

Draft

INCREASING THE PARTICIPATION OF MIGRANTS IN EMPLOYMENT
GOOD PRACTICE AND STRATEGIC LESSONS FROM EQUAL
 WORKING DOCUMENT

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INCREASING THE PARTICIPATION OF MIGRANTS IN EMPLOYMENT GOOD PRACTICE AND STRATEGIC LESSONS FROM EQUAL

*This document has been prepared as part of a series of papers on **from the Employability Strand of EQUAL**. The main purpose of these papers is to underpin and help to **focus transnational cooperation within the framework of the European Social Fund (ESF)**, as a means of promoting EQUAL principles and of mainstreaming EQUAL approaches that can be directly related to the new ESF priorities for action.*

These Strategic Lessons seek to highlight, from a European perspective, what has already been achieved by EQUAL in relation to the new ESF thematic priorities and to demonstrate those EQUAL approaches that have a potential for wider transfer within the Union. They could thus be helpful to those who are running, or are planning to set up, transnational networks in one of the thematic priority fields of the ESF.

*This document summarises outcomes from EQUAL Development Partnerships (DPs), transnational and national thematic networks which have set out to overcome the barriers that hamper or prevent equal participation of immigrants and ethnic minorities in the labour market. It also includes annotated references to the EU policy context and relevant background material that can be accessed on-line through hyperlinks.¹ For off-line use, a complete dossier including this paper and all relevant reference material can be downloaded from:
http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=etg1/04_examples/increasing_participation.*

HARNESSING THE POTENTIAL OF IMMIGRANTS - A CHALLENGE FOR EMPLOYMENT POLICIES IN THE EU

Increasing the participation of migrants in employment and thereby strengthening their social integration is one of the priorities for intervention of the [European Social Fund](#) in the period 2007 to 2013.² By promoting specific action in this field, the ESF offers practical support to implementing the [Guidelines](#) of the [European Employment Strategy](#) which pay special attention to disadvantaged people, including immigrants and ethnic minorities. Such support can also assist the implementation of the [Lisbon Strategy](#) for growth and jobs that provides overarching objectives and guidelines for EU policy in a number of strongly interrelated fields. This policy targets a significant reduction in the unemployment gaps for people at a disadvantage, including ethnic minorities, by 2010.³

The overall socio-economic context of the EU is characterised by skill and labour shortages which are increasingly noticeable in a number of sectors. Moreover, in just a few years, the accelerating demographic ageing of the European population will result in a shrinking of the EU's workforce. Both these factors will have negative effects on economic growth. European societies must therefore ensure that the talents and potential of all their citizens are fully mobilised, including those of the immigrant population, in order to effectively address the problems which European economies are likely to experience.

¹ [Text elements that include hyperlinks are underlined.](#)

² See Article 3 of the [Regulation \(EC\) No 1081/2006 of the European Parliament and of the Council](#) of 5 July 2006.

³ At its meetings in [December 2007](#) and [March 2008](#), the European Council drew attention to the close links that exist between migration, employment and the Lisbon Strategy for Growth and Jobs. It affirmed that measures to promote integration are important, as are the efforts of migrants themselves to integrate, and called on the Commission and the Member States to stress the opportunities, benefits and challenges of migration in a pluralistic Europe.

At the same time, immigrants and members of ethnic minorities⁴ continue to encounter manifold and persistent inequalities on the labour market. They are at a much higher risk of unemployment than EU-nationals⁵ and this gap is increasing in many Member States.⁶ Immigrants receive lower wages, and are significantly over-represented in the least desirable jobs. They face particular disadvantages in acquiring and updating professional skills and qualifications. In addition, they are under-represented in civil society, have difficulties in accessing citizenship; and they are frequently exposed to prejudice and the negative perceptions held by members of the indigenous population.⁷ Immigrants and members of ethnic minorities are often amongst those vulnerable groups that have not benefited from recent increases in employment rates to the same extent as other members of labour force. Thus, they require special attention and special efforts if their vocational (re)-integration is to be successfully achieved.⁸

Against this background, the ESF provides a major resource to assist Member States in launching new initiatives to effectively address these issues effectively.⁹

However, new ESF initiatives to break down the barriers in immigrants' access to employment can be set in a broader context and can engender positive effects in relation to other policy priorities. They have a contribution to make to the strengthening of action under some key aspects of the [EU immigration policy](#), especially those concerning [immigrants' integration](#)¹⁰, and to supporting the EU [anti-discrimination policy](#). As ethnic minorities share many problems with socially disadvantaged members of the majority population, increasing the participation of migrants in employment can also underpin measures by Member States which are in line with the objectives of the European Union related to [Active Inclusion](#) and [Inclusion of Vulnerable Groups](#). The fight against discrimination and social exclusion is a complementary approach to "classical" employment policy which concentrates on ensuring that work pays, as well as on removing unemployment, poverty and inactivity traps.

