities, problem solving and in the influence on results.

Each one of these areas holds specific behavioural abilities that give a profile of skills.

2.4.25 The Hay-McBer model (1983)

This model identifies a collection of different skills according to the professional system of reference, a particular that differs it from other models. Those factors are looked for that render the work performance qualitatively positive in a certain organizational context, which characterizes it as an inductive-experimental type of approach. The tool is the interview, that investigates the modality in which the subjects, with a certain professionalism, face situations of successes and failure. Once the interviews have been collected they are decoded and analyzed and a plan of skills is slowly compiled. This

approach allows for an analysis of the duties performed as well as the identification of the personal characteristics of the individual. With this model, numerous models of skills have been compiled, forming a rich record of behavioural skills built on those abilities which are most used.

2.4.26 The Campaglia and Quaglino model (1992)

A model that initially developed in the sphere of evaluation for the newly graduated and, in following, has been used in the professional context. With this approach, three fields of skills are identified and they are knowledge (specific knowledge required by the profession and in a general field), abilities (professional competence connected with the professional activity) and qualities (personal talents fundamental for implementing the abilities and directing the organizational behaviour). These three levels are articulated on another level, according to the operative modalities and strategies present in the various employment contexts. The model also calls for more specific articulation aimed at identifying the actions or forms of conduct in which these abilities are put into use at work. (Tanucci, 2005).

2.4.27 Assessment for the immigrants: two good practices

In literature and the functioning of the structures, it seems that the experience of skills assessment aimed at immigrants in the Italian situation is not documented on a formal level. This, however, does not mean that it is not done.

We report two experiences of good practice that, while not strictly being skills assessments, can supply some interesting points to ponder.

2.4.28 Job Centre di Genova

This experience was carried out in the Job Centre of Genoa, an experimental centre financed by the Zenit Urban community initiative.

The Job Centre used the French experience for the skills assessment. This was possible thanks to the inter-institutional structure based on a network, not only local, using various types of collaboration, between equals as well as with experts, with the aim of transferring methodologies and knowledge and the transfer of the practice of assessment is a particular example. The transfer came about because of the necessity to formulate a procedure of assessment and for this a "label" process was started, which finished in 2001 with a certification of quality by the French Federation of the Centre of Assessment.

The experience of consultancy with immigrants gave life to the project "Extra Competenze (skills)" in which public and private subjects participate, among which the Municipality of Genoa with its relevant contribution.

The general aim is to develop the level of utility of the educational qualifications, skills and professional experiences acquired and matured, that is, to prevent the immobility and professional isolation of the immigrants.

To this end there has been a focus on the identification and reconstruction of their skills, using as a reference the portfolio of skills together with the other interventions. This dossier represents a memorandum for the recuperation and recognition of the skills, as well as a collection of experiences for an evaluation in comparison to the outside world.

The project is divided into various phases.

Preliminary phase. The agencies propose the itinerary with the support of the planning team. Following the identification of the user, an entrance interview is held that includes the analysis of the application and the formulation of the reciprocal duties of the user and the consultant.

Compiling of the Portfolio. In a few interviews, information is collected on the training and professional experience, which allows for a definition of the professional profile and the formulation of the skills. This information is put together in a structured file.

Engineering of the certification. This is an occasion for developing the work of research and comparison, for recognition and evaluation of the professional profiles. The bodies that can certify the profiles are

also identified in this phase. The manuals and inventories of the professions are the tools that are used here.

Integration in a company. A useful phase in the case in which, as well as recognition of skills, it is necessary to verify them in a work context.

Equipollence. This weighs up the opportunity to put into motion the recognition or equipollence of the educational qualifications with those of the socio-employment situation in which employment is wished to be found.

Training itinerary. This is an additional phase in the case that it is desired to enrich the existing skills, in view of a capitalization of experiences.

Support. Support for the person for translating the work done into an eventual positioning in a satisfying job.

From a first evaluation of experts, satisfying results are inferred in terms of learning, efficaciousness and efficiency in relation to the actions and the instruments.

Also, for that which concerns the outcome of the procedure, the most significant aspect is that the project, requires operators with very high skills on a methodological level and for the tools used. (Oliva, 2002).

2.4.29 ENAIP –Ri.So. Project (Social Resources)

In the background there are the already known problems that obstruct access to employment of the immigrants: common general problems and particular problems connected to subjective and territorial conditions of the single categories of immigrants.

More directly, though, the multi-regional project Ri. So. (Risorse Sociali- Social Resources) has in the first place taken into consideration the problems of needs deriving from articulation, differentiation and culture, requiring differentiated and personalized answers, on one side and multiple and integrated ones on the other, in a horizon of options and opportunities that, as well as having an evolutive and not automatic reference, increase for the variety of the subjects that come onto the scene, requiring ever more refined and complex interventions.

In second place the project has also taken into consideration the problem of dispersion and isolation of the experience of training and support for employment integration of the immigrants. The RiSo project has orientated the solution of the problems of organization and efficaciousness to give an answer to the particular needs of immigration:

- ✚ the passivity in which the immigrants live their needs, so that they do not reach the level of conscious planning of an autonomous life and professional project,

- ✚ the interdependency of needs, that appears as aggregation expressing, in its entirety, the quality and nature of the migratory project,

🇪🇺 the deferment to a cultural mediation that relates needs, projects and answers and guides the increase in the independency of the immigrants.

The Social Resources project (2000 –2001) was carried out in three regions: Sicily, Lombard, Emilia Romagna.

The project was aimed at favouring access to the employment market and social integration of the immigrant citizens and their families, implementing the actions of the territorial organizations involved through coordination, the networking of the already existing actions and the experimentation of new methodologies of intervention of guidance and training at work.

The project proposed to build up networks of stable relations between the various subjects involved in the migratory environment, able to capitalize, reproduce and re-plan experiences, resources and instruments for the starting up of new processes and access to guidance, training, consultancy and tutorial services for the immigrants, operators of the services and the social, institutional and economic protagonists involved.

End-users

🇪🇺 Local interlocutors: 10-12 local interlocutors per Region, from public and private sectors, who work with functions of responsibility in sectors inherent to the employment market and/or the immigration world.

🇪🇺 Non European Community country immigrants: 13 non European Community country immigrants per Region, in regular with the laws on immigration to be accompanied along a vocational guidance and training at work itinerary .

Methodology

✚ Research-action formed of courses of training, seminar work and individual experience. Production of methodology, resources and services. Experimentation of new models of intervention with the end-users.

Aims

✚ To build up and consolidate on a local level methodologies and work organization in a network respecting the themes of work and immigration.

✚ To build up a notional system of capitalization and transfer of experiences, resources and tools of social intervention.

✚ To plan, build up and experiment itineraries, skills, methodologies and tools for guidance and accompaniment, individualized for the work of immigrant citizens.

Identified local interlocutors

✚ Business Associations (industrial, craftsmanship, commerce), Union Organizations, Local bodies, Education Superintendency, Voluntary Associations.

Articulation of the intervention:

Preparatory phase

✚ Feasible local planning was centred on research and analysis of the territorial needs

Phase I – Build up of the network

✚ Definition of common strategies; creation of the network

✚ Acquisition of a common language and specific knowledge of the migratory phenomenon

✚ Collection of information from adequate sources

✚ Acquisition of the ability to exchange and compare services.

✚ Exploitation of the resources of the territory

Phase ii – Production of resources and models; planning itineraries for integration

✚ The production of resources is done through the presentation of specific experiences and some key organizations for the management of various aspects of the immigration world, of the tools and the opportunities that such organisations use. This gives an extension of the network.

Phase iii a–iiib – experimentation of new courses of integration

✚ For the local operators the experimentation has been done, above all, by the inter-regional exchange in first place and by the transnational one in following, where experiences and different results and significances have been measured and compared, which offer many points for reflection.

✚ The build up of the course-work integration itinerary has been the occasion for experimenting the territorial network through the creation of the “battery” of 13 courses of social integration and professional starting up for the end-users.

✚ The immediate aim of the employment integration of the end-users, through the itinerary of courses, has been reached only for a part of the participants, while the activation of a social network that gives, and will give results, even after the end of the project, can be held as a positive point for all.

✚ The thematic-operative fields dealt with are: information and guidance for living and working in Italy; education and schooling; vocational guidance; professional training, employment integration and development of entrepreneurship; safeguarding of citizens rights;

cultural and associative autonomy and interaction with the social system; cultural production and inter-cultural exchange.

The activities carried out:

✚ collection, analysis and adaptation of experiences, tools and resources (above all multimedia, hypermedia, and interactive information, guidance and training), organization of a resource centre for diffusion in the network;

✚ development of models and methodologies of intervention based on work/exchange, flexibility of the itinerary, personalized and intensive use of sources of information; development of procedures and methodologies of transfer of quality models;

✚ experimentation of new models for integrated and flexible intervention, creation of local networks – integrated territorial project groups (training, social, economic and institutional, operator and immigrant subjects)

✚ organization of interfacing between the general and territorial systems, organization of a local system of self-training, information and vocational guidance with branches at the places of work;

✚ experimentation of itineraries (vocational guidance, training, accompaniment, entrepreneurship) based on self-guidance, flexibility and use of alternating forms and integration of resources and opportunities (in particular: skills and social, cultural and professional potential assessments, personal and group project workshops, tutorial accompanying of groups and individuals along the itinerary, integration in the assigned network).

For the immigrants involved in the activities they refer to:

✚ the acquisition of linguistic, personal, social and planning autonomy and the ability to have intercultural relations,

- ✚ the awareness of and the ability to organize a personal course of integration,
- ✚ the ability to access services and affirm rights of citizenship,
- ✚ the practical knowledge of the professional area of possible integration and the acquisition of specific technical-professional skills in view of targeted employment.

The sectors (personal and home services, manufacturing industries, agriculture and the building industry) have been considered the most consolidated for local employment (for the remunerative function towards the immigrants in some geographic and productive areas) in regard to the planning of the more qualified, specific itineraries of employment integration, being less precarious than spontaneous ones.

Specific attention has been paid to an area of the market which the "ethnic"- cultural character of the immigrants' work could be better expressed as a resource and where the diversity could become a competitive advantage and a resource. In this case, the areas of reference have also been those of information and cultural production, of services of relationship with the countries of origin and other foreign countries, of consumer (catering, commerce,.....) and ethnic-cultural ones. In this way the immigrants have been accompanied towards stable and skilled employment integration, including subordinate employment with open-ended contracts.

2.5 CONCLUSIONS

Employment, a true “equal” and “normal” job, is one of the main elements for the reconstruction of individual identity and dignity of every person and in particular for the immigrant.

The key to the success of a generalized intervention for placing in employment and integration of immigrants is the individualization of the interventions and the networking of those functions that support it.

This is what has transversally emerged from the comparison between the various partners which has given cause for reflection on the various methods for evaluating skills.

In our course of sounding out possibilities, we wished to have a clearer idea of the situations of reference that could be helpful in better understanding the phenomena of social exclusion concerned with the problems of immigration, to better visualize and interpret that which happens “in the field”, where a plurality of social protagonists operate, to identify usable approaches and priorities for identifying a programme of interventions.

In highlighting the actions carried out by the TEFI partner countries, involved in answering the problems that immigrants meet on the subject of employment integration, we underlined the necessity, in fact, to create courses that affirm the central figure of the immigrant intervening with contextual activities of “mediation and support” (companies, socio-assistance services, services for employment, etc.).

The activities of “mediation” and “support” in employment integration are one of the sectors of social intervention in which conceptual clearness and professional specialization are not only useful but indispensable.

There are no better or worse models, but immigrants who can be integrated individually or collectively (cooperatives and/or companies specifically created by immigrants) in the normal productive system and contraposition is almost never useful for the solution to the problems of employment integration and the networking of the interventions.

A fact that everybody has had to take into consideration, and that has become a tangible point of reference in our transnational project, is that each one of us works in an economic and organizational context that makes the opportunities for integrating immigrants very specific and “local”.

The integration projects and the choice of methodological models cannot be made without considering this specificity and therefore with a modality linked to the culture of the particular geographic area. The unifying element is however the need for seriousness and professional skills.

The method must be built up by research; it can only come to light and be formulated at the moment in which the point of arrival becomes a new starting point, but this time endowed with method.

We believe that in almost all the partner countries the experimental phase of employment integration can generally be considered concluded and therefore we can start again “endowed with method” and with a capacity for synergy and coordination, paying attention to

three fundamental and closely correlated concepts: that of “identity”, that of “social role” and that of “status”.

Identity is a fundamental need for every person. A great part of the psychological wellbeing of an adult depends on this aspect.

The problem of identity for the immigrants brings us directly to the theme of the social role as a fundamental factor of self-image; in the world, the social role is that which connects the individual the social complex and governs every relationship between people within society.

There is, therefore, no hope for immigrants for a social integration without them being assigned a role that, in this perspective, becomes a sort of mediator between the individual and the structure.

To be able to understand the possibilities of access to the world for immigrants in the context of role, it is fundamental to refer to the other concept, that of “status”, which is inseparable from role.

Status is the social position assigned to an individual that the person occupies in relation to other statuses.

When the subject, within the position that has been assigned to him socially, takes on the relative rights and obligations, the status becomes a role.

In this perspective the role represents the active aspect of the status, the status in action.

It is useful to point out that a status is however assigned to an immigrant in any place in which he is integrated and/or works and with this comes, wanted or not, expectations that we must identify and attentively reflect on.

The role is an interactive behaviour so the person to whom no social role has been assigned is, in this sense, deprived of the ability to recognise the roles of others.

The social role brings with it precise rules of behaviour that can be learnt by the immigrant, from the moment that it is clear (in everybody's eyes) what is expected from them and what they must do if they wish (through the role) to participate in the social mechanism.

Also, the analysis necessary to understand the evolution of the old and new forms of alienation, must necessarily develop through the knowledge and competences that are ingrained in the community which expresses them.

The dynamism and degree of the relational nature in social and training work in particular, are fundamental elements of a continually changing society; a society in which the growing iniquity of the distribution of resources and opportunities is ever increasing and all this requires a capacity for giving different responses to the processes of social exclusion of the immigrants.

Who holds the Problems to be ineluctable, ends up losing sight of the meaning of social and training work as an instrument for favouring change and therefore finds themselves planning services and projects to contain, control and even isolate the problems from a healthy social context. The social and training services end up being seen as places in which one works with people who nobody wants!!

To take the complex and global characteristics, that are at the base of the dynamism of the social phenomena, means to open the way for the community, without useless and counterproductive simplifications or reductions, and it also means working towards a recognition of the

needs and resources existing within the community, acknowledging links and competences.

All this implies a rethinking of social and training work for immigrants as a re-building of the social cohesion, in that it is capable of giving back to the community speech, ties and power through a network of interventions, actions and projects. It means giving voice to experience, to find adequate shared and involving solutions to the needs and problems of the individual, also through the planning of innovative services. It also means reviving ties and finding, in the relational dimension, resources that otherwise would not be available in professional services and operators.

It is exactly on the base of experience and values that the partner projects of TEFI are animated, this is an attempt to bring some light to the evolving situations that have dramatically hit immigration and employment; each one bringing a contribution of their own experiences, so that from Teramo to Vilnius, from Braunschweig to Metz, the theme of immigration has been faced keeping equally in mind peoples rights, whether they are native or foreign, and the necessity – for the entire international community – to identify efficacious forms and tools to fight the deviant phenomena of immigration and the disadvantage of a lack of employment integration.

Although many actions and undertakings have been carried out, such positive elements do not, however, compensate for those many other aspects that leave dissatisfaction and that create worrying question marks and consequently, call for a profound re-consideration, because they seem to touch the inalienable rights of the individual, no matter if they are foreigners or irregular workers.

The migrant must be considered not as a simple production tool, but as a subject with full human dignity. His migrant condition must not render his right to fulfil himself as a man uncertain and precarious, and the society he enters has a precise duty to help him in this sense. We believe that even the condition of being legally irregular does not allow for a discount on the dignity of an immigrant, who has inalienable rights that must not be violated nor ignored.

Personal freedom, the possibility to be legally defended in court, asylum and humanitarian protection, family unity, employment, that is the right to a stable migratory project for himself and his family, all come into these rights

Now, if we wish to go from separate, individual identity to the community plurality it is necessary to take into account all the cultural positions diffused in public opinion and we cannot accept that the immigrant undergoes a split from his unitary identity: the employment force on one side, cultural and/or religious identity on the other. It must be clearly stated that a multicultural nation is a true possibility.

The concept of integration is not easy to define. There are different models of integration, which have already been tried out in various countries as, for example, the United States, France, England and Germany. None of these is perfect, research is underway almost everywhere and confusion should not be made between integration and assimilation.

It has become a necessity to build plural Countries, based on the principle of open and inclusive citizenship, on a culture of work, legality and solidarity, as a presupposition for a democratic

community where there is room for recognition of the different identities.

Services for employment without doubt play an important strategic role, as catalysers able to influence the speed of reaction between the various elements, “speed and reaction” that not only depend on the efficiency and efficaciousness of the services themselves, but also on how much the three elements (the immigrant, the market and the society) are able to invest and transform to reach a balanced functionality. Therefore, the conviction that actions for employment are intended as global processes is strong, that is, they deal with the complexity of the problem and avoid a unidirectional and auto-referential approach, placing at the centre of the intervention the immigrant and taking into account the three variables/ties that have influence on daily life:

- personal (relative to the character of the individual);
- social (relative to the family and geographic-cultural context);
- structural or situational (relative to the local, economic context, to the opportunity of placing, to the dynamics of the employment).

Actions for employment that, in the operative strategy of the services, must take into account some key factors, such as:

- plurality of the users;
- diversification of needs and services;
- increase in the complexity of the actions and tools;
- quality of skills required of the operators.

The TEFI activities wished to sound out a common area of reflection, analysis and exchange of experiences, with the aim of stimulating points of view, reinforcing and suggesting methodological directions

in view of an improvement of the quality of the services offered and the conditions of the immigrant citizens, who in the various countries of the Partners of the project, are now becoming an integral part of their population and subjects who contribute to the social and economic development of each single country, on an equal with many Italian, French, Lithuanian or German citizens.

The courses investigated bring attention to all that regards the “how to get there” in integration, and the “which type” of integration, highlighting and maintaining the solid style of employment that translates into operating for facing and resolving the specific problems of the immigrants, in that which regards the perspective of entering into the employment world as well as that of the requirements of the new environment.

An increasingly pressing necessity is perceived for conceiving new strategies and modalities of intervention of training/integration for immigrants, which have common points with an attentive and comprehensive philosophy of action and that diversify in function according to the user and the specific social and professional context. It is because of the very different users involved that the interventions have distinct innovative characteristics from the methodological, organizational and management point of view so as to represent an element of indubitable interest in those same actions. It is a “togetherness” that foresees a multiple approach:

- actions of orientation
- re-activation of knowledge and skills
- motivation for work
- training

- training aimed at the creation of autonomous, associated and cooperative jobs
- support in the creation of companies and self-employment
- activation of a territorial employment network

It is certain that the complexity of the problems posed by immigrants is such that only interventions coordinated between each other can offer the stimulation and opportunities that will assist the subject in controlling regressive behaviours and in rebuilding a life model that is not self-destructive.

It is certain that the creation of an active and accessible society ties social and employment policies, as well as the work of the social protagonists involved, to some strategies: employment strategies that maintain the right to work, as a means that tends towards social participation and construction, employment strategies, connected to training interventions, that create forms of employment where the productivity is measurable in economic terms, as well as inclusive social usefulness, and cultural strategies that, operating on a symbolic and value level, create the conditions of acceptance, relationships and exchange on the subject of immigrants and the “different”.

CHAPTER 3

GLOSSARY

3.1 Introduction

The goal of the activity, 2 years ago, was *“to clarify and fix the common vocabulary and concepts”* because, even if we live together in Europe, integration, discrimination, racism, assimilation, ethnic minorities(...), don't have the same definition in Lithuania, Germany, Italy or France. There is a diversity in each DP's contribution; the variety of points of views and theories of reference seem necessary to encompass the questions treated in each DP project.

It's a wide variety of words belonging to very different lexical fields : from political and sociological concepts (xenophobia, racism....), to historical description of national institutions (Federal employment Agency...), to texts of law or legal definitions (Lithuania defining discrimination) and economical considerations (hidden economy) .

3.1 the Glossary in:

English **French** **German** **Lithuanian** **Italian**

Migrant

Immigré

An immigrant, in France, is a foreigner, born in a foreign country, who live in France. A immigrant can become French but he's still an immigrant. And a foreigner who's born in France, is not an immigrant. Immigrant's children are not immigrants (and if they born in France, most of them are French).

Migrant (m)/ Migrantin (f)/ Wanderarbeiter

Irrespective of their nationality all persons with a migration background are called migrants. Stateless persons, aliens, German citizens and persons with a migrant background having the status of a German according to article 116 of the Basic Constitutional Law can count for migrants. Legal status, duration of the stay and birthplace are not significant so far.

Immigrant has the meaning of migrating from a foreign country. The phrase is hardly used in Germany. Immigrant is used appropriate only for persons who migrated, i.e. the migrants' descendants do not belong to this category.

Gastarbeiter: guest-worker

The term guest-worker was shaped into sixties in the Federal Republic of Germany for the immigrant workers coming in large number into the country. In the time of the economic upswing and full employment it lacked employees for low qualified jobs, particularly in the steel and automobile industry, in the sanitation departments, for building cleaning and for other labour intensive activities. Since 1955 above all male migrants were recruited for these vocational fields by recruitment offices and accompanied by bilateral recruitment agreements. First migrants, who were recruited as guest-workers in this time, came from Italy, Spain, Portugal and Yugoslavia later also from Greece and in particular from Turkey. The countries were called recruitment states ("Anwerbestaaten"). In 1964 the millionth guest-worker was officially welcomed in the Federal Republic, a Portuguese. He got a moped.

The term guest-worker was introduced instead of term alien employee ("Fremdarbeiter") troubled through its use in the time of National Socialism. The selected term of the guest spoke for itself, since one planned a temporary stay in the host country Germany for the achievement of work. On the other side hospitableness is incompatible with the notion of letting guests work. The contradictoriness and irony of this term were recognized and used in the modern German-language immigrant worker literature also. During the industrialization in the Ruhr district, when migrants were recruited for the coal-mines it was planned to give them a new home ("Ruhr Poland"). This was not true for the guest-workers. Neither there was the intention to integrate the migrant workers nor aimed the migrants to look on Germany as their new homeland in the long

run. So at the outset there was no resistance against the rotation principle sought by the canvassers.

In 1964 the rotation principle was abolished for the reason of not being efficient for the employers. Therefore the term guest-worker lost its official relevance, but the thought still haunts (some) migrants' and Germans' minds. This former immigrants are called today migrants of the first generation.

Arbeitsmigration (labour migration)

The era of the labour migration in Germany began during the fifties. Germany had a lack of workers during the so called economic miracle ("Wirtschaftswunder"). Therefore people from foreign countries were recruited. They were called guest-workers ("Gastarbeiter").

Until 1961 annually approximately 20,000 immigrant workers came to Germany. After the building of the Wall the Federal Republic lost an important source for workers. The economy continued to grow at the same time. The recruitment was strengthened and other countries were introduced.

Intended was a temporally limited stay followed by a return to the home country. The stay should last two or three years. This was also in the sense of the recruited migrants. At the outset the workers lived under bad conditions in barracks. The rotation principle was not efficient for the industry. The experienced workers were substituted thereby by new inexperienced. The enterprises demanded legal regulations for the extension of the residence permits. The moving of relatives was regulated by laws, too. Many migrants used this possibility.

In 1973 already approximately four million immigrant workers and relatives lived in the Federal Republic. They predominantly originated from Italy, Spain, former Yugoslavia, Greece, Portugal and Turkey. Because of an emerging economic and an oil crisis one agreed on a recruitment ban in the same year.

At the beginning of the nineties it became obvious that certain sectors of the economy suffer a lack of workers- despite high unemployment rate. Therefore additional but temporally limited possibilities of employment were created on certain vocational fields. The exception facts - concerning seasonal workers or migrants having a contract for services - were defined in the recruitment ban exception regulation ("Anwerbestoppausnahmereverordnung - ASAV") and the work residence regulation ("Arbeitsaufenthalteverordnung - AAV"). By the participation of the Federal Employment Office, the aliens departments, the local Employment Offices and the visa offices the labour migration according ASAV was very complicated. It was called also a bureaucratic monster.

This can be critically reconsidered as a tacit change to a new era of labour migration politics. The 1973 recruitment ban was officially maintained, but strongly undermined in practice. During the nineties the number of work permits per year according to the ASAV grew up to a level of about one million. Since then the regulation was expanded by several modifications on further vocational fields, at last at the beginning of 2002 on home helps for people in need of care. Other examples are cooks for foreign cuisine, sub workers for carnies, artists, multinational concern's qualified employees, former Germans and their children and instructors for foreign mother tongues. From

2001 to 2003 approximately 370,000 work permits were given annually according to the ASAV.