Whilst particular action is required to improve the employment situation of "third-country nationals" even greater efforts are needed to facilitate the labour market integration of the **Roma, Gypsy and Traveller communities** which in many cases include both members with EU citizenship and others with different, non-citizen statuses. Europe's Roma population¹¹ is estimated at more than 10 million people who form the largest ethnic minority group in the enlarged EU. In many Member States, Roma communities have to face the greatest degrees of exclusion and the highest levels of discrimination, with unemployment rates ranging from well over 50 to 90 percent.¹² However, the ESF Regulations provide ample scope for supporting action in favour of Roma.¹³

⁴ Throughout this document, the terms *migrants*, *immigrants*, and *ethnic minorities* do not relate to a legal classification. They are used as umbrella terms that refer to persons not belonging to the indigenous majority population and include "third-country nationals" as well as their descendents who may have acquired EU citizenship.

⁵ This risk is particularly high for young people. Joblessness is also a phenomenon which is much more likely to affect youth with foreign citizenship than young nationals. Young people from a non-EU country living in the EU are approximately twice as likely to be neither in employment nor in education or training, compared to youth living in their country of birth. They are also significantly more likely to find themselves in this position compared to youth coming from another EU Member State. See [Employment in Europe Report 2007](#).

⁶ See [Joint Employment Report 2006/2007](#).

⁷ See [Ethnic Minorities in the Labour Market](#) - Report of the High Level Advisory Group of Experts on the Social Integration of Ethnic Minorities and their Full Participation in the Labour Market, December 2007. (HLG Report)

⁸ See [Draft Joint Employment Report 2007/2008](#).

⁹ See [European Social Fund 2007-2013 - Integration of migrants in the labour market](#).

¹⁰ See also further information on the [Common Basic Principles](#) for Immigrant Integration Policy in the EU.

¹¹ The term "Roma" is used in this text as shorthand for different groups and individuals. In no way does this seek to undermine the rich diversity and cultures of Roma, Sinti, Gypsies, Travellers and other groups perceived as "Gypsies".

¹² At its meeting in December 2007, the European Council expressed particular concern about the very specific situation faced by the Roma across the Union and invited Member States and the Union to use all

Within the framework of the ESF EQUAL Initiative, more than 350 Development Partnerships (DPs) set out to pilot new approaches to prevent and overcome discrimination against immigrants and ethnic minorities and to facilitate their integration into employment. Their outcomes provide a critical mass of experience to inform new ESF action and many of their measures and methods can be replicated more widely. With EU financial support from EQUAL in excess of 500m €, these DPs constituted a substantial European investment in the development of innovative action in this field.¹⁴ This document highlights selected examples of good practice which are representative for many others that pioneered similar approaches.

The main lessons from these DPs are centred on two distinct but inter-related issues:

- Overcoming ethnic discrimination in the labour market; and
- Assisting the integration of immigrants by developing services that had not, as yet, been provided by the current systems.

These two priorities reflect the diversity of concepts in Member States' strategies to improve the labour market situation of migrants and ethnic minorities. The first puts the main emphasis on enforcing equal rights and equal treatment, bridging the gap between equality as defined by legislation and equality as practised in the workplace. The second concerns special support measures that target at members of immigrant communities. However, these different strategies can also be considered to be complementary and some DPs presented integrated approaches that effectively combined elements of both concepts.

The considerable resources that have been allocated to the ESF to support employment and inclusion policies in the EU can also be used to apply the lessons from EQUAL well beyond the experimental framework of this Community Initiative. Transnational cooperation can speed up this process by providing structured opportunities for mutual learning involving those who are responsible for the implementation of operational programmes and other strategic stakeholders. Building and capitalising on validated good practice from EQUAL will help to close or reduce the existing gaps in the delivery and implementation of effective strategies to increase the participation of migrants in employment.

*The following sections of this document present an overview of selected examples of good practice that have emerged from the work of EQUAL. The experience of the DPs from which these examples are drawn also reflects learning and outcomes from the Transnational Partnerships (TPs) in which they were engaged. More detailed information on the selected DPs is accessible via **hyperlinks**¹⁵ that are embedded in the text. These details also include links to information on the TPs which is contained in the DPs' own websites, in special TP websites or in the EQUAL Common Database (see "Transnationality" in the ECDB descriptions).*

It should be noted that this selection is only indicative of successful EQUAL approaches in this field. Similar supporting evidence from many other Development Partnerships is available to underpin the conclusions that can be drawn from the selected examples.

means to improve their inclusion. It also invited the Commission to examine existing policies and instruments and to report to the Council on progress achieved before the end of June 2008.

See also [COMMISSION STAFF WORKING DOCUMENT: Community Instruments and Policies for Roma Inclusion](#). COM(2008) 420]

¹³ See [Aide-Memoire for Desk-Officers: Roma and Structural Funds Programming 2007-2013](#).

¹⁴ The majority of these DPs were launched during the second round of EQUAL. An overview of their thematic priorities is presented in the EQUAL News article (2006) on [New and continuing priorities in combating discrimination](#).