Since the nineties the migrants originates also from Eastern Europe. Causes are the decay of the Eastern Bloc, the Fall of the Wall or the 2004 EU expansion.

Thus the Federal Republic of Germany became in fact a country of immigration. Until the end of the nineties this fact was not denied by the governments of the Germany but at least it was ignored. Active integration politics were not on the political agenda.

The "regulation on the work permit for highly qualified foreign specialists on the field of the information and communication technology" ("Verordnung über die Arbeitsgenehmigung für hoch qualifizierte ausländische Fachkräfte der Informations- und Kommunikationstechnologie - ITArGV or Green Card Regulation") was decreed for the reason of an actual lack of specialist on the field of computer and information technology. It was put into force on 1st of August 2000. In the meantime its validity was extended until December 2004. For at first five years the regulation made the immigration and the start of work for maximally 20,000 foreign IT-specialists possible. Applicants must have a university degree and in advance a work contract promising an annuity of at least 51,000 euros. A further goal of ITArGV was to create additional jobs for domestic employees by employing Green Card specialists.

From August of 2000 to the end of 2003 altogether 15,660 work permits were issued according to the Green Card Regulation for a first-time employment. Most of the permits were received by applicants from India, Romania, the Russian Federation, Poland and Slovakia.

Migrantas

Immigrant is a foreigner which is constantly living in the Republic of Lithuania (according to applicable Law of Immigration).

Migrante

The person who leaves his place of origin to go to another country, usually to find work and economic support.

Immigrazione (immigration)

The phenomenon of entering and settling, initially not definitely, of foreigners in a country, with the aim of working there. Increasingly, the term is used to simply indicate the socially weak foreigner whatever the reason behind the immigration

This is present in nearly all developed countries which, offering employment opportunities, have become the destination of hopes and illusions. In Italy, an immigration defined as “wild” is happening with the Albanese because of its disorderly characteristic that does not allow it to be gradually absorbed by the institutions and the market.

The migratory phenomena from North African countries and those of Eastern Europe is more gradual but continuous. There are many regional laws on this subject.

Immigration is a structural phenomena of civilization that, through history, has touched every country.

The concept of immigration is different from that of migration: we speak of immigration when some individuals – even many but statistically irrelevant when compared to the original block – transfer

from one country to another (for example the Italians or the Irish to North America, or the Turks to modern day Germany).

The aim of the move is to find better living conditions for self and family.

For the phenomena of immigration in general, it is theoretically possible to operate a control on a political level, identify the limits, compile a programme of verification on entry.

Today, though, it is obvious that we are facing an unstoppable flow from South to North, and it is right to ask if it is effectively possible to distinguish between immigration and migration when the entire planet has become a territory of crisscrossing movement.

Ethnical minority

Minorité ethnique

In France, we don't have official ethnic minorities because we don't have official communities: you are a French citizen or a foreigner. After the 2nd World War (our administration gave list of Jewish people) it's strictly forbidden to make difference between a foreigner and another foreigner. And the idea of communities is against our ideal of *Republique Française*.

Ethnische Minderheiten

The term “ethnic minorities” consists of three elements: A minority forms a community in perpetuity within a society. It encompasses several generations and the belonging to a minority is prior-ranking to other social assignments. The quantitative element of the term “minority” obstructs an effective participation in the political decision-making process.

Objectively minorities have a low social position. The use of the term “ethnic minorities” was more and more criticized in the past. The term would not only express objective social inequality, but covers also a qualitative element in the sense of “inferiority”. It is assumed to be a stigma.

Etninės mažumos

In the period of Lithuanian integration to the European structures the Lithuanian officials found that our European partners have very different context when talk about National minorities.

So the officials started to use the term “Etninės mažumos/Ethnic minorities”. -The citizens of Lithuania who are not Native Lithuanians and the Latvians, Polish, Byelorussians –because these ethnic groups are National minorities. But this term is known and interesting just for people who work with integration and so on. “Ethnic minorities” not so popular like the term “National minorities” which is used in daily life and in mass media and etc. When “migrant” gets citizenship-he/she automatically becomes the member of the ethnic for professionals, and the national for common people minority and

gets rights to create Sunday school, nongovernmental organization and etc. to safe and protect his/her cultural identity.

The term „Ethnic minorities“ has two contents:

- This term is used for Lithuanian groups which live in Lithuania and are the same descent as Lithuanians: Samogitians, Austechians, Dzukians, Sudovians etc. This is the main usage of this term.
- Also this term is use similar to the term „national minorities“ and has the same contents too. Usually this term is being found in the works of the scholars.

Etnico

The concept of ethnics is of difficult definition. In ethnological and anthropological cultures for ethnic is intended a grouping of people classified using various criteria (language, culture, physical characteristics, etc.). The anthropologists tend however to state that the ethnic concept is used only as a tool for investigating and not as a determination of reality.

According to recent studies, ethnic groups, far from being a natural reality, are rather collective creations and ethnic representations and ethnicon have a performatory value, that is they have the function of outlining and suggesting a relational and socially privileged area. Ethnic is therefore a symbolic form, a category of relationships formed by reciprocal representations and moral loyalty. Also, today, the concept of ethnic is often used as a “qualifying adjective” of identity.

Minoranze etniche

Definition of a part of the population on the base of its origin, different from that of the other part, or simply, from that of the majority. The term is sometimes improperly used in the place of "immigrant community", that may or may not be an ethnic minority in the midst of the population.

Multiculturale – interculturale

If the notion of a "multicultural" or "pluricultural" society is not banalized so as to be intended as a society in which groups and individuals which, in some way, refer to different cultures, simply coexist, if more than the mere simultaneous presence is seen, it must be recognized that such a notion is a challenge that can permit an effective verification of the general attitude of a society.

The notion of a multicultural society, however, presents various problems. It represents and, at the same time, diffuses a model of integration which manages to contain, within the confines of mediation of the cultural market, the contradictory dynamics of social changes.

Such an approach risks producing the effect of a true and proper masking. The discussion on the multicultural society, in fact, brings with it the danger of looking at the problems raised by the presence of the immigrants only from the point of view of the cultural differences, with the result of not taking into consideration the socio-economic polarization, or to see them only in terms of cultural conflict. It must not be forgotten that the situation of juridical irregularity or of "relative citizenship", in which the immigrants are necessarily placed, is a condition for exploiting them all the more.

Even if there is a regularization of their juridical position, the risk remains of a “minority” citizenship, with a limited possibility of translating rights into effective realities. An intercultural society, which is limited to maintaining respect for the other or, the so called different, will not produce outstanding results unless the conditions for developing the innate alterity in the idea of multi-culturality are found.

In intercultural relations a strategy of respect and recognition that the “other” can effectively realise their own subjectiveness is assumed. A “new educational principle” for an intercultural society cannot be limited to affirming the traditional values of tolerance and cohabitation or, even just the new values of recognition of the identity and respect of the differences.

This “new educational principle” must be intended, rather, as the right of each one to develop, starting from what they are, on the base of personal needs and projects, in a prospective of effective social and professional integration and in a setting of certain rights, in a logic of relations that, in a multicultural society, necessarily involves confrontation and exchange with other subjects, with other values, with other representations and with other cultures.

Only with the right to evolve can it be avoided that the recognition of a cultural identity, which is an important progress in itself, transforms, paradoxally, in a disadvantage for the foreigner. This punctually happens every time that belonging to a cultural group is seen as an obstacle to integration, with the result of blaming, in this way, the immigrants themselves for their own difficulties and hardships. The theme of intercultural relations is important, however, as much for merit as for method.

For the first aspect there is the evident importance of assuming an attitude that considers the other cultures not in an evolutionistic prospective, that measures their degree of similarity and nearness to the western model, but in terms of their contemporaneity.

With regard to the method, it must be stated that the problem of intercultural relations, if it is to be faced in terms of an international project, necessitates that attention is paid to all the subjects connected with the relation.

In recent years there has begun to be an understanding that the so called problems of the minorities are in fact problems of the majority. The logical consequence is the necessity of a global approach. The problem of the immigrants is also the problem of the autochthons: not only in the sense that the question of the difficulties determined by their presence preoccupies the autochthons, together with the immigrants, but, above all, in the sense that the problem of the immigrants is not solved by politics exclusively directed at the immigrants.

A global formation of a policy for immigration requires that there *must be a good investment in training-information for the autochthons.*

In the global society, a plural and multicultural one, an intercultural education, as an education in and of the differences, as a horizon for the ideas of the citizens themselves, capable of constructive relations with the alterity, perceived as a resource for the growth of the individual as well as a social one; competent on a level for the argumentative and non-violent handling of the undeniable conflict between the different identities; bringing responsibility for others within the complex interweaving of universalism and relativism,

between recognition of universal rights and the need for these to be extremely sensitive to the differences.

Discrimination

Discrimination directe

Direct discrimination is what happens when a person is treated less favourably than another, on grounds defined as discriminatory by law. It is useful to distinguish between inequalities and direct discrimination. Inequality is “an actual situation resulting either from factors inherent in the individual, or from exogenous factors”, whereas direct discrimination is “an act, or a behaviour fully intending to discriminate” (Lochak D., 2004). While discrimination always results in inequalities, inequality is not always the consequence of discrimination. It follows that “discrimination can accentuate already pre-existing inequalities”, or attempts to compensate them (positive discrimination, or affirmative action, or positive action).

The French law passed in November 2001 insists that ‘direct discrimination can happen when a person is treated less favourably than another is, was, or would be, in a similar situation’. (Diagnostic Territorial Agglomération Messine, P. D. Galloro, A. Serré, P. Tisserant, octobre 2005)

Discrimination indirecte

Indirect discrimination happens when equal treatment has unfair or discriminatory effects on people. It is the consequence of rules or practices apparently neutral, but excluding or disadvantaging people on grounds forbidden by law. (Diagnostic Territorial Agglomération Messine, P. D. Galloro, A. Serré, P. Tisserant, octobre 2005). The notion of indirect discrimination not only broadens the field of application of the normal sanctions relating to discriminatory actions, as defined by law, but also allows for assessment of apparently neutral actions and practices, and thus actively promotes equality. (« Discriminations raciales à l'emploi », F. Dhume, N. Sagnard-Haddaoui, avril 2006)

Discrimination systémique

Systemic discrimination is neither explicit, voluntary, conscious nor intentional, but is caused by a system of management founded on implicit, shared prejudices about social groups; it includes a set of practices, habits, and customs which produce discriminatory situations.

Instead of emanating from individuals, as is the case with direct discrimination, "it comes from the management system itself, even if that is operated by individuals. It results from types of management and organisation which seem to treat everybody equally, but which, in practice, result in excluding or disadvantaging members of such groups as defined by law : examples of this might include job definitions, recruiting criteria, job assessment techniques, salary structures, productivity assessment, training, work conditions and even policies or rules.

Systemic discrimination describes the way in which discrimination functions, and how it happens. The idea is that it implies multiple agents and levels (institutional, organisational, professional) whose (hidden) meaning can be read, ultimately, as producing discrimination. Systemic discrimination does not mean, as it is often understood, discrimination produced by the 'system' without its agents or despite them. On the contrary, the concept of system implies that all its agents are part of it (albeit often unconsciously), and that they are all unwillingly involved in generating discrimination. A system can be roughly defined as an ensemble of actions, rules, norms, codes, practices, structures, procedures, etc. which interact, on the whole, in a coherent way. Systemic discrimination can be interpreted as resulting from this interaction – which can of course be changed, provided that detailed work is carried out on the entirety of the practices, structures, rules, etc. and also on people's representations (particularly of work). (Diagnostic Territorial Agglomération Messine, P. D. Galloro, A. Serré, P. Tisserant, octobre 2005)

It can be said that discrimination is systemic. It results from a complex ensemble of structures and actions which interact, rather than from an intention to discriminate. This means that there is a cumulative and interactive effect through which numerous influences combine to produce a discriminatory situation.

Practices, institutional orientations, ideologies, and prejudices, employment market situation, etc. are all combined. This is one of the reasons why it is completely illusory to think that discrimination can be reduced mechanically, through the mere evolution of the employment market. 'System' is, of course, a linguistic shortcut,

giving a general image of a complex web of practices involving different agents and organization related to a particular area (work, housing, etc.) Michel Wieworka is therefore right to draw the attention to the risks involved in using the word system because of its variable meaning. (« Discriminations raciales à l'emploi », F. Dhume, N. Sagnard-Haddaoui, avril 2006)

Diskriminierung

Discriminate against (lat.: diskriminare) stands for "to separate", for "to distinguish between" or for "to select".

By social discrimination the disadvantage is understood of humans due to group-specific characteristics like ethnical or national origin, skin colour, language, political or religious convictions, sexual orientation, sex, age or handicap.

Starting point of any discrimination is the construction of difference. Each form of social discrimination is based on a distinction and an estimation by a majority, how people should be and/ or what is considered as social norm or standard (light-skinned, German, male, heterosexually, healthy, efficiently, Christian etc.). Thereby groups which do not meet the dominant norms and standards are affected by discrimination. Discriminated minorities are mostly numerical minorities, too. As the example of the discrimination of women shows, this does not have to be limited to a quantitative minority however.

Social discrimination can assume completely different forms: It varies from the thoughtless, but insulting comment, conscious ignorance and arbitrariness to violent encroachments. It comprises both individuals' behaviour and forms of subpopulations' disadvantage

caused by society or the state. Those subpopulations are often characterized by a foreign cultural background.

Disadvantage can come off unequal treatment of the same (e.g. women and men), in addition, by equal treatment despite different conditions (e.g. accessibility for wheelchair-user). Discrimination can emerge in diverse areas of life: in everyday life and language, in the access to education and apprenticeship, on the labour and housing market, in health care and insurance industry, in political participation and in mass media's presentations.

Protection from discrimination is a structural principle of human rights. The law is no respecter of persons thus being a human right. The protection from discrimination is a general human right, which is recognized in numerous declarations and conventions on international, European and national level. Thus it means in article 2 of the 1948's Universal Declaration of the Human Rights:

"Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. Furthermore, no distinction shall be made on the basis of the political, jurisdictional or international status of the country or territory to which a person belongs, whether it be independent, trust, non-self-governing or under any other limitation of sovereignty."

According to this regulation discrimination is due to the distinction between certain human beings for illegitimate reason. The legal institutionalization of human rights and antidiscrimination is subject to the political decision-making process. In the European Union

antidiscrimination was fixed more clearly 1997's Amsterdam Treaty. In article 13 it means:

"Without prejudice to the other provisions of this Treaty, and within the limits of the powers conferred by it upon the Community, the Council, acting unanimously on a proposal from the Commission, and after consulting the European Parliament, may take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation."

Diskriminacija

Discrimination is the process of limiting the rights or depriving them (providing) from a person or a certain group of persons on a basis of their collective features. - "The Strategy of the Development of Minority Groups Policy up to 2015"

The Constitution confirms the equality of all people against the law, court, public institutions and officials (Article Nr. 29). The Constitution also provides the possibility to a citizen belonging to the ethnic communities to cherish his language, culture and traditions (Article Nr.37) as well as to chose and confess any religion or faith (Article No. 26).

The Article 25 4 d. of Constitution says that the freedom of expressing ones beliefs and spread the information is not in conformance with the provocation of ethnic, racial, religious or social hatred, provocation of violence and discrimination, slander and disinformation.

In 2005 the Law of Equal Rights which prohibits any direct and indirect discrimination on the basis of race, ethnic dependence, religion or beliefs or on any other basis came into effect.

Criminal code provides for the criminal responsibility for the discrimination on the basis of ethnic group, race, sex, origin, religion or any other belonging (Article No. 169), for the provocation of hatred (Article No. 170) and for the prohibition from the performing of religious rituals (Article No. 171).

The Articles 214(12) and 214(13) of The Code of Administrative Offences provides for the responsibility for the production, distribution or public demonstration of material which propagates national, racial or religious discord as well as establishing and participating in the organizations which propagates ethnic, racial and religious discord.

Discriminazione

Practice of denying subjects or communities rights or access to resources, for ethnic, linguistic, religious or cultural reasons. While not being as strong, the concept of discrimination is near to that of xenophobia which should be referred to, to learn of the negative consequences for the people to whom it is directed.

Reasons for the phenomena of discrimination include a series of factors that go from biographic and social to those of a structural nature and of a legal nature. These factors are not isolated, but often react together to cause a cumulative effect in respect to the social disadvantages suffered. They are strictly tied to the process of social stratification and, because they come into daily life and are therefore taken for granted, they are all the more difficult to identify, prevent and oppose.

A) *The factors of a biographic and social nature.* Included in the factors of a biographic and social nature are the explanations that

revolve around the theory of human capital and that of social capital. With the theory of human capital, the phenomena of discrimination, and therefore the concentration of immigrants at the lowest social levels, is inclined to be attributed to the poor knowledge of the language of the host country, to the lack of higher education and to the poor knowledge of the rules and values of the receiving society. The skills of the immigrants, the portfolio of abilities, including work experience and professional qualifications, are considered decisive elements for a positive social integration. Although, as has already been noted regarding the second generation, the degree of acculturation, in a wider sense, does not constitute, taken singularly, a guarantee of success with regard to the mechanism of inclusion and social climbing of the immigrant. In recent years, the idea has been spreading through Europe, that, to resolve the problems of integration and discrimination, policies must be promoted that are able to attract and select only highly skilled immigrants, ignoring, though, that the employment market shows a large request for workers of a low profile and that the weakness of immigrant employment is often due to the scarcity in terms of human capital, rather than the conditions of irregularity and exploitation of employment integration.

The theory of social capital adds further elements of explanation on these types of factors. To the weakness of a biographic nature is added that relative to the community of reference. The ethnic networks of solidarity and support existing in the host country are, however, weak on the complex social relations level and they cannot offer all those contacts and information necessary for guaranteeing a social and employment integration on a comparable level to that of

the autochthonous population. The social capital theory has the merit of attracting attention to these elements, highlighting that the human capital has a relative weight in the path towards integration. There is also another way, though, to consider the role of the social capital. The community of reference, in fact, is also one of the most efficacious filters for the phenomena of discrimination and is able to support courses of ascendant assimilation in which the “bicultural” component has a decisive role. The ethnic network is contemporarily a resource and a limitation. A limitation that tends to increase in relation to the general conditions of the host society in terms of availability for welcoming and inclusion.

B) *The structural factors*: the employment market, participation in the education system, finding accommodation. Concentration on structural factors of the processes of discrimination takes attention away from a very delicate aspect of the problem regarding, specifically, the attitude and availability of the host society towards the immigrant. This formulation brings into the foreground the interactive and bidirectional relationship that is installed in the relationship between immigrants and the society of destination which, instead, the human capital theory, in primis, overlooks.

Included in the structural factors is the relationship that is set up between the immigrants and the employment market. The tendency for discrimination towards the immigrants emerges, in the first place, in reference to the level of unemployment, which is usually much higher than in that of the autochthonous work force. In second place, the discrimination processes can be found in the hiring phase, as well as in the work conditions to which the immigrants are subjected, but also in the ways of matching demand and offers of employment.

With regard to the hiring phase, it must be pointed out that the employment market has above all a need of non-qualified workers, which tends to attract the immigrants; the conviction is therefore formed, often widely shared by employers and public opinion, that immigrants have a sort of predisposition, if not a specific aptitude, for this type of work. This brings about a strengthening of the so called “aura effect” on the base of which immigrants are automatically refused certain jobs, without considering their personal qualities or professional profile, with the result of increasing the statistical discrimination on their behalf. This type of discriminatory attitude has been found in the course of some surveys carried out by the International Organization for Employment (ILO) within the “Combating discrimination against immigrant workers and ethnic minorities in the world of work” programme, specifically based on the different reactions that employers looking for workers to hire show when faced with the request for a position of a foreign citizen and then of a fellow citizen²¹.

²¹ A research carried out in Italy in 2003, on behalf of the Employment Ministry, by the FIERI network which unites researchers of many fields from various Italian universities, using the ILO method, has ascertained the presence of discriminatory practices towards immigrants from Morocco in 40% of cases. The research was carried out on a sample of 500 cases in three Italian cities, Rome, Naples and Turin. Based on the natural experimental technique applied in a sociological environment, the research aimed at studying discrimination towards a group of first generation, young immigrants from Morocco at the moment of being hired in various production sectors. Two of the potential candidates answered a job offer by telephone, presenting themselves with professional and personal characteristics particularly adapt for the work on offer and substantially equal, except for their country of origin. The ILO method states that there is discrimination when the country of origin is present in the refusal in more than 15% of the cases. The highest rate of discrimination was 45.7% in Rome, followed by Turin with 43.2% and Naples with 33.7%. The building industry appeared as that with less risk of discrimination with 31.3% of the refusals connected to nationality; the service and industrial sectors (in the strict sense of the word) were at about 41%. Among other points, the research also found some cases of discrimination between immigrant communities, for example, that work in the building industry is particularly adapt for the immigrants of Rumanian nationality. The rate of discrimination in the third sector is very much higher (about 52%), in the catering sector (bars, restaurants) where contact with the public is more frequent, in respect to that of the

To this must be added the forms of selection which are not based on public information but informally, through family, friends and acquaintances, which is highly diffused in some countries such as Italy and is an indirect form of discrimination that affects immigrants and others. It is the employment organization and method of selecting that seem to be more affected by some criteria of "acceptability", subjectively defined, more sensitive to penetration of the stereotype and prejudice. Emphasis on relational and social skills, on team work, always seem to be a good reason for excluding the immigrant from a new employment position, relegating him to specific sectors of the employment market.

With regard to work conditions to which the immigrants are usually subjected, there are numerous elements which can be referred to as discriminatory. The immigrants, in fact, are more subject to being placed in irregular jobs, they are more exposed to working in unhealthy work places and their pay is often lower than that of the autochthonous work force. The immigrants are, in most cases, placed in atypical, temporary and intermittent jobs. Employment contexts are also lacking in their handling of the diversities, above all on the ethnic and cultural level, for the non-use of professional figures dedicated to the work of cultural mediation. A very scarce involvement of immigrants in training and professional updating is

commerce sector, (33%) or other services (36%). The rate of discrimination in Italy, although very high, is more or less the same as other European countries such as Spain or the Netherlands where similar research has been carried out. On a European level, a constantly diminishing level of discrimination has been reported as the processes of selection gradually proceed. The conclusions drawn by the compilers of the report is that the episodes of discrimination towards the young, semi-qualified Moroccans were not sporadic or exceptional. Fieri, ILO, "Discrimination of immigrant workers in the employment market in Italy", summary of the research, 2003.

also highlighted, notwithstanding the continual emphasis on the necessity for *long life learning*.

The modalities of matching job demands and offers are often connected to the use of informal channels, that do not favour a universal type of selection of job offers. Unfortunately, not even the institutional agencies set up for matching job demands and offers, that should be inspired by principles of a universal character, are able to fully exercise this role, instead, more often than not, they tend to favour discrimination of the immigrants. Some analysis have shown how the intermediary employment agencies, including the public ones, tend to direct the immigrant workers towards those jobs considered more adapt for their characteristics or presumed characteristics. The action of institutional reproduction of ethnic specialization does not only comply with the spontaneous mechanism of the employment market, giving out a negative message regarding the possibility to carry out a universal criteria of selection, but impedes the emergence of the problem of discrimination.

The structural mechanism that hides behind this type of tendency is the maintaining of a relationship between immigrant job offers and autochthonous ones; the first get the jobs that the second refuse.

Participation of the children of immigrants in the educational system is often a source of problems. In the first place, children of immigrants run more risk of failure at school than native children. The school, in many cases, reflects social stratification and may in itself reproduce social inequality. Very often, in fact, expectations of school results are influenced by stereotypes surrounding the community from which the immigrant child comes from. In second place, it must not be forgotten that even so called "normal"

educational courses for immigrant children, often do not offer them equal opportunities for success in employment integration. This contributes to demotivate the immigrants on the importance of the educational system triggering a negative reaction.

Finding a place to live is a central problem of the condition of the immigrant. Direct and indirect forms of discrimination are also found in this sector. In countries like Italy, in which the Welfare system pays little attention to the problem and private initiatives and offers are more common than public offers of accommodation, the finding of suitable accommodation by the immigrants is generally through the private market. In this ambit the immigrants are often treated unfairly and unjustly; inexistent contracts or not registered ones, imposition of illegal clauses, the down-payment of a high number of months in advance as security to which, in most cases, must be added a higher cost of rent than the average. It is for this series of reasons that the immigrants are often obliged to live together to meet the high cost of renting, leading to an incredible number living together in one apartment.

Even in countries that are better equipped from the housing policy point of view, such as France, there are still numerous problems reported with regard to immigrant housing. The preparation of ad hoc policies has not avoided the concentration and segregation in areas of the immigrants which increases their condition of isolation and alienation.