¹⁵ Some URLs contained in linked documents may no longer be valid if the corresponding websites have changed since the publication of the linked document. Where this occurs in relation to links referring to the EQUAL Common Database (ECDB), the first part of the URL (equal.cec.eu.int/) should be replaced by webgate.ec.europa.eu, without changing the other parts.

COMBATING ETHNIC DISCRIMINATION IN THE LABOUR MARKET

“Many stakeholders maintain that discrimination, while not being the only reason for the exclusion of ethnic minorities from the labour market, is in fact the most important one.”¹⁶

Discrimination against ethnic minorities in the labour market is a daily, and arguably an increasing, reality in the Union. Perhaps, the most powerful driving forces for change and progress in this field are the two EU [Anti-Discrimination Directives](#). However, laws by themselves are not enough. If discrimination is to be eliminated, the practices of institutions and organisations and individuals’ attitudes and behaviour have to change.

During the first round of EQUAL (2002-2005) a number of DPs came together in a European level thematic working group to compare and analyse ways in which they could support the implementation of the two Directives. The results are documented in two reports that include detailed information on the approaches that had been developed by these DPs.¹⁷

During the second round of EQUAL (2005-2007) the fight against ethnic discrimination in the labour market formed a key aspect of the European programme for mainstreaming the good practices emerging from the work of EQUAL. Within the framework of this programme, a [European Mainstreaming Platform](#) was initiated, in 2006, which operated throughout 2007 and culminated in a major European conference on [Acting against Ethnic Discrimination in Employment](#), in November 2007.¹⁸ The sub-sections below present approaches of DPs, Transnational Partnerships (TPs) and [National Thematic Networks](#) (NTNs) that have addressed a range of different issues in this thematic field. Many of them also participated actively in the work of the European Platform.¹⁹

IMPACTING ON THE SYSTEMS AND PROCESSES THAT PLAY A CENTRAL ROLE IN PREVENTING DISCRIMINATION AND PROMOTING INTEGRATION

Incidents of ethnic discrimination in the labour market are not only manifestations of individual behaviour. They also indicate flaws in the framework conditions or factors that can prevent such incidents. The enforcement of anti-discrimination legislation is an important but only one of the elements that determine this framework. Other factors are linked to institutional practices and prevailing attitudes in relation to immigrants. Moreover, the fact of being disadvantaged in access to employment or in the workplace can result from an accumulation of different problems that reflect gaps in the provision of support services and affect in particular the life situation of ethnic minorities, such as little knowledge about labour market rules, language issues, non-recognition of competences and qualifications or difficult access to education and training. In other words, many of the roots of discrimination appear to be inherent to the functioning of “systems” or structures that have an impact on individuals’ integration into work.

The approaches outlined in this sub-section relate to changing the practices of organisations and institutions that are involved in the labour market. Antidiscrimination actions only have a lasting effect when they become central to the organisations’ commitments, and are legitimised at all levels of management. EQUAL projects have sought to bring about change by challenging professional practices and providing training for employment intermediaries, employee representatives, company managers, leaders of non profit-making organisations and local actors. They piloted different approaches to motivating private and public employers to take a pro-active stance on developing work force diversity and ensuring fair recruitment processes. In a number of cases they complemented and underpinned these activities by promoting “diversity charters” which state the organisations’ commitment to acting against discrimination and bolstering change

¹⁶ HLG Report, 2007

¹⁷ See [The Contribution of the EQUAL Community Initiative to the Full Implementation of the Equality in Employment and Racial Equality Directives](#) and [Equality, the Labour Force and the Law](#).

¹⁸ Download the [Proceedings of the conference](#). See also EQUAL News articles on [Action against Ethnic Discrimination in the Labour Market](#) and [Diversity in EQUAL – Now, you can read all about it!](#).

¹⁹ Details on some of these DPs are contained in the resource material for the conference. See [Portraits of Experience](#) and [The “Top Ten” Recommendations](#).

in professional practices. Moreover, a number of DPs have explored ways to combining different types of action and involving different groups of actors in an integrated territorial approach.

Fostering Anti-Discrimination Skills as a Professional Competence

Sometimes indirect discrimination against immigrants and ethnic minorities occurs due to a lack of recognition of the initial disadvantages of these groups. However, anti-discrimination skills, such as cultural awareness, knowledge of relevant legal aspects and the capacity to evaluate one's own potentially discriminatory practice are not, as yet, commonly recognised as being indispensable aspects of professional competence. Therefore, sensitising staff through training can help break down existing barriers between training, employment and advisory services and facilitate equal access to such services. EQUAL projects have promoted staff development and **new forms of training** that improve the capacities of professionals in employment services and other labour market actors to detect, and cope with, discriminatory practices that immigrants and ethnic minority groups often face in recruitment and placement processes.

However, encouraging as they are, the existing examples of good practice still appear to be the exception rather than the rule, as only a small number of Development Partnerships had been launched to address this particular issue. Further action is required to maintain the momentum that their experience has generated. Transfer and mainstreaming of the lessons that can be gained from the work of EQUAL in this field could be significantly enhanced if Member States' ESF Managing Authorities were to encourage initiatives, within the 2007-2013 programming period, to promote new approaches to capacity building and anti-discrimination training in public and private intermediary services for employment and training. They could also support communication and dissemination activities to ensure that key actors and practitioners in this field are made aware of relevant approaches and practices that have been piloted through EQUAL. New ESF action should be designed to help public and private employment services, including agencies for temporary work, to ensure that all their labour market intermediaries have access to, and benefit from, specific training on issues related to respecting ethnic and cultural diversity, intercultural knowledge, anti-discrimination legislation and non-discriminatory intermediation techniques.

A New Focus on Capacity Building for Training and Employment Intermediaries

Finland:

In North Karelia, Finland, the **MORO** DP (Multicultural Recruiting and Learning) focused on training for staff of the public services with the aim of increasing the skills of officials to operate in diverse working environments and in a multicultural customer service situation. A local working group of officials was established and the idea was to use a bottom-up method through the participation and empowerment of these officials in planning and implementing project activities. The participants acted as a pilot group and their experiences and needs provided models to create "**MONITULKKI**" – *Toolbox for Everyday Cross-cultural Interaction*", which is a collection of training materials for multicultural customer service.

France:

The **ESPERE** DP (*Engagement du Service Public de l'Emploi pour Restaurer l'Egalite*) launched in an unprecedented programme of in-service training to sensitise the principle agents of the Public Employment Service (PES) and their hierarchies to the issue of combating and preventing discrimination in the fields of employment and vocational training. This programme was aimed at the entire PES, including its different services and agencies with distinct responsibilities for placement, training, advice and inspection/control. It was tested in six pilot areas and is now being mainstreamed on a much wider scale with the intention of ultimately reaching all 50 000 officials working in the Public Employment Service.²⁰ The joint "**Charter of the Public Employment Service**" against discrimination, for equality of opportunity and the promotion of diversity, which was adopted by the institutions of the PES and the Ministry of Employment in November 2005, provides a strong underpinning for this mainstreaming process.

²⁰ See also [Presentation_Espere](#) at the November conference and [PPT_ESPERE_en](#).

The **LATITUDE** DP is an outstanding example of unconditional commitment to combating discrimination in placement practices and access to work. The lead partner, ADECCO, a private nationwide temporary employment agency, has progressively implemented an active policy of non-discrimination in recruitment processes and in the workplace, throughout all its branches. This strategy is promoted internally by in-service training for staff and also through awareness raising and information activities aimed at clients and the general public. ADECCO's stance on non-discrimination permeates all of its external relationships with clients, which also entails a categorical refusal of client orders if they don't comply with this policy. Very similar positions and activities are actively promoted by ADIA France, another large temporary employment agency involved in the DP.

Both DPs mentioned above also played a significant role in the National Thematic Network set up in France to reinforce EQUAL's activities in combating racial discrimination.²¹

During 2001, in a local situation where talking about discrimination was taboo, the city of Marseille has set up **SoliMar** (Solidarités Marseille). Since then, the project's training and awareness-raising programme has provided a firm basis for the development of a common culture among all actors in the area. Awareness and training activities were organised for more than 250 professionals (trainers, business relations officers, employment support workers, integration advisers, etc.) and for 200 local employers (SMEs). These activities led to improved cooperation between individuals and different groups working as employment intermediaries. However, the *SoliMar* team emphasised that further continuous action was needed to bring about real commitment on the part of those businesses that participated in the DP's awareness-raising programme but had not subsequently introduced effective measures to reduce inequalities and prevent discriminatory practices in the workplace.

Portugal:

The **Migrações & Desenvolvimento** project piloted a new integrated territorial approach to improving the integration of immigrants in Seixal and Odivelas, which are municipalities on the outskirts of Lisbon. A central element of its work was the introduction of a special training programme to improve the professional practices of members of staff from agencies or institutions that provided support to migrants and assisted their participation in employment and social life. The DP produced a comprehensive armoury of materials that are now being widely used within the two pilot areas and actively disseminated for use in other parts of the country.

The Portuguese **P'lo sonho é que vamos** DP developed training activities for staff in central and local administrations and from other public and private agencies, such as municipalities, schools, social security offices and NGOs to help them in the **reception of Gypsies**. The DP's main focus was on improving the life chances and widening the vocational horizons of Gypsy women and girls which are hampered dramatically by their low educational attainment, school absenteeism and early school drop-out. A guide to good practices in different thematic areas, such as training, employment and reconciliation measures was produced. To support such activities, *P'lo sonho é que vamos* created transferable information materials adapted to the gypsy communities to support the human development of gypsy people and to disseminate reciprocal positive images of the gipsy and non-gipsy communities.