C) *Legal factors*. Another factor that may cause discrimination is that of the regulations which directly or indirectly regard the immigrants. Institutional regulation politics, in fact, may discriminate in creating mechanisms that exclude the immigrant population from exercising

some rights which are normally exercised by the autochthonous population of the host society. The most conspicuous case is that of not attributing the immigrants the rights to citizenship. This is a case of discrimination, based on having a different nationality, which has important consequences on the life of immigrants who are excluded from exercising some rights, such as political ones, which nullifies their contractual and representative capacity within their country of destination. Normally the laws of a country do not automatically exclude immigrants from the right to citizenship, but the procedure is often so full of bureaucratic difficulties and the time needed so long, as to discourage the initiative.

Entering into and possibility of access to the employment market is full of legal barriers for the immigrant, such as the ban to exercise certain professions, like the current one in Italy that prohibits employment in public services. But institutional discrimination also covers a ban in work places to wearing certain types of clothing or headdress that, are, in fact, intimately connected with the ethnic and cultural identity of the foreigner²² , or, as often happens the non-recognition in the host country of scholastic or professional qualifications Regulations that often imply notable gender discriminations, such as those that impede the women who join their family to work.

²² In 2004, under President Chirac, it was forbidden to wear very visible religious symbols (at school) in France. The provision, which caused lively debate, even on an international level, has, though, become law without excessive traumas. In the first year, in fact, there were "only" 496 cases of disobedience and of these, only 47, after various passages, finished with an exclusion order. Giuliana Zincone, "The crisis of the classic strategies", intervention at the "OSSERVazioni congress. Immigration as seen from the provincial observatory of Bologna and from the National Caritas Dossier", held at Bologna on 4th November, 2005

From this point of view, the legal regulating of immigrant residence is very important for including them in the assistance offered by the Welfare systems. An unlimited residence permit or the chance to obtain full citizenship directly influences the possibility for the immigrants to participate in the system of social protection and safety. Not all the categories in which the immigrants are divided use the resources available through the national Welfare system in the same way.

Racism

Racisme

Xenophobia is a word which comes from Greek roots: *xeno*, meaning that which comes from outside, and *phobia*, fear. Literally, it means fear of what comes from without. In common use, xenophobia refers to clinically reproducible fear of anything foreign. Because each person's references are related to his culture, xenophobia varies between individuals. It is often taken as synonymous with racism, but racism does not necessarily imply fear, nor vice versa.

Racism is both firstly a theory, hierarchizing races and necessitating the protection of the 'superior' race from inter-breeding with 'inferior' ones and the preservation of its supremacy; and secondly a set of reactions which, consciously or not, support this theory. In this second meaning, it is a collection of attitudes, individual or collective, and of behaviours, which consist in reducing other people to

identifying traits considered as specific which makes them inferior or even dangerous. It also consists in legitimizing, from this false assumption of superiority, the marginalization, exclusion or even destruction of other individuals and of the communities to which they belong.

M. Wiewiorka (1998) gives the following definition of racism : "racism consists in characterizing a human group by its natural attributes, these being associated with intellectual or moral characteristics which are extended to each individual belonging to the group, and thence eventually putting into effect their inferiorisation and exclusion." For the scientists, races do not exist. On the contrary, racism exists, be it understood as a theory or as a behaviour, since it is the result of a social construct.

If xenophobia and/or racism are often at the root of discriminatory behaviour, based on real or supposed origins (particularly because the theory of the hierarchization of 'races' can reappear in an implicit way in people's mental representations), they are not prerequisites: discrimination – differential unequal treatment- can find other justification or even no justification at all. One can discriminate without being racist or xenophobic, especially by participating in a discriminating system (the notion of indirect discrimination).

It is useful to distinguish several dimensions of racism: as an ideology, (an organized set of representations and beliefs); as prejudice (the sphere of opinions, attitudes, and beliefs); and as behaviour (the sphere of actions and practices). According to this definition, discrimination belongs to the third of these dimensions, but is only one form of this sphere (an act of choice). A similar

analysis could be made for sexism. (« Discriminations raciales à l'emploi », F. Dhume, N. Sagnard-Haddaoui, avril 2006)

Rasizmas

Racism [it. razzismo , franc. racisme] 1. irrational, pseudoscientific attitudes according to which races are not equal logically, socially and intellectually: the importance of racial differences to history and culture is overestimated; 2. the policy of discrimination, apartheid and genocide. Racism is a belief that race is the main factor describing human capabilities, that a certain race is superior and/or that people should be treated depending on their racial origin. Race [franc. race - genus, kind] is a group of people established during the history of humankind and living in a certain territory, having common origin, common heritable morphologic and physiologic features which are distinct from other groups.

The victims of the racism are certain groups of persons whose physical appearance, ethnic, cultural or religious features are distinct from ones of the dominant group and are interpreted by the dominant group as signs of inborn and critical worthlessness thus justifying the discriminational practise towards the other group. If a race is described as a group of people with unchangeable and inheritable features the racist attitudes, which dictate the racist behaviour, with the same negative effects may be widely applied to all people whose ethnic origin, language, religion or traditions indicate their difference.

The modern concept of racism is being perceived wider that intolerance duo to the colour of skin, but also due to ethnic origin, ethnic belonging or religion.

The racism of another form is related not to the colour of skin, but with the genetics is *anti-Semitism*.

Nationalism is sometimes perceived or used rather neutral and pointing to person's loyalty to a certain nation.

The following statements comprise the unique core of the nationalism:

- The world is segmented into nations
- Every nation has the right to decide on their future
- Nation is the main source of the power

Thus the ideology of the nationalism affirms that ethnic and political borders must coincide.

The very concept of nationalism currently is used perversely and most often it is perceived as a synonym of nationality. Thus the real meaning and origin of the concept is being masked.

In a "positive" sense it is used by using the Lithuanian equivalent-term „Tautiškumas" (plg. *nationalism*) (from "Tauta"- Nation), while the radical form "Šovinizmas" (plg. *chauvinism*) is most often named "Nacionalizmas" (plg. *nationalism*), but not "Tautiškumas" (plg. *nationality*) by using the international term and in this case "Nacionalizmas" is identified with the "Nacizmu" (plg. *Nazism*) (Lithuanian: "Nacionalistas"- "Nacionalsocialistas", *nationalist-national-socialist*).

Razzismo

Tendency to improperly identify as "races" (a concept that is not operable from a scientific point of view) the varieties of the human species. From an anthropic point of view, these consist in biological

and hierarchic classification of the differences in the genetic patrimony of individuals and groups, to affirm a presumed superiority of one "race" over another ("biologic" racialism). Currently, while this form of pseudoscientific racialism has become rather rare, an ideological transformation of it can be found that consists of the carrying to extremes the cultural differences, which are considered incompatible ("cultural" racialism or differentials). Both the classic racialism and this neo-racialism bring the reducing of the individual to the characteristics of his group, the stigmatization of the differences and the separation/exclusion between groups (apartheid).

Assimilation and integration

Discrimination et intégration

Etymologically, the word integration comes from a word meaning to make whole, or fulfil. In the course of the XXth century, it acquires a complementary sense bringing into a group as an integral part.

In the domain of the relations known as interethnic, integration has become a major political issue, since the 1980s in France. Following the use of the term insertion, sociologists preferred the term integration, to describe what appears as a first reading of society according to a binary scheme : those who are inside and those who are on the periphery , known as 'excluded' and separated from the first by a social divide . One speaks of a dual society. In effect, French sociology at this time was still influenced by the legacy of

Durkheim and his theory of social and cultural integration, by the school which relegates the question of origins to a secondary importance. "Instead of putting the emphasis on social groups confronted with the problem of assimilation, Durkheim prefers a non-ethnic approach to the problem, showing that immigrants, religious minorities etc. are only particular cases of a more global process which is at the heart of the changes in contemporary societies. This process, which is not really analyzed by the Chicago School, is the triumph of the Nation-State, whose organs increasingly constrict individuals to the point of changing them profoundly." (Beaud S & Noiriel.G, 1989)

Integration has often been confused with assimilation. Assimilation aims to include foreigners in a universalist republic based on the emancipation of the individual and the predominance of the national citizenship, denying cultural identity; Since the 60s, the term has been much criticized, and is now devalued., although it is still implicitly firmly rooted in the concept of 'integration in the French way'.

The Haut Conseil à l'Intégration ²³ defines integration as the: "process by which a foreigner participates in the life of the society"

According to this definition, integration is a process limited in time, which concerns "foreigners" (and not as we frequently understand it, "people of immigrant descent") and their participation in the life of society: participation which, we have already said, does not prevent the existence of cultural characteristics, since integration (as opposed to assimilation) can be brought about through differences, to the extent that these differences enrich society as a whole. Integration is

²³ A high-level integration council

considered primarily as an individual matter (it is individuals rather than groups that are integrated).

Thus, if integration rests on the adhesion to communal values and norms, and requires the wish to be integrated, it does not imply the negation of individual cultural differences and depends above all on a welcoming attitude. The conditions of integration result in large part on the political treatment of acculturation as a permanent dynamic process from the moment of contact between human groups. To struggle against discrimination in that sense is the same as removing the reservations that society holds towards the integration of certain of its members. (Diagnostic Territorial Agglomération Messine, P. D. Galloro, A. Serré, P. Tisserant, octobre 2005).

Einbau, Eingliederung, Einpassung

Assimilation is a kind of a socio cultural process of adaptation during trans-culturation.

Assimilation in this sense is a possible and often ideologically desired result of an almost complete process of acculturation leading to the absorption of an alien culture for the most part and to the loss of the own cultural heritage.

Assimilation comprises a change of the assimilated person's consciousness. The cultural crossover means to give up the previous identity coeval to the absorption of a new sense of belonging this being the essential difference between assimilation and integration.

In most cases a minority is culturally adjusted towards a majority. According to Gordon indicators for the degree of the assimilation can be defined on cultural (language, customs etc.) or structural level

(position on the job market or in the school system, intermarriages etc.).

According to Taft two approaches can be found regarding the assimilation of migrants: a monistic one of total adjustment to Host Society and a pluralistic one of mutual respect and tolerance dealing with the respective culture. The first can lead to frictions and conflicts the latter to the cementation of cultural differences. For Taft the outcome of this is the necessity for the mutual acculturation.

The concept of the assimilation is set into different contexts. On the one hand it is seen in the context of a hierarchical structure, in which a dominant society imposes their systems on other groups or individuals. From another perspective assimilation is seen as the precondition for equal living conditions and chances within a society.

Contrary to assimilation, which is understood as an adjustment process of individuals or groups towards another group, integration is defined as a formation process putting in particular social elements together to unity. On the one hand integration names processes of new elements melting into old ones to unity in a way that afterwards the melted elements do not differ more from the old ones than old elements from one another. On the other hand integration is understood according to its Latin origin "regeneration, completion" as a process going beyond pure addition of elements creating a new ensemble.

Depending upon the (scientific) approach integration can be regarded as dependability's extreme. It serves as starting point for the analysis of stability problems as well as deviating behavior and social control. In this model frictions and conflicts are considered to be dysfunctional. By contrast according to the model of conflict social

conflicts are unavoidable. The resolution of conflicts in a regulated way is seen as a contribution to social change and the adaptability of systems.

The Federal Ministry of Interior refers to the term integration in a more political sense. With the 2005 migration act migration is still possible. The law however considers the society's ability to affiliate and integrate. Migration is bordered by the German society's possibilities to integrate. In order to succeed all immigrants, resident aliens, resettles of German origin as well as EU citizens are offered some basic services like a language course supporting the people's own integration efforts. Successful integration of resident aliens is in the host society's interest as well as on behalf of the migrants. The Germans are to learn that immigration is not a threat, but a chance for the country. Both, immigrants and host society are to make their contribution for a successful integration. The Federal Ministry of the Interior sees itself as a helping hand along the way. The Federal Office for Migration and Refugees indicates as a goal of integration that immigrants partake equal in social, political, cultural and economic German life. In the core of all integration efforts therefore the idea of equal opportunities can be found²⁴.

²⁴ Literature:

Endruweit, Günter, Tommersdorff Gisela (Ed.), Wörterbuch der Soziologie, Stuttgart 2002

Gordon, Milton, Assimilation in American Life, New York, 1964

Hirschberg, Walter, Neues Wörterbuch der Völkerkunde, Berlin 1988

Schäfers, Bernhard (Ed.) Grundbegriffe der Soziologie, Opladen 2003

Taft, Ronald, The Shared Frame of Reference Concept Applied to the Assimilation of Immigrants, in Human Relation, 6, 1953

Asimiliacija

Assimilation is the process of integration whereby minority groups are "absorbed" into majority ethnic group (the absence of cultural and social differences) – from "The Strategy of the Development of Minority Groups Policy up to 2015"

Assimilation is a possible result of minority-majority contact. If it occurs on the large scale it leads to the extinction of the minority which melts in the majority. Although assimilation is being defended by efforts of providing the groups which are being assimilated equal rights and improve their social status, it often creates psychological pressure and loss of self-esteem when social minorities are being taught that their traditions and culture have no value and that they have to reject them.

Integration is a process of retaining ethnic identity while at the same time being able to participate in the culture and society of the majority group – from "The Strategy of the Development of Minority Groups Policy up to 2015"

Integracija

The dominant form of social adaptation in Lithuania is integration.

Integration is a type of relationships between minority and majority groups. It means participating in general society institutions and at the same time retaining the identity of the group and certain cultural differences. Integration is a kind of compromise between the two first variants. Integration is only possible when ethnic minority is involved into the social sphere of the majority group and has strong enough ethno-cultural identity.

In the history of Lithuania there were more than one attempt to assimilate (denationalize) Lithuanians. In Lithuania there are very negative attitude towards assimilation as the relationship between minority and majority groups. The dominant form of social adaptation is integration. In the Republic of Lithuania ethnic minorities have a right to have their own schools and learn not only Lithuanian but also their native language. The comprehensive schools in Lithuania are the following: Lithuanian -1616, Russian-58, Polish-83, Belorussian-1, Jewish-1, German-1, Lithuanian-Russian -17, Lithuanian-Polish -14, Russian-Polish - 18 Lithuanian-Russian-Polish -18, there are also 46 Sunday schools (Armenian, Belorussian, Estonian, Greek, Karaim, Latvian, Polish, Rumanian, Russian, Tartar, Ukrainian, Uzbek, German, Jewish). The work of these schools is funded by the Republic of Lithuania.

Integrazione

Process by which there is an exchange and comparison - in positions of equality and participation - of values, regulations and models of conduct by the immigrants as well as by the hosting society. through this process, the new residents gradually become active participants in the economic, social, civic, cultural and spiritual life of the country they have immigrated to. The definition of integration mainly identifies the phenomena of availability of the individuals who form a society to regularly and successfully coordinate their actions, maintaining conflict levels within tolerable limits or, however, undertaking to resolve them in a peaceful way. A definition that is accompanied by a note on that which regards the degree of cultural integration, as coherence of the system of values and beliefs, that

may be shown in more or less intense ways, but which is a necessary condition for the survival of a society. On the subject of integration of immigrants in their society of destination, recent studies on this theme tend to highlight the differences between the structural dimension and the cultural one in this process. The first indicates the participation of the individuals and immigrant groups on an institutional level (employment market, schools, health service, etc.), while the cultural dimension indicates the tendency towards the values of the host society and regards the regulations level. The difference between the structural dimension and the cultural one may be further complicated in reference to four different levels. The first, that of acculturation, requires knowledge of the society of destination, but also the ability of orientation within that society. The second regards the position in the society which, in a stratified one, implies the acquisition of a social position through work, but also the forming of a family and obtaining adequate accommodation. The third regards the size of the "impact", that is the interactivity between the immigrant and the host society in terms of social contact and relations. The fourth and last dimension refers to the degree of identification between the immigrant and the host society, in degrees of loyalty (and not so much identification), respect for values, regulations and behaviour in the society of destination. The concept of integration itself implies a procedural and dynamic nature rather than a static one; the elements that characterize it (participation in the employment market, forming a family, access to the system of services, knowledge of the regulations, etc.) are difficult to analyse separately, but they must be considered together with the reciprocal influence they have. The relation between integration and

“acculturation” is, though, an ambiguous one: cultural participation does not end the problem of integration, but may render more acute the contradiction of the relationship between the immigrant and the host society.

Inclusione

Positive action to allow access to exercise their rights of single subjects or groups who would otherwise be excluded for reasons of a social, ethnic, linguistic or cultural character. The term “social inclusion” cannot be unequivocally interpreted, for this reason it is opportune to agree on its definition: to take on the aim of favouring a better and total integration of the person in the social and economic context where they live out their existence.

In the Italian Constitutional Charter the term Inclusion is not used but great attention is paid to the “social problem” and the ways indicated for overcoming it are the participation in political, social and economic organization of the country, to be carried out through social practices: that is through the exercising of rights.

It can be debated, once again, that the work place is certainly one of those places in which the personality of the citizen comes into play, an important point on the road to social integration, although not the elected place: when the organization of work renders the company intangible, dispersed, and immaterial, when it is concealed labour, the right to participate in the life of the company is impracticable, when problems of safety arise (of the work and at work), of freedom, of dignity (human and work), it can certainly not be said that this is the path to social integration.

Total accessibility to services and opportunities created by the economic growth are essential, necessary for the sustainability of development over a long period, which sees men and women at the centre of the choice of policies, not only as end users of interventions and services, but, above all, as active agents for development and social life, on which depends the effective capacity of a territory to generate opportunities and wellbeing. The reduction of disadvantages and the promotion of social integration are therefore to be considered integrative aspects of the process of territorial economic development.

For social integration is meant, therefore, the promotion of equal opportunities through access to education, training, employment, collective services and medical assistance, with special attention to those categories that are particularly disadvantaged. The term social inclusion, of French origin, refers to those social policies (including the policies for employment) which are drawn up around the problems connected to poverty, alienation and, more recently, those problems arising from a multiethnic society.

With regard to the employment market, the main aim is to favour employment integration or re-integration of subjects at risk of social exclusion, by following a strategy of mainstreaming; this is because social discrimination at work, caused by specific problems for each type of target (for example, immigrants, prisoners, drug addicts, disabled) further widens the distance between these groups and the world that surrounds them. To intervene on the alienation in favour of employment integration, therefore, means to respond to the multi dimension of the problems that create the disadvantaged condition.

The organization of a modern employment market, transparent and efficient, the emergence of concealed labour, the policies for education and training all form the actions for a timely translation of the economic growth into new and better jobs.

The stated priorities, starting from the White Book on Welfare of 2003, form the base for elaborating the national Plan of action for social inclusion (NAP) for the years 2003-2005. In this document it is highlighted how Italy, cohering with the Conclusions of the European Council in Lisbon, intends to strengthen integration between social policies, employment policies and macro-economic policies, in a picture of a balanced and sustainable economic and social development. From this point of view, the themes of social inclusion and exclusion are transversal problems that have repercussions on various sectors of public and private life and no longer only on certain categories of subjects.

Undeclared employment, labour legislation and laws

Lavoro nero (undeclared work)

Work carried out in violation of the laws that govern work from a point of view of taxes, contributions and workers rights and safety.

An important contribution to the definition and understanding of the phenomena has been given by the research survey proposed in 1998 by the Employment Commission of the House of Deputies.

The hidden company is one where the company, as well as its employees, remain unknown to the institutions, and “concealed labour” or irregular employment” is when the company is regularly registered but tends to keep hidden a part of the workers employed by omitting compulsory registration.

In the first case the enterprise is totally hidden, it does not exist as a juridical figure, nor does it produce evident income, it does not have a budget and uses only concealed labour.

In the other case the enterprise has a juridical identity, produces a declared income and has a formalized accounting system, but conceals part of the labour used.

The work activities carried out in the ambit of the hidden economy give rise to concealed labour in the strict sense of the phrase, commonly known as irregular. “Irregular” work is characterized by being carried out in conditions which are totally in violation with tax and contribution laws (no registration of the employee, with consequent double evasion on the part of the worker as well as that of the company), and does not figure in the statistics.

Half-hidden labour is, on the other hand, a mixture of completely regular and totally irregular work, which as a consequence is not statistically evidenced. It is, though, only apparently “regular” because it is in fact distorted in regard to contractual regulations and their effective application. The limited irregularity of this type of work comes from it being carried out in conditions of partial observance of the contractual and fiscal regulations, coming from an improper use of contractual tools, as well as a reduced respect of them.

Half-hidden labour can be found in standard subordinate employment as well as the non-conventional type.

In *standard employment contracts* (standard subordinate employment, open-end contract employment and full-time), half-hidden labour refers to:

- “under the table pay” for over-time with an open-ended contract. The higher cost of over-time and the taxes due on it, in fact, induce the company and the employee to limit the regular pay by an agreement that has as its aim, primarily, a saving on taxes and contributions for the employer as well as the employee;
- “under the table pay” as a prearranged over-time or an irregular integration of a higher hourly rate. Often it is only for those employees who have a particularly solid contract, thanks to their professionalism the employer can satisfy the employees requests only if the amount is payable without the increase of taxes.

Legislazione (legislation)

In 1986 law 943/86, the so called “Foschi Law” was the first attempt at regulating: a fragment of law, because it regards foreigners as “workers from outside the European Community” and it therefore limits to disciplining that which concerns their employment. No less incomplete and provisional was Law 39/90, the “Martelli Law”, of 1990, however, this did fill in various holes in the legislation and provided rules for those who seek asylum and refugees and an annual programme for the inward flow of workers. Steps forward, therefore. But year by year the inadequacy of these transitional laws was felt, with the pressing need for an outline or organic law that defines, as written in article 10, paragraphs 2 and 3, the juridical conditions of

the foreigner in all its aspects, clearly stating rights and obligations, from entering the country to the definite integration of the foreigner in the Italian society.

After 1990 we found ourselves in rather hard years, full of tension, with proposals and counter-proposals, that involved public opinion and the media, both in great part manoeuvred and often exploited by ideological and political party currents. These were years of political uncertainties, changes in the majority and then swinging, at least with regard to immigration, between right and left with attempts at balancing in a central position.

There were some important attempts: in September 1993 the then Minister of Social Affairs, Fernanda Contri, formed a "Committee for studying an organic law on the juridical position of the foreigner" a committee formed of experts and ministerial officials of reference. A ponderous work resulted, but it was abandoned by the following Berlusconi Government, which set up an "inter-ministerial committee" for launching new, rather restrictive legislation. The next Dini government issued a decree that was reiterated five times, with the addition though, notwithstanding the opposition of those who had proposed the decree, of a regularization: while the severe provisions never came into force, the regularization went ahead and brought about the ratifying of more than 150,000 irregular situations.

In 1996 Prodi was Head of the Government, and already in August 1996 a new inter-ministerial committee was quickly set up with the mandate to draft a plan of an organic law in a short time. The work was completed in 1997 and presented to the House of deputies the following month. The path towards approval was not smooth, given the strong opposition from the right and the number of amendments

proposed by both sides. But the Government was determined to get the law through, also because this law was considered essential for Italy's participation in the Schengen system. Approval of the law as no. 40/98 (the Turco-Napolitano Law) came about, through an acceleration of the process on 19th February, 1998.

The first regulation on immigration, that merits the name of organic law, has now been absorbed by the Sole Text no. 286/98. All said, it appeared as something really new, an appreciable law, even more when it was integrated, although with some delay, by the "regulation for carrying it out" and in certain aspects, also by the "Three year programme document" called for by the same law. There are some blank points but it can be said that light prevails; a law that is not seen as restrictive to safeguard public peace, but one that is inspired by the principles of solidarity and a substantially positive view of immigration. Among the blanks must be noted the insufficient juridical tutoring in cases of expulsion and the regulations on the entry flow which are rather confused; very negative is also the decision to cancel from the text the paragraph that foresees the administrative vote for immigrants and the choice to not approve the bill on asylum, which after much debate had already taken on a definitive form. Among the positive aspects is the large area reserved for integration policies: the safeguarding of the family unit and minors, compulsory education for all, even for those not in regular positions, intercultural education, equal medical assistance for all, access to housing and reception centres, a national fund for migratory policies, and the repression of racist and xenophobic discrimination. Decisive approval is also merited by the residence permits for social

protection against trafficking in human beings, the residence card, the possibility of entrance for looking for work thanks to sponsorship.

The government and majority changed in 2001, and the new one approved the new law no. 189/02 in July 2002. In appearance it is a modification and not an annulment of the previous Sole Text. In fact, the majority of the articles, especially those regarding integration, remain unaltered. Notably changed are the policies on entry, expulsion and employment relations. Some provisions of the new law accent the state of precariousness of the foreigner, even those officially resident, undermining the certainty of rights. "Small adjustments" have been mentioned, which that are not that small, seeing as how they have changed the philosophy of the law. For example: the duration of a renewed residence permit does not last for more than two years; a residence card is not issued until after six years of continuous stay in the country; time for finding a new job is no longer a year but six months; the "contract of residence", the abolition of the sponsorship, bureaucratic restrictions and complications for the arrival of the family, severity, at least stated, of expulsion and lengthening of the time in temporary reception centres, the complicated and delicate regulation of right to asylum, all concentrated in two articles.