Strengthening the Intercultural Competence of Teachers and Trainers

Finland:

Multicultural training for teachers was organised in South Karelia, Finland, by the **MORO** DP, because the relatively small number of immigrants in the area meant that educational institutions had very little experience of teaching foreigners. Teachers from different vocational institutions or departments took part and through this training they were also helped to assess the vocational skills of immigrants. These activities were intensified in the second round *MANU* DP through the development of a training programme on diversity management to help vocational education and

²¹ This network brought together 18 of the 22 DPs that were launched in France during the first round of EQUAL to combat racial discrimination. See [National networks of DPs tackling discrimination against immigrants and ethnic minorities](#).

training institutions to take into account the language barriers and other cultural differences that hinder immigrants' integration into normal vocational training. This programme involved all members of the tripartite qualification committee including representatives of employers, employees and teachers, who are responsible for the organisation and supervision of the competence-based qualifications systems.

Spain:

An important action of the Spanish ***Lungo Drom*** DP was the creation of an Educational Pack to help teachers, trainers and social workers in the regions of Catalonia, Valencia, Murcia and Andalusia, to better understand **the situation and specific living conditions of Roma people**. The DP believed that educators needed additional help with training, products and methods if they were to provide effective formal and non-formal programmes for this target group. So a social educator visited a total of just under 100 schools from all of the four regions to identify their requirements and also to record any examples of good practice in working with Roma pupils. The resulting Educational Pack, which provides the basis for 'Training the Teachers' courses, was distributed widely throughout the four regions and made available to the other 13 Autonomous Communities in Spain.

Promoting Work Force Diversity and Fair Recruitment Processes

Positive attitudes towards ethnic diversity in employment are a strong lever for overcoming discrimination and achieving a more inclusive labour market. To remain competitive, especially in a global economy, enterprises must be able to capitalise on the experiences, the creativity and the full potential of a diverse workforce. They must explicitly recognise and actively promote different individual talents. By the same token, public services and agencies must seek to ensure cohesion in a society whose members have very different needs, through carefully tailoring their services to the special aspirations and requirements of different groups. This must include specific action to strengthen the confidence, motivation and self-reliance of people facing discrimination or, in other words, they must develop effective strategies for empowerment.

The debate on the concepts of ***"Responsible Entrepreneurship"***, ***"Corporate Social Responsibility"*** (CSR), and ***"Diversity Management"*** has gained momentum in recent years²². This debate offers a new framework for harnessing diversity and CSR in favour of immigrants and minorities and for a constructive dialogue between employers, trade unions and the public sector on this issue. EQUAL DPs have demonstrated how this dialogue can be used to mobilise employers and trade unions to become involved in the integration of these disadvantaged groups. They have also shown that employers will engage in the creation of opportunities for immigrants and ethnic minorities and in new forms of partnership with employment services, if such cooperation is clearly focused on reconciling business objectives with social responsibility. In a number of cases, EQUAL DPs have been the driving forces in developing and promoting formalised "codes of conduct" or "diversity charters" that seek to harness the development of Corporate Social Responsibility in favour of immigrant minorities, by articulating action against ethnic discrimination with the issue of CSR.

The experience of many DPs confirms that highlighting the positive impact that a diverse workforce can have on enterprise performance is an effective way to challenge ethnic discrimination in employment and to broach the issue of discrimination in companies. However, they also add a caveat to this point, as diversity should not be perceived exclusively in terms of financial returns and it may not always be possible to demonstrate its benefits by using economic criteria alone. The lead question in fostering and monitoring diversity strategies should be: "What hinders the promotion of diversity and what are the drivers for its development?" Some DPs also demonstrated how a clear gender perspective can be combined with diversity approaches in order to tackle the double discrimination with which immigrant women are faced.

²² See the Commission's website on CSR (http://ec.europa.eu/employment_social/soc-dial/csr/index.htm). See also the proceedings and outcomes of the European Multi-Stakeholder Forum on Corporate Social Responsibility (2003-2004). Chaired by the European Commission, this forum brought together European representative organisations of employers, business networks, trade unions and NGOs, to promote innovation, convergence and transparency in existing corporate social responsibility practices and tools.

A number of DPs piloted new approaches to ensuring **fair recruitment procedures**. They advocated that, in order to prevent any discrimination, the selection criteria to be applied in recruitment should be exclusively based on a critical analysis of the tasks involved in each individual vacant job and of the skills and competences required for accomplishing them. DPs found that such objective recruitment methods helped to match employers' needs and applicants' abilities and also to dismantle pre-conceptions about alleged job requirements that could exclude candidates from immigrant or ethnic minorities.

The position of the **social partners** is vital in promoting "non-discriminatory" practices²³ and EQUAL placed much emphasis on their involvement. In a number of EQUAL projects, large companies played a pivotal role in developing methods and tools for fair recruitment and in implementing diversity strategies. They also provided credible role models for other employers. However, progress was also made in mobilising small and medium sized enterprises which are often less concerned about diversity. EQUAL succeeded in soliciting support from many SME unions or associations and an important factor in this was the range of services that had been established by DPs to help SMEs to build up a diverse workforce to strengthen their business.

Much more than previous generations of Community Initiatives, the work of EQUAL also benefited from the **active participation of Trade Unions** in developing workplaces that were "welcoming" to people from immigrant and ethnic minority communities. Examples of DPs that had a strong involvement of trade union organisations illustrate how Trade Unions were able to induce change by sensitising shop stewards to discriminatory practices in the workplace and by initiating preventive measures. They introduced new forms of training for union representatives, piloted new mediation roles and services to facilitate the integration of migrant and ethnic minority workers and encouraged new active union membership of workers from ethnic minorities.

Mobilising Corporate Social Responsibility to tackle Racial Discrimination

France:

The French ***Compétences & Différences*** DP engaged in two parallel areas of action that were aimed at promoting commitment to the principles of social responsibility and diversity amongst SMEs. The first activity was the provision of a training module for future entrepreneurs in the craft industry to familiarise them with these principles. The DP sought to establish this module as a compulsory element in all the training programmes that were organised by the regional Chamber of Crafts. The second area involved the creation of an *Association for the Promotion of Social Responsibility of Enterprises in the Craft Industry*, and the establishment of a *Social Responsibility Label*, to encourage employers' commitment in this field. This activity had an ambitious transnational dimension as the project team has created a ***European Association*** to federate protagonists from different Member States who are harnessing social responsibility as a means of combating discrimination.

Based on its experimental work with four large companies (ADECCO, IKEA, AXA and PSA Peugeot Citroën) the French ***ELMER*** project mobilised enterprises to engage actively in non-discriminatory recruitment and work practices that value cultural diversity. Led by IMS (Institut du Mécénat de Solidarité), an organisation that associates about 100 large companies in France on the issue of Corporate Social Responsibility, and with the National Association of Human Resource Directors as a partner, the DP offered practical support to promote effective approaches to diversity management. This support included diversity audits, awareness raising tools, training programmes and workshops on diversity. *ELMER* had a significant impact by promoting, through the employers' federations and the 160 companies involved in the DP, a Charter of Diversity. By the end of 2007, more than 1500 enterprises in France had subscribed to this charter.

²³ The Racial Equality Directive (2000/43/EC) foresees that "*Member States should promote dialogue between the social partners and with non-governmental organisations to address different forms of discrimination and to combat them.*" At European level the social partners ETUC, UNICE (the predecessor of BUSINESSEUROPE) and CEEP concluded already in 1995 a joint declaration on the prevention of racism and xenophobia and the promotion of equal treatment at work. Currently, there is an ongoing discussion to update and adapt this declaration.

Articulating action against racial discrimination with the issue of Corporate Social Responsibility (CSR) also proved to be an effective transmission belt for disseminating the successful practices which had been developed by 18 other French DPs cooperating in the [National Thematic Network to combat racial discrimination](#). Most members of this Network agreed that, in order to effectively combat ethnic discrimination in the labour market, simultaneous and concerted action was required, that related to different actors and segments of the employment system, including employment services, employers, trade unions and organisations representing other societal interests. They found that the issue of CSR provided a common denominator that appealed to the distinct responsibilities of these different types of actors. The activities of the Network highlighted CSR practices that included the fight against ethnic discrimination as central elements.

Italy:

The [AHEAD](#) project (**A**ccompanying **H**andicraft **E**ntrepreneurs **A**gainst **D**iscrimination) piloted a broadly based approach, involving the Confederation of Crafts Enterprises and a large national bank, to promote inclusive working environments and anti-discrimination attitudes among employers as an integral part of the *ethical and social responsibility* of enterprises. The approach combined awareness raising and training activities aimed at SMEs with the offer of incentives to support business development such as better credit facilities for ethnic minority and other small enterprises which complied with *codes of non-discriminatory conduct* that were promoted by *AHEAD*. The project also created and promoted a quality label for SMEs that subscribed to the Codes of Conduct. In parallel, *AHEAD* initiated, and provided training for, a network of senior staff from members of the confederation and the bank that enabled them to operate as advisors/facilitators for implementing the Codes of Conduct and as certifiers of the quality labels. It also established info- and advice desks for business creators within the employers' organisation and in the branches of the bank, including a special "migrant banking" service. Good practice and positive experience emerging from this work has been disseminated amongst the member companies of the employers' Confederation and also more widely at national level.

Portugal:

The [Emprego Apoiado](#) (Supported Employment)²⁴ project, which operated in immigrant neighbourhoods in the Lisbon area, created a comprehensive local employment service tailored to the needs, interests and competences of disadvantaged groups. It articulated its approach with the interests of local companies in the development of Corporate Social Responsibility and Diversity. Employers participated actively in the work of the DP through their representative associations. These organisations were particularly committed to encouraging their associated enterprises to become involved in the establishing of inclusion practices. They introduced specific training modules into the standard training that they provided for their members and they also established a "Good Practices on Supported Employment" Award. The employers associations played a pivotal role in the creation of a regional entrepreneurs' network for the employment of disadvantaged people, which underpinned all of the DP's activities with individual enterprises. A motivating element was the fact that the DP's employment specialists provided ongoing support, including assistance with job matching. This support was often applied to integrate a gender dimension into the integration process and the rise in the inclusion rates into the open labour market was an impressive testimony to its success.