Without wishing to demonize the last law, nor to sanction the previous one, it can be observed that what has been found to be negative can teach some useful lessons. An example: the previously mentioned bureaucratic impasse, that has produced, among others, enervating waiting and the interminable queues in front of the police headquarters with incalculable disadvantages, not only for foreigners, is causing the politicians to reflect on the situation: why leave

everything up to the police and not use intermediate subjects, such as the municipals and charitable institutions? Another example: every new legislative intervention has been accompanied by an indemnity, for five times in twenty years this has happened, permitting that about one and half million workers became regular with regard to residence as well as employment; this means that three-quarters of the foreigners who now regularly reside and work in Italy were originally living in situations of irregularity. It must be concluded that too rigid entry politics have pushed many immigrants to behave illegally and take risks; if the door is closed then they come in over the wall.

Cittadinanza

Prerogative that defines the belonging in full of a person to the community of a nation and guarantees the consequent rights and dues.

Article 2 of the Italian constitution states: "The republic recognizes and guarantees the inviolable human rights, be it as an individual or in social groups expressing their personality, and it ensures the performance of the unalterable duty to political, economic, and social solidarity".

Art. 3: "All citizens have equal social status and are equal before the law, without regard to their sex, race, language, religion, political opinions, and personal or social conditions. (...)".

The delay with which the new immigration countries, especially Italy, have become aware of their changed condition as a country with immigration, has inevitably had consequences on the quality of their integration policies. In the case of Italy, we are seeing an adaptation

of some anti-historical passages. In 1992, for example, the law of 5th February, n° 91 on citizenship has given an even more advantageous ruling for those foreigners of Italian origin, even when their connections with the mother land are practically non-existent: “the spouse, foreign or stateless, of an Italian citizen acquires Italian citizenship when they have lived for at least six months in the territory of the republic, as long as the civil status of the marriage has not been dissolved, annulled or cancelled and there is no legal separation in course”. In other cases citizenship may be granted to:

1. the foreigner whose mother or father or one of the second degree direct ascendants are citizens by birth or were born within the territory of the republic and, in either case, has resided there for at least 3 years. Art. 4, paragraph 1, letter c), of the 91/92 law also states that a foreign citizen whose mother or father or one of their second degree direct ascendants are citizens, they may become Italian citizens if on reaching majority age, they have legally resided for at least 2 years in the Italian territory and, within a year of becoming of age, they declare their will to become Italian citizens.
2. the adult foreigner who has been adopted by an Italian citizen and who has legally resided in Italian territory for at least 5 years after the adoption.
3. the foreigner who has been employed, even abroad, by the Italian government for at least 5 years.
4. the citizen of another member country of the European Community who legally resides in the Italian territory for at least 4 years.
5. the stateless or political refugee who legally resides in the Italian territory for at least 5 years.

6. the foreigner who legally resides uninterruptedly in the Italian territory for at least 10 years.

Law in Lithuania

In the period of Lithuanian integration to the European structures the Lithuanian officials found that our European partners have very different context when talk about National minorities. So the officials started to use the term "Etninės mažumos/Ethnic minorities". -The citizens of Lithuania who are not Native Lithuanians and the Latvians, Polish, Byelorussians –because these ethnic groups are National minorities. But this term is known and interesting just for people who work with integration and so on. "Ethnic minorities" not so popular like the term "National minorities" which is used in daily life and in mass media and etc. When "migrant" gets citizenship-he/she automatically becomes the member of the ethnic for professionals, and the national for common people minority and gets rights to create Sunday school, nongovernmental organization and etc. to safe and protect his/her cultural identity.

CONSTITUTION OF THE REPUBLIC OF LITHUANIA (Approved by the citizens of the Republic of Lithuania the Referendum on 25 October 1992)

Article 29: All people shall be equal before the law, the court, and other State institutions and officers. A person may not have his rights restricted in any way or be granted any privileges, on the basis of his or her sex, race, nationality, language, origin, social status, religion, convictions, or opinions. Article 45: Ethnic

communities of citizens shall independently administer the affairs of their ethnic culture, education, organisations, charity, and mutual assistance. The State shall support ethnic communities.

LAW ON EQUAL TREATMENT: 18 November 2003. No. IX – 1826

CHAPTER 4

METHODS OF MAINSTREAMING

4.1 Introduction

In 2005 the four EQUAL Development Partnerships performed valuation of the T.E.F.I. - Together in Europe For Integration - transnational agreement. In all there were five activities to be carried out by the partners. The fourth activity is Mainstreaming.

The Key Objective of this activity as specified in Transnational agreement was "to explore methods of mainstreaming on Development Partnership, on local, regional, national and transnational levels by organizing and testing continuing dialogues and cooperation with strategic partners, with members of public administration and with politicians on local, regional, national and transnational level".

The Mainstreaming process involves identification of new lessons, clarification of innovative elements and approaches that produced the results, followed with their dissemination, validation and transfer. Mainstreaming in relation to national minorities and immigrants could be referred to as a strategy for making concerns and experiences of national minorities and immigrants an integral dimension of the design, implementation, monitoring and evaluation of policies and

programs in all political, economic and societal spheres so that national minorities and immigrants could benefit from equality.

It is important to note that the impact on both policies and practices is understood as a process embracing use and practical implementation of this information in other programmes or projects, shedding light upon established stereotypes and inefficient public decisions.

Good practice could be transferred to other individuals or organizations engaged in the same or similar field. This is a horizontal impact on policy and practice, which could be carried out by the Development Partnerships. This impact on policy and practice is generally aimed at introducing changes in traditional routine activities on a local, regional, national or even European level. These changes quite often are dependent on the very organizations carrying out the mentioned activities.

When good practice can be transferred from one administrative level to the other one, having an impact on employment, training and manpower development policies, then the impact on policy and practice is vertical. This kind of impact on policy and practice presupposes an impact on individuals or organizations and their decision making on different administrative levels. A successful vertical impact on policy and practice results in structural and institutional changes.

In line with the mentioned objectives the four EQUAL Development Partnerships united their experience and focused their efforts on mainstreaming. From the mainstreaming examples of national projects which are presented below we can see that T.E.F.I. partners' activities/strategies for mainstreaming in general looks similar.

Mainstreaming usual is done through analysis, workshops, seminars, conferences, relationships between Development Partnerships, networking, teamwork, the media, the Internet, labour unions and other tools useful in influencing decision making. The quantity of mentioned tools can guarantee just an effective mainstreaming activity but always are possibilities and reasons when actions are not able to reach the target of mainstreaming. The reasons of failures could be different and in this case we can recommend to “personify” mainstreaming to the mainstream target.

From the other hand –national reports shows how the different ways were chosen by the T.E.F.I. partners to reach authorities –the decision makers. Lithuanian partner incorporated the decision making organizations to the Lithuanian Development Partnership and these organizations participate in the Lithuanian EQUAL project. These organizations are responsible for mainstreaming activities too. The Germany Development Partnership PAMIR SON has addressed their mainstreaming activities to public debates (there was ongoing press coverage). The debates were directed to the region's officials and public, administration, labour market agencies, trade unions/employers associations. This method is good example which shows that public debates and publicity is a tool to influence decision makers. The Italian partner Development partnership TE.S.E.O. addressed mainstreaming activities to local authorities – municipalities in Teramo Province. We want to mention that Administration of Teramo Province is a leading partner of the Development Partnership TE.S.E.O. and takes and shares all information from primary resources from the DP work. The French

Development Partnership TALENT has organized meeting with 200 participants whose represented employers, trade unions, politicians. The primary task of the Lithuanian partners was to understand the ways and tools to be employed by the T.E.F.I. agreement partners within mainstreaming activities, thus the questions to be included were discussed and formulated so as to identify the partners' overall strategy within Mainstreaming. The two questionnaires²⁵ on mainstreaming activities carried out within our partners' projects were given in 2006. Following these questionnaires, we tried to compile the information on these activities carried out in Lithuania, Italy, Germany and France.

Our work with Mainstreaming activity is a part of our T.E.F.I. experience - that is the biggest added value of communication and cooperation between very different in management customs and experience partners, people and organizations who/which have a common interest for integration of their target group - emigrants/national minorities in to labour market.

The Lithuanian Development Partnership wants to express gratitude to all T.E.F.I. partners for our common work.

²⁵ The questionnaires are appended to the end of the chapter

4.2 Development Partnership TALENT “Territoires en action Lorrains pour l’égalité nouvelle au travail”

The Development Partnership TALENT indicated the Mainstreaming activities as a major issue of TALENT project. The Development Partnership TALENT initiated their mainstreaming activities on regional level. The DP²⁶ implements special products such as concepts for further training. Assisted by their partners - trade unions, chambers of commerce, employer associations etc - DP creates methods and procedures against racial discrimination: special training for human resource managers, trade unionists and teachers. Mainstreaming activities is addressed to this target group too: the development partnership employed the following mainstreaming methods/strategies publications, workshops, conferences and adult education. There weren't any mainstreaming activities organized by the French Labour Ministry.

On the basis of TALENT experience in France, the Development Partnership mentioned that “the modelling of new methods and tools is interesting and satisfying by itself, it is of no great help in producing more widespread changes”.

The Development Partnership has indicated two important elements which seem essential to them for good mainstreaming. The first - good communication (articles, communication tools, Internet site, conferences, etc) and the second incorporation of all the products produced by DP in the course of the normal procedures used by employers, trainers, unions, etc.

²⁶ Development Partnership – abbreviation DP

Having evaluated many EQUAL projects the DP have made a conclusion that the changing of established practices which were used against racial discrimination and the making of tools directed against discrimination can be done through a joint effort with the actors - employers, trainers, Unions, teachers, etc. By the reason the Development Partnership has created three main working groups, every group has different partners.

The first group within national education develops new methods of work with enterprises in relation to training (apprenticeship at enterprises). The second group works with trade unions, the task of this group is to identify their attitude to racial discrimination at their enterprises and to find ways of reaching social agreement there.

The third is the employers group. The development partnership works on practical management tools which should be tested by a dozen of small enterprises.

The second main point of the TALENT is training. The Development Partnership trains partners to raise awareness about discrimination, to show the difference between discrimination, racism, direct or indirect discrimination, systemic discrimination. The reason of the training is an ineffectiveness of communications between "tools" (against racial discrimination) makers and "tools" users. The TALENT is planning to organize these activities during and after EQUAL project.

The third part of the TALENT mainstreaming strategy is official communication. The Development Partnership has organized a big meeting with 200 participants who represented employers, trade unions, politicians. The main task of this event was to inform participants what was done in region to fight against discrimination.

The meeting had a real success and in 2008 the TALENT is planning another meeting. In this time on a national level, the task is to disseminate the tools and related procedures (the method is as important as the tools themselves) created by the TALENT.

4.3 Development Partnership PAMIR SON “Projekt Arbeitsmarktintegration von Migranten in der Region SudOstNds”

The German Development Partnership implemented special procedures to cope with integration of migrant workers or cooperation with local and regional labour market agencies. In choosing partners the Development Partnership was guided by the principle of comparative advantage. The activities also involved participation of migrants' organizations in carrying out the tasks with regard to their specific situation as well as coordination between the main networks of actors at both local and regional level. On the operational level the activities involved elaboration of migrant-specific skill upgrading schemes and vocational courses. These activities involved personal and practical training, tapping the hitherto unused potential of trainable and capable workers, particularly their multilingualism and social, educational/vocational skills, also including intercultural mediation of prejudice against migrants' permanent employment, aimed at personnel managers and other persons in charge.

DP PAMIR SON initiated activities on regional and national/transnational levels. On regional level DP initiated a road show for job information exchange which was directed to the target group especially that was directed to young female migrants, aimed at broadening their mind about their career opportunities. Migrants who had already got good jobs talked about their work. In this way the younger migrants also found jobs possibly open to them. The customers were sent by schools, further education colleges, labour market administration and welfare associations.

On national and/or transnational level the DP PAMIR SON initiated the national network "Integration of migrants into the primary labour market" run by the national EQUAL authority: a working group with a focus on the integration of young migrants (vocational training) identifies good practice. They also initiated the national network on SME-related training: a working group dealing with regulations.

The Development Partnership has indicated three main partners: trade unions, chambers of commerce and employer associations. The TUC South-East Lower Saxony helps to attract the works councils' attention to the DP's goals. The Chamber of Commerce and the Chamber of Crafts Braunschweig were trying hard to convince the enterprises to become a training site offering vocational training; collaboration with SMEs owned by migrants helps the Chambers' staff members to abandon prejudices, accepting migrants as entrepreneurs. The Braunschweig Confederation of Employers is helping to integrate managers with a migrant background and their companies into the regional economy. The management of the Confederation is interested in sensitizing its members to the present

demographic development demanding enhancement of the employment of migrants.

The Development Partnership features the apparently widest range of target groups. The mainstreaming activities are addressed to public debate (there was an ongoing press coverage making PAMIR familiar to the region's authorities and people), administration (departments of the City of Braunschweig and County of Peine are partners of DP), labour market agencies (ARGE), trade unions/employers associations (TUC South-East Lower Saxony), SMEs (road shows like the job information exchange and convention). The German DP employs the following mainstreaming strategies: publications (flyers and a regularly updated web-site), creating regional/local structures for on-going cooperation between the labour market, the convention and the road show, which has already been mentioned.

All mainstreaming activities of the German DP with only one exception - unsuccessful attempts to attract the works councils' attention to the DP's goals - were done successfully.

There are six national networks organized by the ministry in charge of EQUAL II. Only one network "Integration of migrants into the primary labour market" refers directly to the theme of T.E.F.I. This network consists of five working groups. A basic nationwide exchange of information is assured by four newsletters per year, covering different topics. There is even a central web-site linked to that of the DP's.

The good experience of Development Partnership was reflected in activities aimed at attracting the attention of the works councils of Volkswagen AG Braunschweig factory and, through assistance of their project partner Salzgitter Service und Technick GmbH, of the

Salzgitter Flachstahl AG, a part of the Salzgitter AG. At least one joint event with the Flachstahl's works council was planned. During a trade dispute and/or without a concrete benefit emerging in real time it was hard to attract attention to the DP's goals. The integration of migrants must be shown as part of the work councils' future core business. The demographic development trends seem to be an appropriate argument.

The ongoing moderated cooperation between the Chambers of Commerce and SMEs owned by migrants helped to overcome mutual prejudices and to accept migrants as entrepreneurs and their companies as training sites. The Chamber of Commerce staff members interpret the instructions related to vocational training in the sense of increasing the number of apprenticeships, which can be accounted for by the fact that even here the supply of labour exceeds the demand.

As planned, there was a joint presentation of the German DP, aided by the Association of Turkish-European Entrepreneurs (Bund Türkisch-Europäischer Unternehmer/innen e.V. in Braunschweig – BTEU), to the Braunschweig Confederation of Employers (AGV Region Braunschweig e.V. - AGV) on the occurring demographic change. The AGV is ready for further joint activities with PAMIR. A mutual communication process between the AGV and BTEU was initiated, amongst others leading to one additional apprenticeship. The German DP stated that right from the beginning there was an ongoing press coverage making PAMIR familiar to the region's officials and people. In addition, the PAMIR information is regularly presented to the supervisory board of the project REGION

BRAUNSCHWEIG GMBH, its members being important regional opinion leaders in their businesses.

Departments of the City of Braunschweig and the District of Peine are partners of the DP, too. The heads of such departments are normally ready to give an address at DP's conventions, like the mentioned road show or when migrants are getting their certificates. As one can see in the newspapers, the officials get used to arguing with and for PAMIR , it becoming everyday practice.

At regular meetings the project's progress, the state of co-financing and especially the integration rate are discussed with the ARGE Braunschweig at Peine: (County of Peine). PAMIR shows that the integration of unemployed migrants demands less efforts and costs than has been expected. PAMIR tries to convince the regional labour market administration to carry on with the project funding after the end of year 2007.

Road shows like the job information exchange promoted by the City of Braunschweig Department of Migration Affairs and conventions like the one in cooperation with the Braunschweig Confederation of Employers are held and cost-free publicity courses are offered in order to convince the employers (SMEs) of argument two and/or three mentioned above. This resulted, among other things, in the readiness of the Peine Plastics Industry's Joint Training System to integrate a cross-cultural knowledge module in the vocational training.

As the German DP started to attract the attention of the works councils of two big companies to the DP's goals, it can be said that all planned mainstreaming activities had started successfully. The cooperation between DP and ARGE by far exceeds expectations. The

same hold true for SMEs' readiness to participate in the job information exchange. The demographic change argument presented at a convention held with the Braunschweig Confederation of Employers was obviously less striking than expected. Only 50 SMEs took part in the convention. Some of them had no contact with the DP before. Other achievements have already been mentioned above. In Germany after a selection process done on the basis of a questionnaire developed by the integration working group, three of the DP's subprojects were chosen as good practice examples, this bearing the chance to be presented at a thematic national convention. The same holds true for the subproject on advanced vocational training, presented by the working group.

Among other things the second network encouraged the exchange of experience about the accounting rules issued by the Federal Ministry of Labour. All DPs were asked to make useful suggestions in order to reduce the accounting costs. All suggestions made out of practice were appreciated by the responsible national authority.

The PAMIR SON stated that the best mainstreaming experiences are face-to-face dialogues with associations, their officials being interested in certain results achieved by the DP. For them sharing the DP's goals is unnecessary.

4.4 Development Partnership TE.S.E.O. “Teramo Sviluppo Emersione Occupazione”

The TE.S.E.O. Development Partnership initiated mainstreaming activities on two levels: DP’s and regional. On the 26th of January the launching conference took place under the Teramo Province Presidency with the contribution of the DP and of the Territorial Active Network (the Territorial Active Network is the network of those institutions differently involved in the TE.S.E.O. project and which have signed the Memorandum of Understanding). The following interested parties were invited and joined the conference: the Regional Islamic Community, the Navy, and the Welfare Ministry.

The Development Partnership participated in the "Migrants and Minorities Thematic Table" organized by the Abruzzo Region – EQUAL Division, serving as a comparison table for regional DPs focusing on migrants and minorities.

Italy’s mainstreaming activities are addressed to local authorities (the Province and municipalities in Teramo Province), enterprises/entrepreneurs, disadvantaged workers, migrants or non-migrants.

The Italian DP implements special products, such as concepts for further training: a website for dissemination of the project’s results and outputs; workshops for PAs (Public Administrations) and involved institutions; stages by enterprises. TE.S.E.O. also implements special procedures such as the "Sportello Informativo Unico" (a sort of Information e-Desk), which due to its double function represents both a new procedure and a new structure: an online e-desk facilitates direct information for migrants – the health matter, job seeking,

social life, residence permits. Representing a monitoring instrument for experimental activities; a travelling desk represents an educational instrument for local actors involved in the TE.S.E.O. network and the experimentation channel of the project.

The DP has created special structures such as networks between SMEs, further education institutions, labour market agencies. The networks implement awareness and training activities at secondary schools in order to promote integration and knowledge of different cultures.

The TE.S.E.O. Development Partnership has five partners, even if the Territorial Active Network is wide represented with the involvement of: trade unions (Italian Confederation of Workers' Trade Unions (CISL), Italian Workers Union (UIL), Italian Workers General Confederation (CGIL)), employer associations (Teramo Province Industrial Union), local, regional and/or national administration (Municipality of Teramo, Teramo Province, "Citta Territorio Val Vibrata" Municipalities' Union, labour market agencies) and NGOs (Associations of non-Community citizens, who live in Teramo Province, Provincial Council of Social and Civil Associations and Voluntaries, Provincial Observatory on Migrants). Italy also mentioned the fifth partner – public services (Trenitalia – National rail transport company, ARPA – Regional Public Bus System, STAUR Teramo – Public transport company).

The development partnership employs the following mainstreaming strategies: publications, workshops, conferences and adult education. It also creates regional/local structures for continuing cooperation between labour market partners ("Sportello Unico").

There are three other mainstreaming activities in Italy: gender mainstreaming guide edited by the National Supporting Structure EQUAL ISFOL; Mainstreaming in Italy (Action 3) edited by the Minister of Social Policies in collaboration with the NSS ISFOL; Italian Guidelines for EQUAL 2nd Phase.

The TE.S.E.O. established good mainstreaming partnership primarily through the "Itinerant Information Desk"²⁷. The seven itinerant desks were activated and sited into the offices of our mainstreaming partners: the employment centres, the Provincial Observatory for Immigrants, trade union associations, the local health service (ASL), voluntary associations, local companies and meeting centres for the immigrants.

The initiative was so well accepted and mainstreamed that DP decided to involve two other institutions for the itinerant desk:

- CNA (*National Confederation of Handicrafts and SMEs*) of the Teramo Province;
- the health agency of the Teramo Province, also involving the local hospital.

The Development Partnership also contributed with the Local Health Agency to the editing of a multilingual guide on health services offered by the agency.

The main difficulty that DP has encountered was that some institutions felt little involvement in the project activities; in many cases they felt there was role duplication as far as they already had their "desk for migrant".

²⁷The material on Itinerant desk is appended to the end of the report

Anyway, the aim of the "Itinerant Desk" was to give further support to migrants (workers and others) without duplication of services given by the institutions hosting the Desk.

The solution adopted by Italian DP and which proved successful resulted in these institutions' better acceptance of the project aims, objects, instruments and activities. In this way they were and felt involved in the project, adding to its success.

The Italian DP stated that their mainstreaming typology embraced two different recipients: users and migrants/disadvantaged workers who resorted to the itinerant desks. They had prepared a synthetic report on the 80 questionnaires filled in by users in the 7 itinerant desks activated.

Concerning DP's mainstreaming activities addressed to enterprises and entrepreneurs, they have involved the CNA (*National Confederation of Handicrafts and SMEs*) of the Teramo Province as they have found that migrant workers are mostly employed in handicraft activities and at SMEs. Moreover, the CNA showed its interest in joining Territorial Active Network due to this high presence of migrants among its employed.

The Italian DP's activities addressed to the DP and to local actors have had a very good impact. This result is well reflected in the high presence of actors in the following seminars held:

1. three meetings with the "Territorial Extension Groups", involving representatives from trade unions, companies, and employment services: the first one dealing with "The territory and types of discrimination" (April 2006), the second one dealing with employment services (October 2006), the last one, held in December 2006, focused on "Services and social policies";

2. three meetings with the DP, two of which addressed the topic of racial discrimination on the labour market (February 2006 and March 2006) and one to good practices related to the integration and cultural exchange (July 2006).

As to the success of the mainstreaming network in Italy, we can't but mention the Equal national website (www.equalitalia.it), which includes links to mainstreaming activities carried out under Action 2 and Action 3 http://www.equalitalia.it/Doc_Equal.htm

The products delivered by the Italian DPs can easily be accessed through the EQUAL Products Data Base (http://www.sns-equal.it/catalogo/public/index_en.php).

The EQUAL Products Data Base is a practical tool designed to contribute to the dissemination of the wide range of results achieved by the Italian Development Partnerships. The Data Base is specifically meant to provide useful information and practical tools to policy makers, project beneficiaries and DPs. It will also be a helpful source of information for the "non-EQUAL" world: experts and practitioners within education, training, employment and social policies.

The Minister of Social Policies, in collaboration with the NNS ISFOL, has edited different practical documents for mainstreaming in Italy:

The Italian translation of the Equal Guide "Making Change Possible - A Practical Guide to Mainstreaming"

http://ec.europa.eu/employment_social/equal/data/document/mainstreamguide_en.pdf

<http://www.equalitalia.it/Documenti/Guida%20al%20mainstreaming.pdf>

"Equal: proposals, experiences and instruments within the good practices of the Development Partnerships"

<http://www.equalitalia.it/Documenti/Buone%20Pratiche.pdf>

Other information on Mainstreaming Activities in Italy could be found at the European Equal website on mainstreaming:

http://ec.europa.eu/employment_social/equal/mainstreaming/ma-italy_en.cfm

The Development Partnership TE.S.E.O. indicated the best mainstreaming experience - the implementation of the unique database gathered by the itinerant desks. In fact, this unique instrument allows collecting information on the same user even if he goes to different desks. At the same time, the itinerant desks have been organized throughout the territory of the Province in order to cover different towns in the same week.

In this way users could choose where and when to attend the itinerant desk, avoiding the risk of repeating the information they have already given to the previous desk.

4.5 Development Partnership "Tautinių mažumų integracijos į darbo rinką paramos mechanizmo sukūrimas ir išbandymas"

The Lithuanian Development Partnership was created with the aspiration to mainstream project products and experience. The only one governmental organization in Lithuania which forms policy of Republic Government and makes decisions according policy of project

target group - national/ethnic minorities, takes part in the Development Partnership. The Development Partnerships product is the national minorities²⁸ employment promotion, meaning a totality of systematic and interrelated measures solving the problems of NMs in relation to their integration into labour market as well as creating conditions and opportunities for this integration to occur (a stipulative and provisional definition of this "product"). The DP's assumption is that this model will be effective and its consistent implementation will continue to be pursued.

The mechanism for the promotion of integration of NMs into labour market is creation and activation of regional cooperation networks. Such a target-oriented network is seen as a structure (association, etc) joining people from non-formal and non-government organisations, municipal and government institutions, NM organisations, potential employers, etc in order to solve social problems, primarily those of employment, of NM members. The function of a Cooperation Network is - upon finding result-yielding points of cooperation - to produce a concerted effort in order to achieve the goals (employment growth, an opportunity to solve the community's social problems, pursuit for profit) of its individual members.

As it is, the Cooperation Network presents a feasible opportunity to build up a working and effective public structure capable of operating on its own even after conclusion of the project, efficiently dealing with social development problems of the region. The main functions of such development networks include fostering of administrative competence of national minorities' NGO (training programme for

²⁸ National minorities –abbreviation NM

leaders and supporters), training of staff of various institutions dealing with national minorities as well as providing direct support to those out of work: additional training of the unemployed with a focus on learning of the state language, additional vocational training programmes and support in job placement.

Having completed the setting up and testing of the NM employment promotion mechanism²⁹ in Šalčininkai District and Vilnius city, the DP has chosen to consolidate the good experience, adapting and transferring this mechanism to another region, namely to Visaginas. NMEPM is a complex of systematic and interrelated measures effectively solving problems of NM integration into labour market by creating conditions and opportunities for this integration to occur. The DP's assumption is that this model will be effective and its consistent implementation will continue to be pursued, thus the decision-making bodies are recommended to find funds for this model to be applied.

NMEPM offers an integrated approach in the elimination of problems related to social, geographic, cultural or linguistic exclusion experienced by NM members. In dealing with employment problems NMEPM relies on the results of the in-depth study carried out during the second round "The Results of the Study of Opportunities for NM Members' Integration into Labour Market", which has revealed that knowledge of the Lithuanian language, improvement of vocational training, promotion of territorial and professional mobility, delivery of professional information and counselling, support to employment and enhancing growth of the non-government sector are major challenges to cope with in order to promote employment of NM members.

²⁹ National Minorities employment promotion mechanism- abbreviation NMEPM

Cooperation of government, municipal and non-government organizations forms the core of this process.

During the third round the objective is to transfer the partially modified NMEPM without giving training to the target group, to create a long-term cooperation structure, to empower its participants to continue NM employment promotion activities as well as to prepare and implement social projects thus ensuring continuity of activities carried out by the DP both in Vilnius city and Šalčininkai District. Various training seminars will be aimed at:

- dissemination of NMEPM and good practices accumulated by representatives from organizations participating in the cooperation network, their motivation and enhancement of their capability to tackle NM employment problems;
- creation of conditions and pre-requisites in order to retain operation of successful networks in the future;
- providing information to representatives of decision-making organisations and motivating them to continue application of NMEPM and/or to give support to application of this method in other regions in order to solve the problems of this as well as of other target groups.

NMEPM is comprised of individual interactive components:

- creation and activation of regional cooperation networks (further shortened for CN)-non-formal structures comprising representatives from municipal/government institutions, NGOs of national minorities, potential employers, etc., seeking to solve social problems, primarily those of employment, of NM members;
- setting up and development of small businesses on the basis of the established and operating CN by joining the newly-established

enterprises into networks so as to create new workplaces. Development of micro businesses is supported with developed and tested training programmes.

- training of leaders of NGO's of national minorities, empowering members of NM communities to independently solve their social exclusion and other problems;

- during the third round, upon consultations with decision-making institutions, lawyers and politicians, the project will conclude drafting and delivery of recommendations for acts of laws and policy documents, the mission being that the developed measures, which have proved successful, were included into basic policy documents and that they were given support on the government and municipal levels;

- the development partnership will likewise seek enhancement of monitoring activities related to the country's employment situation, including appropriate data selection with reference to ethnic origin.

Such measures may also be applied (to an extent to be specified in the future) separately and evaluated as separate DP's products, so the DP will be ready to provide all needed consultation and extra documentation to tailor the gathered experience to the new needs. These belong to the third round of activities.

During the third round the DP has chosen to draw from and/or to adapt the good practices from its German transnational partner DP RESON (DE – XB4 – 76051 – 20 N1/209), related to setting up and supporting businesses. Such activities will be initiated and carried out by cooperation networks in Šalčininkai District, Vilnius city and Visaginas during the EQUAL second and third rounds. In this connection the development partnership has planned to arrange a

seminar for politicians and representatives of decision-making institutions, dealing with conditions required for this model to be successfully realized as well as its benefits.

The third round will contribute to realization of the whole project objective: to create and test a NM employment promotion mechanism, further referred to as NMEPM, and to consolidate application of this whole mechanism and/or of its separate components in various policy documents and/or acts of law as well as in practice.

With regard to the good practices accumulated during the second round and the individual products that the DP would like to evaluate and secure their application in practice and in policy documents, the DP will seek the following objectives:

1. To secure practical implementation of NMEPM by means of its partial transfer to another region (Visaginas) with the view of creating conditions and pre-requisites for this mechanism to function in the future;
2. To put effort in securing political support to the implementation of NMEPM and/or to the measures aimed at improvement of human resource competence at NGOs of ethnic communities;
3. Generalization of leader training programmes as tested with a different target group and drafting of methodology for such training.
4. Submitting proposals for the amendment of acts of law or other normative documents, including enhancement of monitoring activities of the country's employment situation, embracing appropriate data selection with reference to ethnic origin.

Creating possibilities for exchange of the developed products, for their adaptation and tailoring to a specific target group, also for

comparative analyses of developed and tested products and good practices are included into National network ("Solution of complex problems related to social exclusion of territorial, ethnic and other communities").

During the third round the DP is interested in tailoring the experience of other DPs participating in the thematic network to its own target group:

- to assimilate the target group motivation programmes, tailoring them to the needs of interested organizations and providing adequate training to secure application of these programmes tackling NM unemployment problems so as to enable NM members to join the labour market;
- to assimilate the techniques by within the area of community activation promotion with the view of making communities active enough so that their members could independently solve their problems;
- make a comparative analysis related to creation, motivation, planning of activities and implementation of the cooperation networks.

The DP is prepared to adapt the developed and tested NGO leader training programmes and their application methodology to the needs of other target groups.

In relation to compatibility of products developed by other DPs and a possibility of their integration into our activities, this thematic network allows planning of joint activities related to vertical and horizontal impact on policy and practice when the target groups, i.e. decision-making and executive organizations, are the same.

Similarly, the DP is planning to share experience and good practices with the thematic network participants while working with its target group and other interested organizations.

In the summary of results and recommendations from "The Study of Opportunities for National Minorities' Integration into Labour Market" it is stated that successful integration of NMs largely depends on the purposefulness, integrity, consistency and continuity of activities carried out at municipal level. This line of work should be targeted at knowledge of the Lithuanian language, professional improvement, and promotion of professional and territorial mobility, delivery of professional information and counselling, support to employment and enhancement of growth of the non-government sector. The study has shown that human resource development is the most result-yielding factor supporting integration of NM members into labour market: it involves development of the general education system, facilitation of easier access to vocational training, improvement of adult education, developing of counselling service, development of social infrastructure and purpose-oriented leisure organization. The success of implementation of these measures is directly dependent not only on municipal institutions but also on all other players involved, e.g. vocational training and educational institutions, labour exchanges, employers, etc.

In DP's opinion, the proposed mechanism is the most effective way of creating conditions for the realization of the mentioned functions, producing the desired results in the enhancement of NM employment. This is why the DP has developed and tested this context-oriented model (NMEPM) to tackle problems related to NM employment. This mechanism provides a good opportunity to offer complex solutions to

the problems of a target group, producing better results that last longer.

NMEPM basic components comprise:

- setting up and activation of regional cooperation networks³⁰ (CN for short): non-formal structures joining representatives from municipal/government institutions, NGOs of national minorities, potential employers, etc., seeking to solve social problems, primarily those of employment, of NM members. Their function is, upon finding result-yielding points of cooperation, to produce a concerted effort in order to realize the objectives of its individual members (employment growth, capacity to solve NM social problems, pursuit of profit), fostering of administrative competence of national minorities' NGO (training programme for leaders and supporters), training of staff of various institutions dealing with NMs as well as providing direct support to those out of work, i.e. additional training of the unemployed with a focus on learning of the state language, additional vocational training programmes and support in job placement. One of the main lines of CN activity that has been tested in Šalčininkai District is enterprise promotion through setting up of micro businesses within culture industry and tourism;
- NM's NGO leader training is a component that has given rise to the development and testing of training programs aimed at enhancing NM's NGO human resource administrative competence, giving them an opportunity to become more active not only in cultural but also in social life of their communities, empowering them to represent their communities, to prepare and implement social projects as well as to create an NGO cooperation network;

³⁰ Cooperation network – abbreviation CN

- the micro business creation model is in itself an innovative tool to promote setting of very small businesses within a chosen region, benefiting from opportunities offered by the existing cultural heritage and geographical location. Small businesses development could be realized within a network, with its members mutually assisting and giving drive to each other. With the view of promoting these businesses, the DP has developed and tested programmes of additional training in managerial abilities, information, sale, tourism, culture industry for the unemployed.

4.6 Annex 1



Projektą remia Lietuvos Respublika
Projektą iš dalies finansuoja Europos Sąjunga

A questionnaire on mainstreaming
for transnational partners:

Dear transnational partners,

in the following questionnaire you will find some questions about mainstreaming activities implemented in your projects. We would extremely be grateful to You and highly appreciate to have Your responses until March 30, 2006 so that we could compile Your

information and send to You a summary on mainstreaming before our meeting in Vilnius. We rely on Your understanding and mutual cooperation. We looking forward to receiving Your answers according to the following e-mail: info@tbn.lt. In case You have any additional questions, please do not hesitate to write us or phone. We cordially thank You for cooperation in advance.

1. What does your DP plan to mainstream? Please specify in more detail (3-5 sentences).

- Special products such as concepts for further training
- Special procedures, e.g. to integrate migrant workers or to cooperate with local/regional labour market agencies
- Special structures such as networks between SME's, further education institutions, labor market agencies

Other _____

2. On which level did you initiate mainstreaming activities? Please specify in more detail.

- DP
- Local
- Regional
- National and/or transnational levels

Other _____

3. Who are your mainstreaming partners? Please specify in more detail.

- Trade Unions

- Chambers of commerce
- Employer associations
- Local, regional and/or national administration
- Politicians on local, regional and/or national level
- NGOs

Other _____

4. To whom are your mainstreaming activities addressed? Please specify in more detail.

- Public debate
- Parliament
- Administration (which one: national, regional, municipal, etc)
- Labor market agencies/labour market policy
- Trade unions/employers associations

Other _____

5. Which mainstreaming strategies do you use? Please specify in more detail.

- Publications
- Workshops
- Conferences

- Adult education
- Consultancy for politicians (institutionalized or informal?)
- Creating regional/local structures for continuing cooperation between labour market partners etc).

Other _____

- What mainstreaming activities have you already put in practice? Which of them do you find successful, which not? Which of them did meet your expectations according to the original approved plan? If there some activities that failed into practice, what do you think are the reasons?

- Are there mainstreaming activities in your country organized by the ministry in charge of EQUAL II?

4.7 Annex 2



Projektą remia Lietuvos Respublika
Projektą iš dalies finansuoja Europos Sąjunga

T.E.F.I.

Some simple questions on mainstreaming

Dear partners,

in the following questionnaire you will find some questions about mainstreaming activities implemented in your projects. The first questionnaire on mainstreaming is attached too.

We would extremely be grateful to you and highly appreciate to have your responses until October 20 -we need "the Freshest" experience.

We are looking forward to receiving your answers according to the following e-mail: info@tbn.lt

3. What does your DP plan to mainstream?

1. What changes you made in your plans to mainstream in your project run? Why?

3. Who are your mainstreaming partners?

3. Your good experience and problems of these partnerships, the ways how to solve problems.

4. To whom are your mainstreaming activities addressed? Please specify in more detail.

4. Did your mainstreaming reach the address? Please specify your experience in more detail.

6. What mainstreaming activities have you already put in practice? Which of them do you find successful, which not? Which of them did meet your expectations according to the original approved plan? If there some activities that failed into practice, what do you think are the seasons?

6. What mainstreaming activities have you already put in practice? Which of them do you find successful, which not? Which of them did meet your expectations according to the original approved plan? If there some activities that failed into practice, what do you think are the seasons?

7. Are there mainstreaming activities in your country organized by the ministry in charge of EQUAL II?

7. What is your success in mainstreaming network in your country? And problems of course.

8. Could you give the example of “the best” mainstreaming experience?

CHAPTER 5

EVALUATION

5.1 Italian evaluation: from the TCA beginning to Metz transnational meeting (November 2005)

5.1.1 Monitoring and evaluation activities

The “monitoring and evaluation” activity is aimed at verifying and evaluating the activities of the project that have been carried out, in regard to the quality and pertinence of the results that have been reached, as well as to the efficaciousness and efficiency of the operative methods and organization.

The feedback obtained will be used exclusively for eventual modifications, updating and readjustments of the organization and methods used in the field, to reach the correct standards and efficiency for the project.

The monitoring process and following actions of evaluation are mainly aimed at:

1. a comparison between the results reached and the aims of the project as defined by the partnership;

2. identifying and defining the strong points and weaknesses of the initiative, the methodology and organization used, in support of the decisional processes undertaken by the partner.

The evaluation activity will be as follows:

a) Process – analysis aimed at pointing out and upholding the correct practices used in the organization and linking between the various partners and the work group. This action will be aimed at verifying and evaluating the functionality of the operative strategies used in the field by the various staff.

b) Products – direct analysis to verify the reaching of the product standards in coherence with that foreseen by the documents of the partnership, taking into account the context of the operation.

For the TCA TEFI the monitoring and evaluating activity follows the strategic aim of evaluating and developing the instruments for transnational co-operation in every single transnational activity, to support the work group and favour the evaluation of the national DPs. In fact, each DP will be responsible, phase by phase, for the activity of monitoring and evaluation.

The evaluation activity involves the compiling of a specific report, made from the intermediate reports of each national DP, the preparation of which will be the task of the transnational partnership secretariat.

5.1.2 Intermediate evaluation report of the Italian TE.S.E.O. DP.

In this report the Italian DP evaluates the activities carried out up to the first Meeting of Metz, held on 23rd and 24th November 2005, starting from April 2005 (start of Action 2) following the validation of the TCA.

The evaluation has been done following a specific plan, with an analysis of the process as well as that of the product.

5.1.3 Evaluation of the process

In the period mentioned, the national DPs have been involved in the process of revising and defining the new TCA, made necessary by the exclusion of the French DP "Instance locale de mobilisation contre les discriminations".

The revision of the TCA has been done taking into consideration the characteristics of the activities to be carried out, the objectives to be reached and the procedures that must be followed, to assure the maximum quality and efficaciousness of the activities of each national DP.

The phase of revision and re-formulation of the TCA has seen the involvement of all the DPs, who have worked mainly via e-mail, thanks to the coordination of the secretariat of the transnational partnership. More than 100 e-mails were exchanged between the

partners, until the new on-line entry of the running strategy of the initiative

It can be said that the revision process of the TCA has been correct, efficacious and rapid and has allowed the programme to proceed without substantial delays.

5.1.4 Monitoring and evaluation instruments – Evaluation of the product

A correct and efficacious “evaluation plan” has two distinct parts:

A) definition of the instruments for evaluation – this is a phase of organization and planning of the evaluation activities, that takes into account:

- the objectives of the verification and the information that should be obtained through them
- typology of the subject of the analysis (reference target)
- structure of the actions/activities subject of the monitoring.

B) Application of the instruments of evaluation to the subject to be analysed – this is the phase of verification and processing of the data obtained in the investigation, that lead to particular and complex judgements on the quality of the activities carried out and the products obtained.

In following are described the instruments and criteria of evaluation used in this first phase of the initiative, agreed upon by the partners and held to be useful for the purpose. This is a part of the permanent

evaluation mechanism, including the presentation of the data and information relative to the partnership and an analysis of the results. The instrument that we propose regards the evaluation of the documents produced for the Transnational Co-operation Agreement TCA.

The document being evaluated is analysed in every area that is held to be significant. Each area is awarded points. The total evaluation of the document is given on the average of the points awarded to each area.

Below is a proposed “evaluation scale” in which every mark (from 1 to 6) is accompanied by an assessment that must express the evaluation of the level of the quality of the product, respect of the aims set and of the procedures defined.

5.1.5 Evaluation scale

1 = seriously insufficient

2 = scarce and anyway insufficient

3 = sufficient

4 = good

5 = very good

6 = excellent (can be proposed as a model and/or good practice).

The documents to be examined are:

a) The “single” documents (TCA and minutes of the Piloting Committee meetings)

b) The “intermediate” documents (e-mail communications and working methodologies of the TGs)

c) The “final” documents (products).

Now it is possible to apply the evaluation grid to the Transnational Co-operation Agreement TCA and to the relative email communications.

5.1.6 Evaluation grid

The table below shows the indicators identified and defined for the evaluation of the efficaciousness and efficiency of the activities (processes and products); each indicator is accompanied by its definition (*Description*) as well as “guiding” elements (*What to verify*), useful for the DP involved in the evaluation phase: the aim is also to standardize the work (evaluation criteria) and the valuation reports, seeing as how each national DP will be involved in this transversal activity.

5.1.7 Criteria of evaluation

Indicator	Description	What to verify
Communicative quality	Facility in reading and understanding in the style and language	Is the style of lay out of the treatment of the subject clear and pleasurable?
Structural quality	Articulation of the contents.	Are the contents articulated in a logical manner and in sequence? Does the structure of the elaboration answer to an internal coherence?
Effectiveness	Adequacy of the contents for the specific aims.	Does the product reach the aims as expressly indicated in the project?
Completeness	Internal coherence and information in depth in function to the specific aims.	Is it complete in its treatment of the matter?
Scientific quality	Scientific reliability and evaluation of the contents.	Are the contents valid on a scientific level?
Documentation	Quality of the documentation in its entirety on a transnational level.	Are the sources quoted, are the cross-references reported clearly with the web addresses, have the integrations been carried out and/or are they necessary, are the in depths studies reliable on a documental level?

Now it is possible to apply the evaluation grid to the Transnational Co-operation Agreement TCA and to the relative email communications.

5.1.8 TCA evaluation

We have applied the evaluation grid of the TCA to the following headings:

- a) Rationale and Objectives
- b) Work Programme & Working Methodology
- c) Financial Provisions
- d) Organisational and Decision Making Arrangements
- e) Monitoring and Evaluation Procedures
- f) Other

	Communi cative quality	Structural quality	Effectiv eness	Comple teness	Scientifi c quality	Documenta tion
Rationale and Objectives	4	4	4	5	4	4
Work Programme & Working Methodology	5	5	5	5	4	-
Financial Provisions	5	5	5	4	-	-
Organisational and Decision Making Arrangements	5	5	5	5	-	-
Monitoring and Evaluation Procedures	5	4	4	4	-	-
Other	-	-	-	-	-	-

The document is on the whole well articulated in structure and communicative quality. It is sufficiently efficacious in that the aims are substantially present and articulated. Scientifically there is an absence of a study in depth, although, this would have made it too long and with a tendency to dispersion.

To be noted in particular:

⇒ The “Rationale and Objectives” section shows that all the partners understand the common objectives, which are wholly identified and efficaciously communicated. The communication and management structures are accurately defined, with details and

competences. The products foreseen are coherent with the characteristics of the initiative and with the objectives in terms of expected results.

⇒ The “Work Programme & Working Methodology” section clearly, completely and analytically describes the foreseen transnational activities; the agreement of the partners on the general transnational activities is evident, and the common wish to share the experience of the single national DPs in every phase and activity. The methodology of sharing information and results is clear and efficacious and is able to favour constant communication between the work groups of the DPs.

⇒ The “Financial Provisions” section clearly identifies the financial resources for the various phases of the initiative, and gives efficacious basic rules for managing every financial aspect of the project;

⇒ The “Organisational and Decision Making Arrangements” section clearly efficaciously and completely defines the contribution and responsibility of each DP involved, identifying procedures of quality for the flow of information and results from each thematic group. The partners show that they fully agree on the decisional process and the rules that govern it.

⇒ The “Monitoring and Evaluation Procedures” section describes synthetically but clearly and simply the relative procedures; the partners agree on the strategic decision to involve all the DPs in the activity of evaluation.

5.1.9 e-mail evaluation

The evaluation of the e-mails gives significant answers on the quality of the procedures used in the field by the partners, seeing as how e-mails have been considered the most flexible instrument used for transnational cooperation, in the ambit of the methodology of sharing information, results and work instruments.

We have divided the e-mails into two types:

- e-mails of normal communication: messages for transmitting a simple answer, practical information
- e-mails on particular subjects:
proposals/modifications/discussions written on TCA texts, validation of the various decisions

a) GERMANY - Projekt Arbeitsmarktintegration von MigrantInnen in der Region SüdOstNds (PAMIR-SON)

Indicator	Communication emails (8)	Subject emails (15)
Communicative quality	5	6
Structural quality	5	6
Effectiveness	5	6
Completeness	5	6
Scientific quality	-	-
Documentation	-	-

Communication via e-mail set up by the German DP was excellent, above all in terms of content and subject matter, offering a notable contribution to the start up of the communication and information system between the partners.

b) FRANCE - Territoires en Action Lorrains pour l'egalite nouvelle au travail (TALENT)

Indicator	Communication emails (20)	Subject emails (25)
Communicative quality	5	6
Structural quality	5	6
Effectiveness	4	5
Completeness	4	5
Scientific quality	-	-
Documentation	-	-

The French DP used the e-mail instrument a lot for communicating with the other partners, as shown by the number of e-mail messages sent in this phase. The quality of the communications is more than satisfying, above all in regard to the subjects dealt with and the quality of the information exchanged.

c) LITHUANIA - Tautinių mažumų integracij į darbo rinką

Indicator	Communication emails (12)	Subject emails (17)
Communicative quality	5	6
Structural quality	5	6
Effectiveness	5	6
Completeness	5	6
Scientific quality	-	-
Documentation	-	-

The Lithuanian DP made excellent use of e-mail as an instrument of communication, contributing to an improvement in the quality of the communications and the efficaciousness of the system of information and communication.

d) ITALY - TE.S.E.O. - Teramo Sviluppo Emersione Occupazione

Indicator	Communication emails (8)	Subject emails (15)
Communicative quality	5	6
Structural quality	5	6
Effectiveness	5	6
Completeness	5	6
Scientific quality	-	-
Documentation	-	-

The Italian DP often played a central role in the flow of information and documents via e-mail, also thanks to its role of secretariat within the partnership.

It results that, the evaluation of the communications through e-mail between the partners is very positive. In fact:

- ⇒ the use of e-mails was steady and significant, and response time generally very rapid;
- ⇒ the e-mails exchanged were always clear, synthetic but complete, in simple language and immediately comprehensive, with an efficacious logical construction to avoid problems connected with the language of communication;
- ⇒ e-mails were often used for exchanging documents, sharing proposals, analysis and organizational aspects.

Conclusion: the communication e-mails have been on the whole efficacious in their transmitting function and they are confirmed as a very good instrument for exchanges, complete for their medium to high quality and facility of use.

5.2 German evaluation: from Metz to Vilnius transnational meetings (may 2006)

5.2.1 TEFI's goal

According to the TEFI TCA , part B.1, „the overall objective of this (international) partnership is to improve the future prospects of migrants and national (ethnic) minority groups, who are often marginalized and socially excluded, particularly through the difficulty they experience in getting employment. ... Helping migrants/national (ethnic) minority groups to find sustainable employment involves three key stages:

- finding the best practices; also examining the national legal frameworks
- increasing migrants' and national (ethnic) minority groups' skills
- preparing employers for diversity management.

The overall transnational strategy of this partnership is to learn from each other and share innovative work and good practice relating to EVERY stage of this process. In this way integrated solutions to identify and overcome the barriers migrants and national (ethnic) minority groups face can be found.”

5.2.2 Evaluation criteria and perspective

Derived from this definition of the transnational partnership's overall goal and strategy my main evaluation criterion is the quality and the result of the process of learning and sharing innovative work and good practice among the four TEFI partnerships and their national partners. Has there been a process of joint learning, of exchanging experiences and of sharing good practices in the fields of joint interest?