A number of EQUAL DPs in **other Member States** have explored different ways of promoting approaches that link the concept of CSR with action to foster diversity and anti-discrimination in recruitment processes and in the workplace. Practical examples relate to the development of Codes of Conduct and Methods for Equality Audits, as well as training for SMEs and Human Resource personnel and manuals or other tools for fair recruitment and diversity management. Their experience, including examples of good practice addressing issues of ethnic discrimination,

²⁴ References to the concept of Supported Employment appear in different sections of this text. Several EQUAL DPs have applied the principles of this approach which seeks to unite the placement of severely disadvantaged individuals in the open labour market with individual empowerment backed by comprehensive support for both the individual and the employer. Support includes: job analysis, assessment of individual training needs, provision of training and workplace tutoring, sensitisation of co-workers, language instruction related to the requirements of the workplace, handling of administrative procedures related to the individual's employment, dealing with health issues, stress factors and ergonomic aspects in the workplace.

is summarised in an EQUAL "[Policy-Brief](#)" on [New Alliances to Boost Jobs for the Most Disadvantaged](#).

Promoting Non-biased Recruitment

Belgium:

The Flemish [Paradox](#) project recognised that small, local firms or family businesses did not have Human Resource Departments nor were they well informed about concepts such as Corporate Social Responsibility. Thus, the DP adopted a more personal approach to convincing the people in charge of these companies that they should review their recruitment practices and consider employing older and "non-native" persons. The project's counsellors made contact with SMEs through personal visits which provided opportunities to explain the range of benefits or services that the DP could offer, including better matching, advice on existing employment measures and guidance for the employer and the prospective employee. The counsellors analysed vacancies advertised in newspapers and web sites and then contacted the respective companies with an offer of help in finding suitable candidates.

Finland:

A particular focus of the Finnish [MORO](#) DP was on the development of appropriate methods that assist businesses in the recruitment of immigrants. This included organising training sessions for companies to prepare them to manage diversity, and co-operation with trade unions to increase immigrants' knowledge of employee's rights. An example of the recruitment of an immigrant lorry driver was produced as a short drama series. Different situations in which the new worker was introduced to fellow colleagues were demonstrated and these also indicated the positive or negative reactions that might result. Based on the practical experiences of project participants, a guidebook on the recruitment of immigrants was also developed.

France:

The work of the [Compétences & Différences](#) project in France was based on the diagnosis that the high level of unemployment amongst immigrants in the region of the DP was closely linked to the issue of ethnic discrimination rather than to a lack of jobs. In fact, employers in the craft industry faced an increasingly unsatisfied demand for a diversity of professional skills, but their recruitment practices often tended to ignore applications from immigrants. Thus, the DP piloted a new approach to matching the interests and needs of both employers and immigrant job seekers. The linchpin of its activities was the creation of the "Laboratory", a platform which now provides access to a range of information and support services for both groups. Job applications that are processed through this platform are made "anonymous" in order to ensure that employers pre-select possible candidates solely on the basis of their individual competences. The operation of the laboratory is flanked by a range of other activities that are aimed to convince employers of the advantages that can be gained from a more diverse workforce and to offer assistance and practical tools to promote methods of recruitment that eliminate discrimination.

Sweden:

The Swedish [FAIR](#) project (Future Adapted Inclusive Recruitment) developed a non-discriminating recruitment model. The model draws on best practice in the European Union and seeks to prevent discrimination on the grounds of ethnic origin, gender, sex orientation, age and disability. Its main strength resides in preparing, structuring and conducting job interviews in such a way that recruiters are helped to make unbiased decisions, based on the applicants' competences, that reflect a proactive stance on diversity. The pilot phase involved an analysis of the work place "climate" and awareness raising and training activities to tune in HR managers to the new recruitment method. The model is now being applied as a guide for **recruitment in the public sector**.

Offering Expertise and Support Services to Employers

Germany:

The German [Competence and Diversity](#) DP set out to harness the potential of intercultural diversity as a resource for economic development in a region that was facing major structural change. Through a number of separate but closely interrelated sub-projects, the DP explored and tested approaches to Diversity Management in SMEs and encouraged businesses in the craft sector to make active use of the intercultural background of immigrant workers to address new customer groups or open up new markets. It also introduced new training for 500 members of staff working in local and regional administrations, in order to enhance the intercultural competence of local or regional agencies, in both their roles of providing public services and acting as employers.