If the four national DPs really want to learn from each other, if they sincerely want to cooperate to exchange experiences and good practices the first thing they have to do is to inform each other about the progress of their work, i.e. the results achieved, the barriers met and (perhaps) overcome, the methods used, the examples of good practices developed. In addition there has to be sufficient information about the legal and institutional national frameworks, which determine the space and the possibilities of the four national DPs to achieve their goals, especially to „improve the future prospects of migrants and national (ethnic) minority groups“ particularly by integration into the labour market.

My evaluation will therefore deal with the following questions:

- has there been an exchange of information and experience in the respective fields of activities? And if so: How was its quality?
- Has there been information about the national institutional and legal frameworks? And if so: Was it sufficient and has it been related to the development work of the four national DPs and its results?

- Have the information and experiences – as far as provided – been discussed during the transnational meeting in Wilnius?
- What was the quality of these discussions? Did the participants learn something for their project development practice in their countries? Was there any exchange of experiences and good practices achieved so far?

My perspective, from which I ask these questions, is to enhance the process of mutual learning by exchanging experiences during and in between the transnational meetings. By raising the questions mentioned above I want to enhance and contribute to the process of cooperation and mutual learning within the transnational TEFI partnership. To intervene as a critical friend is part of my concept of formative evaluation.

5.2.3 Information and material available for the evaluation

As there was very little information available about the activities of the national DPs during the Metz and Wilnius transnational meetings, I asked the partners to send me some information about their activities after the Wilnius meeting as a base for my evaluation report. I proposed to deal with the following three questions:

- What is the aim of your DP?
- Which activities do you plan to reach your DP's aim?

- Which of these activities have you already performed since the start of your project? Which activities are completed, which are still going on?

Raising these questions and asking the partners to answer them met some resistance from some of the national partners, especially from the French delegation and some members of the Italian group. The following discussion, however, was interesting and productive insofar as it gave opportunity to clarify the purpose of transnational cooperation between the TEFI partners according not only to our TCA but also as requested by the EQUAL programme in general. It was argued and finally accepted by all partners that the purpose of transnational cooperation according to the EQUAL logic, namely to exchange experiences and good practice in the field of reducing discrimination for the different target groups could not be met without mutually informing the TEFI partners about every national partner's project activities. So every national DP finally accepted to answer the above mentioned questions.

Between May and July 2006 I received information from all TEFI partners about their project activities during the two transnational meetings in Metz and Wilnius (December 2005 – May 2006). In appendix I all these reports are included in their original form.

Another source of information about activities of TEFI partners during December 05 and May 06 are papers concerning the five fields of activity, that have been agreed upon during the first transnational meeting at Teramo. These fields of activity are

- Barriers and learning
- Methods of assessment and competencies

- Glossary
- Methods of Mainstreaming
- Evaluation.

For each activity some papers have been distributed by email during the time span covered by this report (December 2005 – May 2006).

These were in detail:

- The German DP presented a paper on „Barriers and Learning“ during the Wilnius meeting by which the structure of information needed for a report on „Barriers and Learning“ was explained. The power presentation was distributed in early May. In response to the German concept „Barriers and Learning“ all partners sent papers to the coordinator of the German DP; they are however not subject of this evaluation report, because they were distributed after the Wilnius meeting only.
- The Italian colleagues wrote and presented a paper on „Methods of assessment and competencies“ during the Wilnius meeting. The report was discussed in Wilnius; later the French DP and the German evaluator commented this paper and distributed their comments by email.
- The French DP developed a concept for the fourth activity „Glossary“. A list of keywords was proposed, several times enlarged. On 26.4.2006 a synopsis was distributed with contributions by the French, German, Italian and Lithuanian DP. Although the idea of the glossary is „to compare the point of view of each country by a short explanation of the contexts and/or legal texts“³¹, only the French and the German partners added the requested explanations. None of the four teams however

³¹ The idea of the glossary is defined on top of every synopsis.

contributed a (short) bibliography which is also intended to become part of the glossary (l.c.).

- The Lithuanian DP distributed a questionnaire about the mainstreaming activities of the transnational partners. Based on the answers of the German, Italian and French DPs the Lithuanian colleagues presented a summary of the information received from (a) the answers and (b) the original application texts of the respective partners at the Wilnius meeting. A second questionnaire on mainstreaming was distributed by the Lithuanian colleagues in early September 2006. These two papers are not subject of the present evaluation report; for two mainstreaming examples see appendix II, 3.
- As their contribution to the fifth activity „Evaluation“ the Italian team distributed the „First Evaluation Report“, covering the period between the first Teramo meeting (June 2005) and the Metz meeting (November 2005)³². This report was only briefly discussed at the Metz meeting; instead the agreement was confirmed, that every national partnership should be free to use the evaluation approach it thinks to be appropriate.

In addition to the reports documented in appendix I, I selected three papers for the present evaluation. These additional papers are

- the TESEO report on activity 2 (methods of assessment) as presented during the Wilnius meeting

³² Different from the original planning a second French partnership (Roubaix) was not able to join the TEFI transnational partnership; it was therefore agreed upon in Teramo (June 05) that the activity „Evaluation“ was to be divided between the four participating DPs in the following way: - Evaluation I (first Teramo – Metz meeting): Italy; Evaluation II (Metz – Wilnius meeting): Germany; Evaluation III (Wilnius – Braunschweig meeting): Lithuania; Evaluation IV (Braunschweig – second Teramo meeting) France. A common evaluation method was not agreed upon; each partnership should be free to choose the evaluation concept it thought to be appropriate.

- the comment by Isabelle Pellé titled „Reconnaissance des acquis de l’expérience”, distributed by email right after the Wilnius meeting
- an excerpt from a paper about mainstreaming, which I presented in Wilnius during a one day seminar, held 3.5.2006, including some notes taken from the discussion that followed my presentation.

These papers are included in appendix II, 1 - 3³³.

The criterion to select and include these three papers is to demonstrate the potential of the TEFI transnational partnership for communication both among the four DPs and within one of the DPs – in this case the Lithuanian.

In the following section I am going to analyse the papers included in appendix I and II according to

- the quality of information provided (based on the four papers in appendix I)
- the quality of communication within the transnational partnership (based on the three papers in appendix II).

Mutual information and communication are the two basic activities, without which the TEFI transnational partnership cannot perform its „overall transnational strategy ... to learn from each other and share innovative work and good practice relating to EVERY stage of (their projects)³⁴. This is the reason to choose the quality of information and communication as the main criteria to evaluate the selected papers presented by the transnational partners.

³³ Appendices are quoted by Roman, papers by Arabian numbers. I,1 means the first paper in appendix I etc

³⁴ TCA, part B 1, p. 4. Emphasize in the original

I will end each chapter with some conclusions.

5.2.4 DP approaches and the quality of information provided by the four national DPs (see appendix I)

In order to ground my evaluation on solid information I asked the four DPs by the end of the Wilnius meeting to provide brief papers describing their main project activities.

This request met some resistance during the Wilnius meeting. It was questioned, whether the evaluation of the transnational cooperation should be based on information about the individual projects. After a thorough and controversial (but productive) discussion all partners agreed to send the information as requested. The papers provided are presented in appendix I.

The four papers are very different, not only in terms of length (between 1 and 5 pages), but also in terms of style, concreteness and character. I had to read them thoroughly and several times to understand their messages. Finally I found out another dimension beyond the quality of information which I call „the approach“ of the respective projects. Besides transporting more or less concrete information, the papers say something about the special focus or approach of each of the development partnerships.

The following characterization of approaches does of course not and cannot provide full information about the different national partners' activities. The intention is different, namely to show that each of the four TEFI partners has developed a special perspective (approach)

towards the common aim of reducing discrimination. This diversity has an impact on the activities of the each DP. It is therefore a challenge for discussion among the partners as well as for the partnership's final report to reflect on the results developed under the special approach and its perspective used by the different development partnership(s).

To validate my findings, more information and discussion is of course needed; but I am pretty sure that I am on the right track. My hypotheses about the diversity of approaches may very well guide and intensify transnational cooperation and broaden each partner's understanding of the problem. The message is: Different approaches are possible; learning from these differences enriches the experience, the understanding and the problem solving capacity of each of the partner DPs.

It goes without saying that each DP may of course have a view of its focus or approach, different from that described in the present evaluation report. My point is „only“, that the results developed by any DP are shaped by a great variety of parameters, among them not only the quality of dialogues with concerned partners, the DP's activities, the social, legal and organizational contexts, but also the DP's approach or perspective, very much influenced by its experiences. A process of self reflexion is needed to become aware of these interdependent relations.

a) The Italian approach

The Italian approach focuses very much on research, building up a data base and (creating) models (e.g. „setting up of a model for territorial relationship“ (see I,3, p. 17); „acquiring of international

models ... on the theme of discrimination", see I,3, p. 17). Although there are 3 workshops planned „involving the trade unions, companies ... and services for employment, the first of which (took place) in April 06" (I,3, p. 16), the overall approach of the Italian project seems to be biased by an academic access to problems. Many activities of the Italian DP focus on surveys, followed by dissemination of the results, e.g. informing by „itinerant desks", see e.g. „Survey of needs and structural ties" (I,3, p.16)³⁵.

On the other handside there are (planned or realized?) thematic study groups, which are dealing with important topics, such as organizing resources of the territory, setting up contexts favourable for experimentation; starting up of all actions of the strategic subjects of the territory; setting up a model for the territorial relationships (I, 3, p. 4). These study groups sound like being a basic mainstreaming organisation of the Italian project, but this is only my assumption; it does not become clear by the headline-style of the Italian paper.

As a consequence it remains unclear, what is really happening within the project process. The Italian paper is touching a great variety of topics. It may therefore be assumed that the Italian project is rich of interesting and important results, new knowledge, new experiences, but the information provided in the paper are too much presented in form of headlines and catchwords; concrete information about contents, actions, procedures, strategies, difficulties (barriers) and results are missing. Nevertheless the paper raises a lot of interesting questions, which can and should be handled during the next transnational meetings.

³⁵ A prototype of an academic access to problems is the Italian paper „TEFI activity 2"; see below p. 9 and appendix II,1

b) The French approach

The French approach is characterized by campaigns of political education³⁶ and a series of workshops, which does of course not mean that it is not scientifically grounded. To my impression the French paper is very much based on communication and dialogue between a great variety of actors. The paper reports about a series of dialogical events, such as a search action process, seminars, round tables, workshops and a conference (held 23.11.05, in which the transnational partners took part during the Metz meeting) – see esp. activities 3 and 4 mentioned in the French paper (II,2). The other two activities aim at promoting equal access for students to vocational education, both to on-the-job-training and apprenticeship (activity 1); in addition there is promotion and support for entrepreneurship amongst ethnic minority groups (activity 2).

An action research process (search-action) aims at making participants from five professions (?)³⁷ sensitive on the phenomenon of racial discrimination, „but also at producing tools of prevention and fight against discriminations“ (I, 2). About 100 participants are scheduled to take part.

The different seminars, workshops, training courses etc are devoted to

³⁶ During the Braunschweig transnational meeting and from the French papers presented at that meeting I understood, that I would have better characterized the French approach as participative and dialogue driven. The antidiscrimination tools, e.g., are developed by the French team **with** entrepreneurs instead of trying to introduce these tools from outside.

³⁷ The English text speaks of „educational regions“, the French version of „bassins d’éducation“

- prepare „actors of ground“ to become referents or multipliers for information and training campaigns (about how to fight discrimination, I guess)
- qualify and train CFDT trade union teams to run a publicity campaign³⁸
- produce practical tools of prevention and fight against discrimination
- a diagnosis on diversity management and fight against racial discriminations in ... SMEs. „Various workshops will be set up as of June (2006) to work on the realization of practical tools ...“ (I,2).

In addition the topic of self evaluation of diversity management practices „will be developed in a monthly workshop animated by the Geste cabinet“³⁹.

Although some of the actors remain unclear in the French text, it becomes clear, that the French activities are all covering important topics related to discrimination and fight of discrimination, especially in enterprises and in regions with different regional actors including trade unions. As I understand the paper, the main approach of the French partnership may be called political education in a variety of different contexts and forms including among others workshops, training courses and campaigns.

c) The German approach

The German approach is again different. It focuses on institutional cooperation and – as far as possible – on institutional change (e.g.

³⁸ The addressees of this campaign, called „EC members of FORCES“, remain unclear to foreign readers.

³⁹ What is the „Geste cabinet“?

the BQV agency as explained in I,4). The second focus are training and job finding activities for unemployed migrants. Up to now (September 2006) more than 300 unemployed migrants have been trained in six month courses, 20% of them found a job in the first labour market. In addition 21 vocational training opportunities for young migrants have been created, more than 90% of them in migrant enterprises.

As I am the author of the German report for evaluation (I,4), I want to be brief in commenting it. What seems to be obvious, however, is the fact, that the German report provides more concrete information about procedures, cooperation partners, strong and weak points than the other TEFI partners did.

d) The Lithuanian approach

The Lithuanian paper (I,1) does not say much about the Lithuanian approach, and also the information about the activities of the Lithuanian DP are rather succinct. We learn from the report that „the first big social research since 15 years“ has been conducted „to discover social problems of national minorities“. The findings are not reported. In addition cooperation networks are created in the fields of tourism and culture in two different regions (Vilnius and Salcininkai region). The purpose is to create jobs in these fields for national minorities. How this is done in concrete, is not reported.⁴⁰

The limitation of the employment policy on tourism and culture⁴¹ was however criticized during the mainstreaming seminar I held in early

⁴⁰ During the Braunschweig meeting (26./27.10,2006) the Lithuanian colleagues reported about a third activity: qualifying NGO leaders and „very successful round tables with politicians“ as a mainstreaming activity (successful in which respect? WF).

⁴¹ The concept of culture remains unclear; is it more than folklore?

May 2006 in Wilnius (see II,3). It was argued that it might be promising to look for jobs also in core branches of the economy, such as, e.g., in the export industry. Enterprises exporting products to Poland, Belarus and Russia might very well be interested to employ people from the respective national minorities, because they are able to speak the languages of the trade partners.⁴²

e) Conclusion I

In general there is a lack of concrete information about the TEFI partner projects' activities, procedures, results, and barriers met in the respective contexts. On the other handside the papers provided show that every national DP is working on important and crucial topics:

- In addition to promote entrepreneurship among ethnic minorities and equal access for students to vocational education the French partners concentrate on political education and development of tools and strategies to fight discrimination, both in enterprises and society (regions).
- Besides their academic orientation (research, surveys, models) including dissemination of the findings („itinerant desks“) the Italian partners seem to be on the way to create a basic mainstreaming organisation in their region („study groups“).
- The German DP is focusing on practical results (training and job finding for migrants) and on creating an institutional infrastructure (BQV agency) as a precondition to render a more intensive cooperation between regional partners sustainable for the future.

⁴² The majority of national minorities in Lithuania are Russians and Poles.

Another focus is to offer and run intercultural training courses for different groups, among them apprentices and their trainers.

- The Lithuanian DP conducted a „big social research“ about the „social problems of national minorities“ and is organizing „cooperation networks“ in order to create jobs in tourism and culture. It is unclear how these two activities are related and what the special Lithuanian approach might be.

f) Recommendation:

For the coming transnational meeting in Braunschweig I propose that each national partnership tries to concentrate its presentation during the opening session on the focus of its activities, relating it to the overall aim of all our EQUAL projects, namely to reduce discrimination of migrants/national minorities, especially on the labour market. To present the central activities is more informative than giving a general overview. If the partners agree, we will have a stimulating, focused discussion at the beginning of the Braunschweig meeting⁴³.

5.2.5 The quality of communication (see appendix II)

At the Wilnius meeting the Italian DP presented a paper on activity 2 „Methods of assessment“. This paper was only very briefly discussed at the Wilnius meeting, but there were three written comments on it: The first one by Isabelle Pellé right after the Wilnius meeting (see

⁴³ See below p. 11, footnote 15

II,2), a second one by the coordinator of the German team, Christian Wichert, and finally a third one by W. Fricke, emailed by the end of July. These four papers provide an example for at least some rudimentary communication between three out of the four transnational partners. The Italian and French papers are included in appendix II.

The Italian paper „TEFI activity 2“ (see II,1) is, what I call an academic paper. The text starts with a definition of „employment orientation“, mainly based on Maslow’s „hierarchy of needs“, followed by some general remarks about the basics of an abstract „individual“ taking decisions for professional choices and how to help „an individual“ to choose a profession which is in tune with his/her desires and capabilities. The main part of the paper consists of excerpts from literature. The paper ends with presenting four „assessment approaches“. There is little reality, but much literature in this paper: That’s what I called the academic orientation of the Italian DP in the previous section (see p. 5).

The French reaction to the Italian presentation at the Wilnius seminar titled „On reconnaissance des acquis de l’expérience“ (see II, 2) is obviously based on long term experience in the field. The author, Isabelle Pellé, hits the point by saying:

“...even if you have undergone an orientation process with all the trimmings; even if you have got all the necessary training and skills in your chosen field of competence with the right kind of motivation; even if you are perfectly suited to the job and eager to work; this will not help you if you should come upon employers who don’t want to recruit you because you belong to a social group that they consider unsuitable or unsound. In other words, it might be a necessary

condition (which, anyway, is open to discussion) but hardly a sufficient one; as millions of trained and educated young ethnic minority or migrant people find out, to their grief, every day”.

And she continues:

“It seems to me that it is not very fruitful to work on this issue purely from the point of view that migrants are lacking skills which would make them possible to employ by businesses - that they are missing something, in some way - and that therefore to be employable they need to learn something, or change in some way. We need to think about the other side: what about the way we, and businesses, see migrants?⁴⁴

Job finding/ recruiting takes 2 partners: a candidate for a job, and an employer. As a candidate you can employ every skill on your side, but you are still stuck without a job if the employer discriminates against you. Employers do not recruit by using only rational reasons (matching the skills they need to the skills which candidates offer): they often feel that employing migrants is too much of a risk; they don't want to have problems in their work teams; they think their clients are going to object; or they can show a preference for methods of recruiting other than trying to match job profiles (for instance, limiting recruiting to the children of their employees, or excluding people who live in certain areas). In this context, working with employers on diversifying human resources in their business, on equal opportunity issues, from a purely business and economical point of view, it can be seen as a high priority challenge.”

Except the German evaluator nobody from the transnational partnership reacted to this paper although it points to a crucial

⁴⁴ Emphasize by W. Fricke

question, which might or even should have been discussed among the transnational partners both systematically and in the light of everybody's practical experience in this field.

In addition to the French comment there were, as mentioned before, another two comments to the Italian paper by the German coordinator and the evaluator of the German DP. Both these papers are not included; nevertheless I want to quote one brief passage from my (the German evaluator's) comment, because it contains a proposal for further communication:

"I repeat what I said in Wilnius: We cannot exchange our experiences and identify examples of good practice, unless we discuss our experiences in thematic groups during the transnational meeting. What we are doing at present, namely exchanging papers on the different thematic fields, makes only sense, if we take them as a preparation for thorough discussions of our experiences in thematic groups, while we meet. It is an old experience: People learn better from face to face dialogues than from papers".

There was no reaction by the Italian DP on the French or German comments, nor by the Lithuanians.

Communication however is an important instrument to understand problems and to develop solutions not only between TEFI partners but also within a single development partnership and with actors concerned „out there in the field“. How internal communication may be enhanced by cooperation between TEFI partners is demonstrated by the one day discussion with representatives from the national minorities in Lithuania during the mainstreaming seminar held at 3.5.2006 in Wilnius (see II,3, p.). Such internal discussions may well be seen as a complement to the great national survey about the

situation of national minorities in Lithuania, mentioned in I,1. The situation described by the participants, the problems raised and the solutions jointly reflected during the seminar discussion in Wilnius were certainly more concrete than any result of a nationwide survey can be. A national survey is important, but it does not render dialogues between the project members and their addressees unnecessary, in the contrary.

a) Conclusion II

There is a lot of potential for productive communication and learning from differences within the TEFI transnational partnership. I found evidence in the papers selected for this report that the national DPs are working efficiently on different aspects of the general problem (discrimination of migrants), each from their special perspective and approach. This diversity of approaches and perspectives as well as the variety of experiences provides a „wide field“ (Fontane) for dialogue, cooperation, learning from each other and identifying examples of good practice.

BUT Communication within the TEFI transnational partnership is very poor and uncompleted. If papers are commented, there is no feedback by the authors of commented papers. Many a paper does not meet any reaction. This raises the question: What is the sense of exchanging papers by email? Are there any conclusions drawn from the many proposals and critical arguments, sometimes fundamental like in the French paper on “Reconnaissance des Acquis de l’experience”? (see II,2)

The TEFI partners are very much in danger to become a transnational partnership of lost opportunities. This has nothing to do with the

quality and the results of the different national DPs, which may be very good. But it has to do with the low intensity and the lack of a guided (facilitated) transnational communication. The reason for these deficits are

- (a) the lack of shared information about the practice and concrete results of each DP and
- (b) the lack of discussion, exchange of experiences etc during the transnational meetings.

To check my conclusion, each partner may ask him/herself what he/she knows about one of the other three partner DPs and their concrete performance.⁴⁵

5.2.6 Epilogue (written after the Braunschweig meeting)

At the end of my presentation two participants, Jutta Schubert from the German team, and Isabelle Pellé from France, proposed to organize the last transnational meeting, scheduled for 24. or 25. May 2007 in Teramo, in a different way than the previous three meetings. In order to allow for more in depth discussion, exchange of experiences etc they proposed to organize working groups on selected topics. Isabelle Pellé will send some ideas for such topics of

⁴⁵ Right after having finished my evaluation report, I received Isabelle Pellé's excellent paper dated 3.10.06. This paper provides very clear information about the four activities of TALENT; I have to confess, that reading this paper was the first time that I really understood, what the French partners are doing in their project. If the other partners present their projects in such a concentrated and informative way at the Braunschweig meeting as Isabelle Pellé announced by her paper, at least the quality of information within the TEFI partnership will improve considerably.

mutual interest to the transnational partners. Given the opportunity to work on topics of interest, she would bring some French experts with her to Teramo to participate in the workshops.

I was very happy about this reaction to my evaluation report: these proposals meet with my plea for more intensive communication during the transnational meetings as a precondition to exchange experiences, to learn from differences and personal face to face communication, which is more productive and rewarding than learning from texts.⁴⁶

Cristina Marcone, the head of the Italian coordination, however said, that there was scheduled just a done day official presentation of the TEFI products to the officials from the Teramo province. She was not sure whether the officials would agree to have another two days of discussion between the TEFI partners, although it was not clear, why the province officials would have to be asked at all. As the next and last transnational meeting will take place in Teramo and as the transnational partners from France, Germany and Lithuania will cover their costs for travelling and accommodation themselves, there will be no extra expenditures for the Italian partners.

Even if the final TEFI products will have been finished before the Teramo meeting, it is certainly interesting to discuss them among all TEFI partners and to draw some conclusions, which each partner may use for its future work. It is never too late for learning.

⁴⁶ It has to be mentioned that the German DP proposed a workshop organisation already for the Braunschweig meeting. This was however refused by the Italian coordination.

5.2.7 Appendix I: DPs' Approaches and the Quality of Information. Four Reports on TEFI partners' activities December 05 – May 06

a) The Lithuanian report (received 16.6.2006)

Which activities do plan to reach DP's aim?

Activities in general

1/Researches -The possibilities of national minorities' integration into labour market-Vilnius and Salcininkai regions/ the barriers of law basis for integration

2/Creating of cooperation networks in tourism sphere-Salcininkai region

3/Creating of cooperation networks in cultural sphere-Vilnius region

4/Creating of cooperation networks in tourism sphere-Vilnius region

5/Cooperation network "Tourism" in Salcininkai: creating work places for members of national minorities

6/Cooperation network "Culture industry" in Vilnius region: creating work places for members of national minorities

7/Cooperation network Tourism in Vilnius region: creating work places for members of national minorities

8/Learning of Leaders and Supporters

Which of these activities have you already performed since that start of your project?

-which ones are completed

-which ones are still going on

Completed

1/Research -The possibilities of national minorities' integration into labour market-Vilnius and Salcininkai regions

2/Creating of cooperation networks in tourism sphere-Salcininkai region

Impacts: it was the first big social research made in 15 years which tried to discover social problems of national minorities, and the situation of minorities became more analyzed for local municipality and governmental organizations.

The coordination of Tourism economic direction in the Salcininkai region became stronger.

In action

1/Creating of cooperation networks in cultural sphere-Vilnius region

2/Creating of cooperation networks in tourism sphere-Vilnius region

3/Cooperation network "Tourism" in Salcininkai: creating work places for members of national minorities

5/Cooperation network "Culture industry" in Vilnius region: creating work places for members of national minorities

6/Cooperation network Tourism in Vilnius region: creating work places for members of national minorities

7/Learning of Leaders and Supporters

8/Research -The barriers of law basis for integration

b) The French report (received 6.7.2006):

Activity 1: To facilitate the access to the training and the training courses in company

After the constitution of a group of follow-up of the activity, 5 territories (educational areas) were identified and the persons resources in every area are identified. They participate in a search-action (search-share, research-action) with the objective to make them sensitive on the phenomena of racial discriminations in the access to the trainings in company, but also at producing tools of prevention and fight against discriminations. 2x20 people takes part on May 11 in a first day of formation. 4 other days (or 8 according to the number of participants) will come to supplement this module intended to prepare actors of ground to becoming referents on the set of themes in the objective of a multiplication of information and training campaigns.

In parallel, a territorial diagnosis on the 5 identified areas is carried out by Iscra to establish an inventory of fixtures of the practices but especially to identify the needs for the actors in term of tools for fight against discriminations. A synthesis of the research tasks on racial discriminations in employment was also carried out by Iscra . It will be communicated to the whole of the partners of TALENT until September.

Activity 2: Support for the creation and the renewal of activity by the contractors of immigration

A first conference was organized on November 23, 2005 on the topic of the creation of company by the contractors of immigration. The acts soon will be published and will be used as support with a round

table bringing together the people present at the time of this conference who expressed the desire to work on the set of themes.

Activity 3: Mobilization and qualification of the trade-union representatives and elected of E.C.

A first training course is set up on June 1 next for 4 trade-union teams of CFDT (15 people). It follows upon a publicity campaign carried out since September in direction of the EC members of FORCES and the questionnaire which was intended to them. Various workshops will be then set up to produce practical tools of prevention and fight against discriminations (glossary, recall of the law, tools of car evaluation...)

Activity 4: Diversity with the service of the companies

A diagnosis is carried out by the Geste cabinet on the management of diversity and the fight against racial discriminations in the TPE and SME. 4 workshops (or more) will be set up as of June to work on the realization of practical tools bound for the contractors and DRH (process of recruitment, rules of procedure, self evaluation and territorial public employment). It is initially the topic of the self-evaluation (of management practices) which will be developed in a monthly workshop animated by the Geste cabinet.

c) The Italian report (received 26.7.2006):

1) What is the aim of your DP?

The aim of the project is to start up actions to promote the integration of immigrants and, at the same time, contribute to the emergence of concealed labour.

The project tends towards favouring a meeting point between demand and offer for employment, having as its main aim the stabilizing of employment and the reduction of unemployment (among immigrants and non-immigrants).

It also wishes to render the beneficiaries of the intervention more aware of the opportunities that the territory can offer them.

The work plan is divided into the following macrophases:

MACROPHASE 1: Research and analysis of the territory, the aim of this is to improve and deepen knowledge on the theme of immigration in the territory subject of the intervention.

MACROPHASE 2: Training and Courses, aimed at training the subjects identified through the work of the research phase.

MACROPHASE 3: Setting up itinerant desks and the building up of a Database, in part parallel to the first two and aimed at setting up itinerant desks, through which a service will be given in the territory, modifying the "passive" image of the institutions.

MACROPHASE 4: Diffusion of the results, through activities of diffusion and sensitizing on the subject.

2) Which activities do you plan to reach your DP's aim?

The aims can be reached through actions involving the final beneficiaries of the project as well as the intermediate subjects

involved, starting from the results of the research activities, divided into various actions, and preparatory for building up models of intervention, types of experimentation and accompaniment that are foreseen by the project. The research activities include:

1. Research on individual needs and structural ties.
2. International research on good practices.
3. Research on territorial availability and identification of possible types of experimentation
4. Analysis of the DP: study of new forms of stability.
5. Thematic Study Groups

The final beneficiaries of the intervention are immigrants (employed and unemployed) and not concealed labour workers and to these are aimed the following actions:

- a. sensitizing and information;
- b. territorial survey on samples of immigrants and companies;
- c. assessing and certifying skills;
- d. training and courses;
- e. the setting up of accompaniment services;
- f. the starting up of services for creating enterprises.

The intermediate beneficiaries are:

- operators of the working system of the DP;
- operators of services for employment;
- operators of information services;
- operators of territorial development;
- mediators for cultural activities

to these the following actions are directed:

- a. sensitizing and information;

- b. survey of needs and structural ties;
- c. study of compatible models for offering new services;
- d. training of the internal operators of the DP.;
- e. setting up of the Territorial Active Network.

3) Which of these activities have you already performed since the start of your project? Which ones are completed? Which ones are still going on?

With regard to the research activities:

<u>1. Research on individual needs and structural ties</u>	The research started in the last quarter of 2005 and concluded in the first months of 2006, with the compilation of the report: <i>"Il territorio e la discriminazione di genere"</i> (<i>The territory and discrimination of type</i>).
<u>2. International research on good practices.</u>	Started in December 2005, the research is still under way.
<u>3. Research on territorial availability and identification of possible types of experimentation.</u>	The research is about to be concluded.
<u>4. Analyses of the DP: study of new forms of stability.</u>	The research has only just begun and is therefore still under way
<u>5. Thematic Study Groups</u>	3 workshops have been

	planned involving the trade unions, companies and their representatives and services for employment, the first of which was set up in April 2006
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Regarding actions aimed at the final beneficiaries of the intervention:

<u>Sensitizing and information:</u>	These actions will continue for the entire course of the project, until its conclusion; in June 2006 some itinerant desks were opened, which, in turn, in the territory of Teramo deal with: Employment Centres, the Provincial Observatory for Immigrants, trade union associations, the local health service (ASL), voluntary associations, companies of the territory and meeting centres for the immigrants.
<u>Territorial survey on samples of immigrants and companies</u>	Started up with "research on territorial availability and identification of possible types of experimentation";

Regarding the intermediate beneficiaries of the intervention:

<u>Sensitizing and information:</u>	Started up with “analyses of the DP: study of new forms of stability” and through the Territorial Active Network.
Survey of needs and structural ties	Activity concluded with the survey of needs and structural ties
<u>Study of compatible models for offering new services</u>	This is a complementary action to the research “Analyses of the DP: study of new forms of stability” and, therefore, has not yet been started up.
<u>Setting up of the Territorial Active Network</u>	The Territorial Active Network has already been started up in Action 1, with the signing of the Agreement protocol.

4) Which are the impacts of the activities so far performed? Please answer for both, the completed and the ongoing activities.

With regard to the research activities, it is intended to pursue the following:

<u>1. Research of individual needs and structural ties.</u>	<ul style="list-style-type: none"> - Knowledge of the problems of the territory relative to processes of discrimination; - Information relative to the areas of intervention and to the various beneficiaries useful for specifying interventions; - Active and motivated
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	<p>relations with local subjects strategic for the project sufficient to maintain a knowledgeable participation;</p> <ul style="list-style-type: none"> - Sufficient specific information on the project.
<p><u>2. International research on good practices.</u></p>	<ul style="list-style-type: none"> - Study and learning of national and international good practices on the theme of discrimination that can be used by the DP; - Acquiring of international models, instruments and methodologies of analysis on the theme of discrimination; - Reports, methodologies and processes for the programmed transfer of the good practices.
<p><u>3. Research on territorial availability and identification of possible types of experimentation.</u></p>	<ul style="list-style-type: none"> - Knowledge of the strong and weak points of local policies for integration and comparison with national ones; - Hypotheses of ways for development; - Indicators of subjective and

	<p>objective conditions of experimentation of ways for development;</p> <ul style="list-style-type: none"> - Starting up of strategic territorial subjects.
<p><u>4. Analysis of the DP: study of new forms of stability.</u></p>	<ul style="list-style-type: none"> - Map of needs, experiences, of resources and opportunities existing in the DP; - Hypotheses of training and consultancy interventions; - Guide lines for services and their network and the starting up of these services; - Model of analyses and consolidated interventions for the re-organization of the DP.
<p><u>5. Thematic Study Groups.</u></p>	<ul style="list-style-type: none"> - Organization of the resources of the territory; - Setting up of contexts favourable for experimentation; - Specific starting up of all actions of the strategic subjects of the territory; - Setting up of a model for territorial relationships.

Regarding the actions directed at the final beneficiaries of the intervention:

<u>Territorial survey on samples of immigrants and companies</u>	<ul style="list-style-type: none"> - Knowledge of the strong and weak points of local policies for integration and comparison with national ones; - Hypotheses of ways for development; - Indicators of subjective and objective conditions of experimentation of ways for development; - Starting up of strategic territorial subjects..
<u>Assessing and certifying skills</u>	Build up of models for evaluating and setting up of instruments for evaluating and certifying, to increase awareness and improve skills
<u>Training and courses</u>	Devices for orientation, training and services for people and companies validated and transferred to the territorial system of reference.
<u>Starting up of services of accompaniment</u>	Autonomy in using the territorial services and in adequately responding to the demands of the employment market.
<u>Starting up of services for the creating of</u>	Acquisition of skills and know-how for starting up enterprise initiatives.

<u>enterprises</u>	
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Regarding the actions aimed at the intermediate beneficiaries of the intervention:

<u>Sensitizing and information:</u>	<p>Availability of the territorial system of reference in supporting the carrying out of the aims of the DP and in the integration of the results in the practices of that same system.</p> <p>General positive attitude in of the territory at the prospective of integration of the immigrants.</p>
<u>Survey of needs and structural ties</u>	<ul style="list-style-type: none"> - Increase in the skills of the operators of the services; - Improvement and innovation of the services offered to the immigrants; - Development of the role of the services for employment.
<u>Training of the internal operators of the DP</u>	<ul style="list-style-type: none"> - Training of the beneficiaries; - Specific orientation of the DP and the territorial network to the needs of the experimentation; - Specific starting up in action of subjects involved in the training on the line of developing the experimentation of skill training.
<u>Setting up of the</u>	Increase in the network contacts to

<u>Territorial</u> <u>Active</u> <u>Network.</u>	produce more efficient information, an improvement in access to the services, with more incisiveness of the interventions and social and employment putting into effect/integration
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d) The German report (written in August 2006):

PAMIR-SON Activities between Metz and Wilnius meetings (Dec. 2005 – May 2006)

The overall goal of PAMIR-SON is to reduce discrimination and to improve integration of migrants on the labour market. For this purpose an agency is to be created, in which different regional actors cooperate to help migrants find a job. Members of this agency will especially be

- the local labour market agency,
- German and migrants' SMEs
- training institutions of different kinds (i.e. for adult education, vocational training, the community's service agency for (migrant) women)
- migrants' associations (at present the organisation of Turkish enterprises BTEU)

The idea of this cooperation is to try to make the cooperation between labour market agency, training institutions and SMEs (both German and migrants) more effective and flexible and in addition to

make German officials, employees and managers in enterprises better understand the cultural backgrounds of migrants.

To give a few examples:

The normal procedure of the labour market agency was to finance standard training courses for unemployed to prepare them for the job market. Very often these standard courses did not meet the unemployed person's interests, abilities, qualifications. One of the training institutions (VHS) developed a more flexible training course, especially for unemployed migrants in such a way, that participants have the opportunity to take part in training modules which meet their individual training needs and supplement their deficits in special fields (e.g. language, practice etc).

Another training institution (KVHS in Peine) developed a training course for intercultural learning. Participants were especially employees and managers in German institutions which are often in contact with migrants, when they ask for permission to stay in Germany or when they look for jobs or training courses. In addition courses for intercultural learning were held with trainers for vocational training in the local chemical industry.

The Braunschweig community's service agency for women trains migrant women for jobs in different service branches, such as health and care services, translation services in medical and social fields and child care.

Another branch of the local administration is cooperating with schools and enterprises to prepare female migrant pupils to find a job after having finished their school.

In cooperation with the Turkish migrant's association (BTEU) the Braunschweig institution for vocational training (ABW) is motivating

and qualifying migrant SMEs to engage actively in vocational training for young migrants, which is a difficult job, especially because the local chamber of industry and commerce has rather rigid criteria to accept an enterprise as qualified for vocational training.

To summarize: The PAMIR development partnership is working with very different migrant groups: youth (pupils and apprentices), women, unemployed migrants; it is cooperating with SMEs, the local chamber of commerce, the local labour market agency, the city of Braunschweig and several training institutions to elaborate a complex practice for integrating migrants into the local labour market.

Selected activities and results between December 05 and May 2006.

- 1) Every year there are held two training courses, including practical training in enterprises, for 60 unemployed migrants. By the end of December 2005 the first training course ended. 10 out of 32 participants found a job (4 more, 6 less than 15 hours per week; 16 were still unemployed).

For comparison: The result of the second training course by the end of June 2006: 22 participants out of 79 participants found a job with more than 15 hours per week, an additional 10 with less than 15 hours/week. 41 participants were still unemployed after the course.

- 2) The Braunschweig vocational training centre (ABW) had motivated 10 SMEs (8 migrants, 2 Germans) to offer a vocational training opportunity for young migrants. They engaged in a three years' vocational training course. Another ten migrant SMEs declared to be willing to offer vocational training places in the future.

- 3) In Peine, neighbour city of Braunschweig, the training institution (KVHS) has developed and tested the first training course for intercultural learning.
- 4) The women service agency of the city of Braunschweig finished the first course for women in service fields in January 2006. 22 out of 25 participants left the course with a certificate for successful participation; an impressive farewell ceremony was held for all of them by the city of Braunschweig. The second course started in January 2006 with 21 participating women.
- 5) The Turkish migrants association (BTEU) was very active in contacting Turkish owned SMEs in order to motivate them to offer migrant youths a vocational training opportunity. In addition courses were held for Turkish owned SMEs about taxation, accounting, legal and institutional conditions in German economy etc
- 6) A great success for PAMIR-SON was a public conference in March 2006 with the purpose to inform female young migrants about their possibilities to find vocational training opportunities in different fields. There were about 400 participants, many migrants presented their training and job experiences. Different media reported about the conference which was organized by the women's service agency of the city of Braunschweig.
- 7) The evaluator delivered his annual evaluation report about the DP's activities in 2005; the report was discussed at a reflexion seminar, held 30.3.2006.

As their main innovations the members of the PAMIR-SON development partnership regard

- the agency for advice, qualification and finding of jobs (BQV Agentur) in which representatives of all relevant labour market actors are cooperating to improve migrants' integration into the labour market
- the complex training concept, which offers advice and training for a great variety of migrants of nearly all ages (pupils, youth and grown ups, men and women), regarding, respecting and dealing with their respective situations, needs and qualifications.
- A more flexible organization of training courses for unemployed migrants in order to meet their individual needs. This achievement will however become an innovation of the PAMIR DP only under the condition, that the local labour market agency will accept this new flexibility also after the end of the project. Otherwise the new procedure will not be included into the normal activities of the labour market agency which means, that a decisive characteristic of any innovation (sustainability) has not been met.

Especially the first innovation has still to be fully developed, consolidated and then institutionalized. Mainstreaming will be one of the main, if not the main activity after the Braunschweig transnational meeting.

The main effects of the activities between December 05 and May 06 are the following:

- the local labour market agency's (ARGE) growing awareness of migrants as a discriminated group in labour market policy; before labour market policy was mainly for German unemployed
- a tendency towards a more flexible performance of local labour market policy in cooperation with training institutions. The above mentioned flexible organization of training courses in order to meet the individual needs of participants may become an innovation - however only under the condition that the local labour market agency will continue to finance training courses with a flexible structure in the interest of the participants. In this field still some mainstreaming efforts are necessary.
- an increasing number of jobs for migrants (see above)
- an increasing willingness of migrant SMEs to offer vocational training places for young migrants
- a slowly improving cooperation between the Turkish migrants' association and labour market institutions such as the local chamber of industry and commerce and the local employers' association
- an increasing cooperation between the members of the PAMIR-SON DP and regional labour market actors.

Selected problems:

- The workload of the DP members is very high, due not only to their tasks within the development process, but also to bureaucratic prescriptions, which are – as far as we are informed – especially high and restrictive in Germany.
- Some transfer partners have been motivated to cooperate with the PAMIR development partnership, but this is not in all cases

easy: Cooperation with the local labour market agency (ARGE) is very good and productive; cooperation with the chamber of industry and commerce is difficult (though necessary and inevitable to get the permission for migrant SMEs to perform vocational training); cooperation with the local employers' association was started in the first part of 2006; a first joint conference was held in August 2006. Cooperation with the city of Braunschweig is better than expected before the start of the project, depending very much on special people and the administrative context, they are working in.

Three representatives of the German DP participated in the transnational meeting in Wilnius, 4.-5.May 2006: Mrs. Jutta Schubert (KVHS Peine), Christian Wichert, coordinator PAMIR-SON, Werner Fricke, evaluator PAMIR-SON. An evaluation of this third transnational meeting of the TEFI transnational partnership will be given in the evaluation report, together with a report about the mainstreaming seminar in Wilnius, held 3.5.2006, during which the German evaluator presented a paper on mainstreaming, afterwards chairing an interesting discussion between members of the Lithuanian DP, in which also some representatives of their target groups and transfer partners took part."

5.2.9 Appendix II

(The following text is an excerpt from a paper which I was invited to present at a mainstreaming seminar in Wilnius, organised by the

Lithuanian House of National Communities, 3.5.2006, right before the TEFI transnational meeting in Wilnius (4./5.5.2006). The title of my paper is „Mainstreaming. How to apply Mainstreaming Strategies: Implications of the general EQUAL Concept“. In order to be as concrete as possible I presented two examples of mainstreaming strategies, one from Germany, the other one from Spain. The paper ends with a brief summary of the discussion we had during the one day seminar, that followed my presentation).

a) Two examples of successful mainstreaming: integration of migrants into first labour market: A German example⁴⁷

The problem: Unemployment among migrants is in average double as high as among German employees. There are regional differences, but in general the relation is 2:1 or worse. This means – besides discrimination: The German society is not able or willing to develop and make use of the migrants' cultural, professional ... capacities.

Migrants' children have less chances to get a vocational training opportunity after having finished their school. Even less chances have female pupils, although their school notes are generally better than those of young male migrants after school.

Reasons: One of the main reasons for this discrimination of migrants from school to labour market are deficits of cooperation between

⁴⁷ PAMIR-SON, „Projekt Arbeitsmarktintegration von MigrantInnen in der Region Südostniedersachsen“ (project for labour market integration of migrants in the region of South East Lower Saxony)

labour market agencies, training institutions, SMEs (both migrant and German SMEs) in fighting unemployment. Normally labour market agencies are less (sometimes not at all) willing to finance training courses for migrants. Moreover the training courses they support financially are standardized according to criteria developed by labour market agencies. These standardized courses are normally not appropriate to meet the needs of SMEs for certain qualifications nor do they take into account the capabilities and qualification needs of unemployed migrants.

The solution: Our project's idea is to create

- a regional institution for continuous cooperation and dialogue between the regional labour market agency, SMEs and training institutions, and secondly
- to integrate the tasks of advice, qualification and finding of jobs for migrants, especially in SMEs.

The continuous cooperation of the three major labour market actors within a network (social institution) is the precondition for

- developing more flexible training concepts which meet the needs of both, migrants and SMEs
- improving the chances for migrants to find a job on the labour market.

In EQUAL language our project combines structural and process innovations: it is creating a new institution for social dialogues and cooperation on regional level and for finding jobs for migrants plus an innovative, i.e. more flexible training concept.

To improve the chances of migrant pupils to find a training opportunity, schools will be additionally integrated into the cooperation with the three labour market actors, mentioned before.

Discussion: You will have noticed, I hope, that this construction of the project integrates the two processes of developing innovations and of mainstreaming. Especially SMEs and the regional labour market agency are transfer partners in the sense, that they put into practice what has been developed by the project, namely a flexible training concept and a more efficient strategy to find jobs for migrants. As a fourth partner a migrants' association is integrated into both, the development and the mainstreaming process.

There is of course a number of additional mainstreaming partners in the region, such as the regional employers' association, the regional branch of the federation of trade unions, the province (Landes) ministry of internal affairs, but the cooperation with these partners will be intensified only in a later phase. They are less central for the development and mainstreaming process than the before mentioned actors.

To integrate development and mainstreaming, at least to organize them as an overlapping process is a non-orthodox approach. Of course, we are also using the usual mainstreaming instruments in our project such as workshops and public conferences, local and regional media, participation in two thematic networks on national level etc. The open question however is how to include politicians and administration beyond their usual symbolic participation in public conferences. I hope to learn something in this respect from our Lithuanian partners.

b) Two examples of successful mainstreaming: Coordinated approaches for quality employment and social inclusion: A Spanish example⁴⁸

The following example is not taken from an EQUAL project. Nevertheless the mainstreaming concept is interesting enough to be presented here.

To start several regional and/or local actors in the Spanish region of Castilla - La Mancha agree on a „Local Action Plan for Social Integration“. This action plan is regarded as a major instrument to tackle social exclusion. The main actors are municipal authorities (esp. social services, urban planning, housing, health), education and training services, voluntary groups and NGOs at local and at regional level. Their task is to identify socially marginalised groups and, through a series of coordinated actions, support their re-integration into the labour market.

The Local Action Plan promotes

- the organisation of actions based on a shared diagnosis of the situation, disintegrated persons live in
- the design of common integrated strategies including concrete agreements about who will do what and when
- the avoidance of wasting public resources, especially by identifying duplications and overlapping of services

⁴⁸ The above presentation is taken from „Strategies for Inclusion – coordinated approaches for quality employment“, Report on an international project from the EU Community Action Programme to Combat Social Exclusion 2002 – 2006, p. 19/20. The transnational network that conducted the project was coordinated by Bettina Uhrig, Work Research Institute, Oslo, 2005. Copyright of the report is with WRI (ISBN No. 82-7609-166-0).

- on-going and final evaluation: Have the proposed objectives been achieved, how and at what costs?

It is an essential to involve all relevant stakeholders in all phases of the plan: preparation, implementation and evaluation, (not only) to get maximum support for it, but also to assure that appropriate targets will be chosen and agreed.

Main phases of the Action Plan

- (1) Preliminary investigation of the local situation, especially to assess the need for a local plan for social integration.

- (2) A local participation workshop.

Participants of this workshop

- review the results of the preliminary study of the local situation
- discuss and set priorities. Actions are listed in order of priority, taking into account the needs of the groups most at risk from social exclusion
- produce a provisional time frame
- establish an expert committee, in which the various groups of stakeholders are represented.

- (3) Designing the Local Action Plan

The expert team draws up the local action plan, based on the results of the participation workshop. The action plan consists of a series of interrelated projects. A specific local group or organisation is responsible for a specific project. The projects are defined and planned in contact with the various stakeholders. Finally, at the end of phase 3, an evaluation plan is prepared.

(4) Implementation of the Local Action Plan

All organizations implement their own project, though in close contact and cooperation with other projects. Ongoing activities are evaluated and, where necessary, adjustments are made.

A steering committee

- monitors the success of implementing the action plans
- promotes the integration of new approaches into the mainstream of the organizations involved
- discusses plans for the future.

Discussion

- (1) The last point (to discuss plans for the future after implementation) is a good example for the permanent, ongoing and time consuming character of mainstreaming processes.
- (2) I want to draw your attention to the very consequent participation of stakeholders in all four phases of the Action plan
- (3) Another advantage of this participative approach is, that NGOs and local authorities which normally do not always agree on the best ways to tackle problems of social exclusion have the opportunity and are – on the other handside - obliged to reach compromises. As this is a new situation for all partners, the support from a facilitator or an outside organization may be very helpful.

- (4) All in all the Spanish procedure is a very good example for development and mainstreaming processes comprising a certain number of regional and/or local stakeholders. This holds true for our German project as well as for yours.

The presentation of my paper was the introduction to a one day seminar about mainstreaming. Participants were operative and transfer partners of the Lithuanian DP LT 6, which is member of the TEFI transnational partnership, plus quite a number of representatives from Lithuanian national minorities, called NGOs. There were about 40 – 50 participants in the seminar.

I had prepared questions for group discussions. The participants were very active in these discussions. At the end of the seminar I presented a brief summary of the discussions; my main points were the following:

- a) The main interest of the NGOs towards the Lithuanian EQUAL project is to reduce unemployment among national minorities.
- b) The NGO representatives propose to create a more detailed monitoring system of labour market development than the present one.
- c) There were complaints about stereotypes about national minorities among the majority society, such as: they are drinking too much; they are said to be unreliable, not motivated to work.
- d) Operational and transfer partners of the Lithuanian DP reported, that to raise national minorities' motivation to work is in fact a goal of the present EQUAL project. It was argued by the national minorities, that at the same time the motivation of the majority society to integrate national minorities into the labour market

should be improved, too. Intercultural training of managers and training of diversity management might help. (I reported examples from German EQUAL projects).

- e) Among the employees in municipal administration and council there are only 5% members of national minorities, while their share in the Lithuanian society is about. This statement provoked a discussion with the Lithuanian participants: The validity of the figure was questioned, because there is no statistic about the percentage of national minorities among employees in public administration.
- f) Another question, that raised controversial discussion, was the language problem. The representatives of national minorities criticized that they have to speak Lithuanian unless their national language will become a (second) official language in Lithuania.
- g) Better use should be made of the capacities of national minority people: Are there sufficient enterprises run by national minority people? Do they provide jobs for national minority employees? New jobs for national minority job seekers should not only be created in tourism, but also (e.g.) in enterprises, which export products to Poland, Belarus and Russia (these are the countries where the majority of national minorities is coming from).

Conclusion:

The reports of the participants from national minorities about their situation and their interests were much more concrete compared to what the members of the Lithuanian DP contributed.

It was proposed to increase joint cooperation on the fields mentioned instead of requesting everything from the other side (Lithuanians from national minorities and vice versa).

In her concluding statement Mrs. Alvida Gedaminskienė, Director of the House of National Communities, welcomed the intensity of the discussions between the project partners and the representatives of national minorities, which are the addressees of the project. „We will in the future continue this discussion and cooperation along the lines developed during the seminar“ was her concluding remark.

Final remark (WF): By presenting the above summary I want to demonstrate that also within a single development partnership dialogue between different partners is the best way to identify problems these partners have. Also learning is most productive when it takes place through dialogues. Learning from differences, preferably by dialogues, is what the TEFI transnational partners lack most at present. The transnational meetings are the place for this kind of learning. They should be used accordingly. Exchange of papers is useful, but it should be followed by dialogues.

5.3 Lithuanian evaluation: from Vilnius to Braunschweig transnational meetings (october 2006)

5.3.1 Introduction

EQUAL Development Partnership EQ/2004/1130-06/482 "Tautinių mažumų integracijos į darbo rinką mechanizmo sukūrimas ir išbandymas", meeting its obligations under TCA as approved by EQUAL-Lithuania Managing Authority on 06-12-2005, having over the evaluation period gathered information as well as having been acquainted with the documentation related to transnational activity and in line with "The Methodology of On-going Assessment of Activities and Achievements" approved by the DP LT-6 Project, presents the evaluation and conclusions as stated below.

5.3.2 Methodology

Each Development Partnership (DP) participating in T.E.F.I. TCA may use its own chosen model of evaluation methodology, so taking advantage of this opportunity we have chosen to assess a number of evaluation areas.

1. Activities. *Activities* have been chosen because they are also subject to evaluation under T.E.F.I. TCA. There are five of activities and each of them is appraised individually. As the final result is derived only from the fifth activity, i.e. Assessment, so the result will also be subject to evaluation.

2. Cooperation. DP believes that *Cooperation* is a priority evaluation area for each Partnership having two or more partners, and it is only through cooperation of the DP's transnational partners that added value is gained.

3. Assessment of the Braunschweig Transnational Meeting. The meeting is subject to evaluation because meetings of the Steering Committee form a part of TCA. This section presents an evaluation of the organization and course of the Braunschweig meeting.

The evaluation is performed using an evaluation scale with supporting substantiation. The evaluation scale accepted: Excellent, Good, Satisfactory, Non-satisfactory, Poor.

5.3.3 Assessment subjects: Whether or not the chosen activities and methods of achieving the set objectives are used effectively

a) Activity "Barriers and learning"

Lead Partner: DE-XB4-76051-20-NI/209 Key Objective: identifying explicit and hidden obstacles and difficulties hindering

migrants'/national (ethnic) minority groups' integration into the primary labour market; discussing strategies to overcome those obstacles and difficulties by developing designs for learning and personal development processes; comparison of learning processes in different national/ social contexts.

During the evaluation period the German DP distributed a sample material on the basis of which each DP had to gather and prepare the material received from its local Partners. The key objective of the German partner was to ascertain *Obstacles and difficulties* hindering integration of the target group into labour market in terms of cultural knowledge, social/public integration and personal socialization. The partners were also supposed to deliver *Products, procedures and structures to overcome the obstacles and difficulties on cultural, societal and/or personal level*. During the meeting a representative of the German DP made a presentation summarizing the analysis of the material, *Common procedural points as keys to success* and *Common structural points as keys to success* – common T.E.F.I. Partners' points.

The final version of this activity report to form a part of the T.E.F.I. final product is not assessed.

b) Activity "Methods of assessment and competencies"

Lead Partner: IT-IT-G2-ABR-098

Key Objective: Examine methods of assessment of migrants/ National (ethnic) minority groups in term of their skill profile, job suitability, the risk factors related to different types of work. Also, examine methods of the competence of employers and tutors.

During the evaluation period the Italian DP suggested that the other T.E.F.I. Partners should gather and prepare the material for "Assessment and competencies", the activity overseen by the Italian DP. The material was to reflect the existing situation in each Partner's country. During the transnational meeting the Italian partners presented a report indicating two key objectives of the activity: 1) *To increase the skills of immigrants/national minority groups (ethnic) to prepare them for employment;* 2) *To prepare the entrepreneurs' and the key protagonists' activities.*

At the meeting the representative of the Italian DP presented the 47-page material that they had gathered. The report was informative, providing a deep insight into the situation of the subject under study in the Partners' countries.

The final version of this activity report to form a part of the T.E.F.I. final product is not being assessed.

c) Activity "Glossary"

Lead Partner: FR-NPC-2004-43926

Talent Key Objective: *to clarify and fix the common vocabulary and concepts about professional integration of migrants/ national (ethnic) minority groups as well as employers.*

During the evaluation period the French partners in charge of the TCA activity *Glossary* presented a list of words that the Transnational Partners had to find and furnish their official (*context/legal text*) explanations used in their countries.

There was a presentation of the material gathered from the partners, followed with a report.

We have to point out that while adjusting and amending the transnational activity agreement there were certain doubts whether or not the *Glossary* was needed. However, by the evaluation period the very process of selection and delivery of the *Glossary* revealed the necessity of this activity. It became particularly evident during the meeting in Germany. It was noted that the meanings of terms and understanding of problems are different in various EU states.

The final version of this activity report to form a part of the T.E.F.I. final product is not being assessed.

d) Activity "Methods of Mainstreaming"

Lead Partner: LT-6

Key Objective: Besides the usual methods of mainstreaming (publishing innovative results by media, conferences and developing sustainable structures etc) the intention is to explore methods of mainstreaming on DP, on local, regional, national and transnational levels by organizing and testing continuing dialogues and cooperation with (a) strategic partners, (b) with members of public administration and (c) with politicians on local, regional, national and transnational level. Special experiences from the participating national DPs will be examined and discussed.

During the evaluation period while engaged in this activity the Lithuanian partners in charge of TCA activity *Mainstreaming* developed a second questionnaire. The key objective of this questionnaire was to receive the following information from the foreign partners: whether the implementation of the contemplated *Mainstreaming* strategies proved successful, whether amendments

were needed, whether any problems emerged with the partners within

Mainstreaming, whether the activity had any effect in political and practical terms on the addressee, which of the activities proved successful and which not; it was also asked to provide an example showing the best result for this activity. The answers to this questionnaire, provided by the German, Italian and French DPs, formed a basis for a summary of the *Mainstreaming* material. This summary was presented at the Braunschweig meeting.

The final version of this activity report to form a part of the T.E.F.I. final product is not being assessed.

e) Activity "Evaluation"

Lead Partner: DE-XB4-76051-20-NI/209, Evaluator⁴⁹ Dr. Werner Fricke

Key Objective: Evaluation and developing tools for transnational cooperation for each transnational activity, for supporting the working groups and for enhancing the evaluation of national DPs.

During the evaluation period one evaluation report prepared by the German DP was made.

The evaluation was based on reports furnished by partner DPs as well as on the answers to the assessor's questions.

The Lithuanian assessors will not examine the evaluation structure prepared by the German colleagues because all evaluations are parts of the final T.E.F.I. product and they can be familiarized with in the final report.

⁴⁹ Authors have considered to remarks of Dr. Fricke according his title and the title "Assessor" has been changed to the title "Evaluator".

This evaluation report is positively appreciated by the Lithuanian DP, its main conclusions being also approved. With all that, we have to note that the chosen evaluation methodology is not free from certain flaws in relation to evaluation of the answers (we notice that the questions have not been given actual qualitative and quantitative frames, which is advisable when working with persons of different labour experience and labour culture); this methodology gives no regard to information from other sources it being the very heart of the evaluation methodology. In our opinion, this has narrowed the ability of the German evaluator to give a sufficiently realistic evaluation of the existing situation, resulting in a number of sad errors in the evaluator's report⁵⁰. Resorting to this evaluation methodology, the evaluator seems to have dissociated from his own advocated "assimilation of experience" idea, becoming subjective for failure to evaluate other sources of information. Such statements as "The limitation of the employment policy to tourism and culture was, however, criticized during the mainstreaming seminar I held in Vilnius in early May 2006. It was argued that it might be promising to look for jobs also in core branches of economy, such as, e.g. in the export..." misinterpret the activities of the Lithuanian DP and the very idea of the Lithuanian project. The assessors of the Lithuanian DP maintain that, firstly, the activities of the Lithuanian DP have never been only limited to tourism and culture. Secondly, here only the interests of the

⁵⁰ The evaluator says: "During the Braunschweig meeting (26-27 October 2006) the Lithuanian colleagues reported about a third activity: qualifying NGO leaders and ..." We have nothing more to do but to feel sorry about such regretful mistakes as this information was submitted at the Teramo meeting taking place 21.03.2005. It may also be found at <https://equal.cec.eu.int/equal/jsp/dpComplete.jsp?cip=LT&national=6>, <http://www.tbn.lt/en/index.php?id=24>. Then it was also conveyed during the Mainstreaming Workshop on 02.05.2006 in Vilnius - which was also one of the leading instruction aids.

Lithuanian DP are involved, which is not subject to transnational activity evaluation. Then, this is also beyond the scope of evaluation of assessor activity.

Even though it goes beyond the evaluation period, we find it proper to present an opinion of the Italian partners, which, like all other foreign partners, we received on 30.11.2006:

"...evaluator of the German partner illustrated his evaluation of the activities carried out by the Transnational Partnership up to the meeting at Vilnius. He also proceeded to a further evaluation on the base of the answers given by all the partners to the questions posed at the same meeting at Vilnius. On this point, we insist that such an evaluation goes beyond his role, in that it does not deal with the transnational activities, as he stated at Vilnius, but the activities carried out on a national level by every single DP".

We also quote a response from the German DP, written by Mr. Christian Wichert, and received on 07.12.2006: "Our DP thinks Werner's report to be informative, true and moderate. We can't see harsh and/ or unsatisfied criticism or that he goes beyond his role but think of the report as useful. So in German final product there will be Werner's report anyway".

The experience of the Lithuanian DP representatives in cooperating with T.E.F.I. Partners shows that they are competent in carrying out and evaluating activities, possessing solid experience of such work. So the assessors of the Lithuanian DP suggest that an agreement be reached in this situation.

Conclusions:

1. All activities have been carried out on time. The partners showed that they are able to gather, analyze and generalize information.
2. The evaluation report from the German partners has mostly aroused controversial discussions and appraisals. As viewed by the Lithuanian assessors, it is so because the evaluation has failed to meet T.E.F.I. Partners' *diverse expectations*, though remaining valuable both in form and content.

The Lithuanian assessors make it a point that the threats related to mutual assimilation of experience as set forth in the German DP's evaluation report are real and the conclusions are correct.

3. The chosen activities and means to achieve the objectives of transnational DPs are used effectively. In whole, we give an excellent evaluation to all activities carried out.

5.3.4 Assessment subject: Cooperation of T.E.F.I. Partners participating in the activity, their communication

In our opinion, all T.E.F.I. Partners engaged in the TCA-stipulated and approved activities work in close cooperation; in taking the needed decisions they are guided by principles of mutual understanding, respect and tolerance to different opinions. A business-like atmosphere prevails at the meetings of the Steering Committee and the decisions are taken by common agreement. In the Transnational Cooperation Agreement (TCA) it is specified that "*electronic mail (e-*

mail) will undoubtedly be the most flexible and most frequently used instrument for transnational cooperation". According to our data the partners exchanged over 80 e-mail messages during the evaluation period. Regretfully, due to various, sometimes not always objective reasons, this officially approved instrument of communication accepted by all the partners was not effective enough: quite often reading and reacting to e-mail correspondence was delayed. Sad as it is, the feedback is not at all times present – no response is received. In our opinion, this caused a delay and/or could have an adverse effect on efficient and operational decision-making in relation to the fulfilment of transnational obligations.

During the meeting of the Steering Committee in Braunschweig the representatives of the Italian DP suggested using SKYPE™ as a way to solve this communication problem.

We believe that certain misunderstandings between the French and the German partners, involving an exchange of official protest notes on account of non-inclusion of the activity of the French partners in the agenda of the Braunschweig meeting, alongside with other misunderstandings among the partners, have occurred due to the partners' different experience, different styles and work routines, managerial culture and traditions. At the same time we would like to note that in the above-mentioned case the chosen means of communication, namely the e-mail, has proved to be highly efficient and flexible, enlisting the efforts of all the partners for a strong feedback.

In discussing other communication possibilities we can't but mention the web-page administered by the Italian partners www.equalteseo.net, accommodating not only project-related

information from the Italian DP, but also covering the whole of T.E.F.I., also including the document files. In our opinion, this is a perfect way of retaining and sharing the accumulated material. Moreover, all transnational partners are given access to this database and an opportunity to use the accumulated documents. We believe it is a nice and generous contribution from the Italian DP into the joint effort of T.E.F.I.

Placing of ample and illuminating material from the general meetings of the Steering Committee in the English language (the approved T.E.F.I. language of communication) as well as ensuring free access of the Internet users to this material is likely to offer more opportunities for those interested in learning more about T.E.F.I. activities and the problems involved.

Willing to emphasize the positive approach, goodwill and joint effort of all the partners in T.E.F.I. activities, we once again invite them to solve the arising problems in the spirit of goodwill, with tact, in good time and in close cooperation, pursuing the TCA common objectives and forming *a joint team of* people sharing the same ideas. The Lithuanian assessors believe that the main cause of the arising problems lies in the fact that in the pursuit of common objectives there are *four* teams of different experience, style of work and/or even management culture.

Conclusions

1. Communication using e-mail has proved insufficient and poor. The Lithuanian assessors regard it as the partners' *lack on interest*. If T.E.F.I. had envisaged more activities, this situation would endanger their implementation.

2. Ordinary Internet users have limited access to the T.E.F.I. document database. This essentially reduces the opportunity for those interested to get to know T.E.F.I..

3. We give a satisfactory evaluation to cooperation and communication of the participating T.E.F.I. Partners.

Recommendation

1. In our opinion, communication via SKYPE™ as suggested by the Italian partners is an adequate means of communication, enhancing fast and effective decision-making as regards T.E.F.I. activities. Supporting this initiative, we suggest that the mentioned system (having fixed month's day and time) should be used for the partners' "mini conferences" of 20-30 min. duration. We believe this would have a positive effect on the partners' mutual communication, add quality and help eliminate conflict situations both in our communication and cooperation.

5.3.5 Assessment of the Braunschweig transnational meeting - assessment subjects: planning of the activity and whether the activity was competently administered

In T.E.F.I. agreement the meetings of the transnational Steering Committee are named as one of the most important common events of the Transnational partners, which should strengthen the

effectiveness of transnational activities. During the evaluation period this meeting was the responsibility of the German Development Partnership. In our opinion, a well prepared and organized transnational meeting of the Steering Committee is as much important as organization and performance of other core activities stipulated by the agreement. It is believed that certain misunderstandings among the partners could have been avoided provided all the T.E.F.I. Partners had understood the value of both the very preparation of the meeting and of the meeting itself as a direct opportunity for a matter-of-fact and immediate discussion aimed at resolving the emerging problems, making decisions by common accord. This is why we consider this meeting as subject to evaluation.

The arrangement of meetings of the Steering Committee and their preliminary dates are specified in the T.E.F.I. TCA, while the Braunschweig meeting was fixed at the session of the Transnational Steering Committee, held 5 May 2005 in Vilnius.

The main scheduling points/dates for the implementation of activities were fixed by the German partners and got the approval of the Steering Committee.

The first version of the agenda was sent to the partners on 29.08.2006 and another version was sent on 22.09.2006.

The fourth meeting of the Transnational Partners was held on 26-27 October 2006. There were twenty-five participants representing T.E.F.I. Transnational Partners as well as the partners from the German DP.

On 26 October, the first day of the meeting, during the opening session representatives of each Development Partnership made

presentations of their respective projects within T.E.F.I., also indicating their key objectives. The activities in progress and those already accomplished, together with innovations being introduced as well as anticipated results were also presented.

After the presentation of the Partners' projects the Lithuanian DP partners presented a summary of the answers to the questionnaire related to *Mainstreaming*, the activity within their responsibility.

The French delegation made a presentation of *Glossary*, the activity they are in charge of.

The Italian DP made a presentation of *Methods of assessment and competencies* they are in charge of and the 47-page material gathered by them.

The third part of the meeting was devoted to the following organizational issues:

- It was finally decided on the logo of the T.E.F.I. Transnational Agreement and its use. The version offered by the Lithuanian DP was adopted.
- The criteria for the T.E.F.I. final product were also specified.
- A preliminary date of the Transnational Partners' conclusive meeting was fixed.
- It was decided that the web page of the Italian DP shall serve as the document database for the whole T.E.F.I.
- It was agreed that the Lithuanian partners would deliver the minutes of the Vilnius meeting to all TCA Partners.

Unfortunately, during the Braunschweig meeting the partners did not decide who and how would make an evaluation of the conclusive meeting of the T.E.F.I. Transnational Agreement as the French

partners responsible for the last evaluation period would not be in position to do so for this reason alone that the T.E.F.I. conclusive meeting would also mean expiration of the T.E.F.I. Agreement. If this meeting is excluded from evaluation, then according to the Lithuanian assessors that will adversely affect not only the quality of T.E.F.I. evaluation, but also the quality of the very T.E.F.I. cooperation itself. On the second day of the meeting - 27 October - the representatives of the German DP presented the report on *Barriers and learning*, the activity in their charge under TCA.

The representative of the German DP made a presentation of the evaluation report quoted above.

The representatives of the Lithuanian DP indicated preliminary dates for their evaluation report to be distributed, covering the period between the Vilnius and the Braunschweig meetings. In line with the provision of T.E.F.I. Agreement that each partner should choose its own evaluation methodology, being guided by it in performing the evaluation, the methodology was therefore not discussed.

We have good grounds to maintain that only after this meeting the majority understood what kind of activities the Transnational Partners are engaged in. The assessors would like to note that the time span starting 21-22 March 2005 (the Teramo meeting) is too long for becoming acquainted with the partners' activities.

We give an excellent evaluation to planning of the administration activities and organization of the Braunschweig meeting.

The work done at the meeting is evaluated as good.

Conclusions:

1. The Braunschweig meeting can serve an example of how similar events should be organised not only in terms of administration (which was done perfectly) but also in terms of contents, i.e. the participants' competence, knowledge and commitment.

Recommendation:

1. We recommend that over the remaining T.E.F.I. TCA period the opportunity of cooperation should be used in the most productive way, at the same time looking for new opportunities for cooperation.
2. At the next meeting to find a solution to the problem of evaluation of the T.E.F.I. conclusive meeting and of the final products.

Annex I- Comments of Dr. Werner Fricke to the Lithuanian Evaluation Report covering the TEFI period between May and October 2006

Annex II- Lithuanian Development Partnership answers to the Dr. Werner Fricke's comments for Lithuanian Evaluation Report

5.4 French evaluation: from Braunschweig transnational meeting to may 2007

5.4.1 Introduction

As I said lately, for a good evaluation, you need a good evaluator and something to evaluate. It's not my job and I had few things to evaluate between the meetings. So I asked each partners 2 questions:

- ✓ Are the TEFI activities useful for your national project action 2 and why or why not?
- ✓ Are the TEFI activities useful for your project in action 3, why or why not?

5.4.2 Question n°1:

a) Barriers and Learning:

"The study proposed by "barriers and learning" has been useful, above all, as a key for understanding the interactivity of the integration processes by which also the receiving society changes through contact with other people; this is even more valid for Italy,

which has become aware of its changing condition as a country of immigration later than countries such as France and Germany.”

“Barriers and learning”, as all the other activities of the Transnational Cooperation Agreement, has demonstrated its usefulness as a means of comparing the various contextual and operational situations of the TEFI Country partners.”

“The activity barriers and learning and collected material have been very useful to action 2.” As we can see, this activity was globally useful for partners, except for the French project because, our point of view is different, specially on the concept of cultural or ethnical barriers and because the concept of ethnic minorities is a hogwash⁵¹ in France. It shows the differences between integration and assimilation: *“We have seen how, in the various partner Countries, this difference between the structural and the cultural dimensions may be more or less complicated, in reference to four different aspects: the acculturation, that involves knowledge of the culture of the society of destination, but also the necessary ability to find one way in that same society; the placing in the society which means reaching a social position through work but also the forming of a family and finding adequate living conditions; the interactivity between the migrant and the host society, in the degree of loyalty (and not so much of identification) in respect to the values, regulations and behaviour of the society of destination.”*

We all agree that *“there was not enough time for discussion.”*

⁵¹ « Non sens » in French

b) Methods of assessment and competencies:

"This activity has particularly highlighted the historical differences and diverse experiences of the partner countries."

"The description of those methods can directly influence the own work and can lead to the improvement of the national procedures applied even after T.E.F.I. has come to an end".

The partners are agree that the activity is very interesting but, perhaps too theoretical and vast. But the final product will be useful after T.E.F.I. for all partners.

c) Glossary:

"Glossary is a useful activity in order to understand the meaning of the keywords used by the European partners and to get a notion of the ideas and concepts behind."

"We see how big differences are in discussions between institutions (Governmental, Non governmental, public organizations) of different EU countries."

"The concept of glossary intended as a common work base is also, on the other hand, emphasized by the EQUAL Community programme, and has therefore been taken up in this spirit by the TEFI partners."

We all agree that this activity is useful but the problem is that we take to much *time to choose and discard expressions*. And so, we don't have time enough to have a big discussion on the most important key words of each projects and a short summary of national context.

The methodological approach shows that we can't just translate key words from our native language to English, we have to understand

history and politics of other countries: *a better understanding has been reached of the single projects and the activities carried out in a national context not only from the professional point of view but also the cultural one.*

d) Methods of mainstreaming

"The questionnaire was found to be a useful procedural tool in that it allowed for a direct comparison between the four DPs highlighting similarities, differences difficulties met and solutions adopted, as is clearly shown in the final document compiled by the person responsible for this activity."

"The utility of "mainstreaming" lies in the acquirement of the answers according to the differentiated questionnaires the Lithuanian partners offered."

In fact, this activity is useful for all partners because it shares good practices in mainstreaming (and mistakes too). It's one of the main goal of Equal cooperation.

e) Evaluation

"In TEFI, the evaluation activities were assigned, at the beginning of the Trans-national Agreement, to a fifth project partner, who was in following excluded by its own Action 2 and therefore from the trans-national activities. As a consequence, this was divided among the remaining partners who, from time to time, have used completely different methods. The evaluation, is therefore somewhat fragmented and without a uniform logical line. However, even this aspect is to be maintained particular because four different approaches have been used, symbolic of the characteristics of each

one. From this point of view it is not possible to trace a common and shared conclusion, because the trans-national partnership has not had common tools with which to technically verify the efficaciousness of the trans-national activity."

"The T.E.F.I. activities are a part of the national DP project so the T.E.F.I. project and activities have been evaluated by DP evaluator. Every three month period the T.E.F.I. activities and Lithuanian DP work in T.E.F.I. are evaluated."

So we have many problems for this activity:

At the beginning, we agree that the evaluation will be done by one partner, not 4. So, now we have 4 methodologies and no *logical line*. The trans-national part is evaluated by DP evaluator in some countries, not in others. Because, in some countries, trans-national activity is autonomous or parallel activity, in others, it's an activity as an other.

5.4.3 Question n°2

Mainstreaming activity is the activity which is the more useful for Equal action 3. TEFI's work have direct influence on the different project in the future action 3 of German and Lithuanian partners, each activity on a different level. TESEO has not an Action 3. In France, trans-national activity was very autonomous and the influence of TEFI's work is really tiny ,except for the glossary because

it's really important to us to show different point of view on integration or communitarism or ethnic minorities.

5.4.4 Conclusion

If you want to have a good TEFI project you need:

- f) Activities themes shared by each partners;
- g) Time enough to work on each activity;
- h) Money enough to have time;
- i) A real will to work the other partners.

I think that we don't spend time enough on the TEFI project because we don't have enough money and because we don't take time enough to work on methodology (how we can work together with our differences). And the French project, TALENT, was not on the theme of integrate immigrants but on the discrimination problem, so we were perhaps not involved enough.

But, the result is not so bad. The main goal of Equal trans-national activities is to share experiences, make link between organizations, and to discover what we have in common and what we don't. It's an other way to make Europe. And I think that the products of all activities, with their qualities and defaults, are products of cooperation, and it is the most important.