Portugal:

The Portuguese [DiverCidade](#) DP piloted an integrated approach to diversity management as a means to alleviate integration problems that emerged from the rapid increase of immigration from Brazil, former Portuguese colonies, Eastern European countries or from Romany communities. The DP was able to build its work on the achievements of the former EQUAL Development Partnership called [Emprego Apoiado](#) (Supported Employment). Two of its activities proved effective in underpinning diversity management in the greater Lisbon area: the development of quality standards that could be used to measure the degree to which diversity had been incorporated into an organisation, and the development of a training package for human resources and other staff to make them more aware of, and to give them the skills to manage, diversity. The DP interviewed a range of key actors in the public sector in the fields of social policy, education and employment services in order to ascertain what quality standards might be seen to be appropriate and in what areas or aspects there was a need for skills development. These quality standards are now promoted in human resources management and in the delivery of services for immigrants, their descendants and gypsies.

Spain:

The central aspect of the [Pangea](#) DP in Spain was its employment mediation approach that had been built on the outcomes of a First Round EQUAL DP called [Res Laboris](#). The potential employee received personalised attention, advice about training or actual training in certain aspects that are designed to help them find a job. To a potential employer, *Pangea* offered an analysis of the local labour market and an explanation of what diversity had to offer them, a bank of employees with useful skills and experience, help with the training and the induction of new employees and on-going support in the workplace. These were all based on a very detailed Protocol that was signed by the project and the employer.

Sweden:

Seven companies cooperated in the [Diversity in the Swedish Industry](#) project, **DISI**. Through individual interviews, group activities and seminars, addressing both, managers and shop floor workers, the project initiated a process of dialogue and reflection on issues related to diversity, gender equality, communication and competence. This dialogue was animated by an external team of four individuals who were all from non-Swedish backgrounds and provided continuous feed back to management and employees that raised awareness about the range of views that existed within the company. This helped the management to decide on the measures that it could use to improve the integration and performance of workers from ethnic minorities who represented up to 60% of the work force. One successful approach was the involvement of shop floor workers in “development teams” to tackle issues and problems that had come to light as a result of the feed back. These activities had a tangible impact: new recruitment procedures were introduced that value skills and eliminate ethnic bias; more women moved into management functions; significant gains in productivity were achieved through a dramatic drop in sick leave, from 20% to 2% in less than six months; a number of products were identified that could usefully be scrapped.

Another Swedish DP, [Towns Together](#), was launched as a partnership between the deprived areas in the three biggest cities in Sweden, Gothenburg, Malmoe and Stockholm. It was also a partnership between the business sector, the NGOs and the public sector, which piloted a new type of professional networkers to promote the “business case” for action that supports the empowerment of ethnic minority groups.

United Kingdom:

The ***B-Equal*** DP (Bradford Equality Employment Project) in the UK operated in an urban district that is still home to the largest Muslim community in Great Britain. Members of ethnic minority communities in the area faced severe problems of unemployment. One important strand in the DP's activities focused on mobilising and supporting businesses in recruiting people from ethnic minorities. An employer's toolkit was developed which demonstrated the advantages that SMEs could gain from an increased diversity of their work force. The project also succeeded in creating a network of employers who were concerned about discrimination. These activities paved the way for the recruitment of over 1000 workers from ethnic minority groups, by those companies that responded positively to the project's approach.

CEMESME (Contribution of Ethnic Minority Employees to Small and Medium Sized Enterprises) was a project in Great Britain "*selling the business case for diversity*". Its objective was to demonstrate the value of contributions from ethnic minority professionals to potential employers in SMEs. *CEMESME* offered 200 SMEs support through post graduate students who became involved in a mentoring programme to improve the international performance of these companies, for instance by exploring markets in other parts of the world. This support turned out to be a successful way of raising the interest of SME managers in the concept of diversity and of motivating many of them to participate in training seminars on diversity as a commercial advantage. After completion of its development and pilot phase within EQUAL, *CEMESME* is now continuing its work by reaching a larger number of SMEs and mainstreaming its methods in a European context.

Mobilising action by Trade Unions

Austria:

In the ***Living and Working Together*** DP, the *Austrian Trade Union Federation* (ÖGB) piloted new approaches to involving workers of non-EU nationality in the processes of democratic decision making in enterprises and to dismantling existing preconceptions related to this issue.²⁵ Until 2006, Austrian legislation had prevented non-EU/EEA nationals from being elected as members of Works Councils or representatives to the Chamber of Workers. The ÖGB developed a new type of intercultural multiplier course, which involved the paired participation of a shop steward together with a fellow worker from migrant or minority origin, in order to prepare workers of non-EU nationality to represent their interests within individual enterprises. This new course has now been integrated into the regular programme of the regional trade union training centre.

Belgium:

In light of the high unemployment rates amongst ethnic minorities in Flanders, in particular Turkish and Moroccan communities, the ***Colourful Workshop*** DP encouraged positive attitudes towards diversity at all levels in Belgian Trade Unions. The socialist union ABVV, the project organiser, set up a training programme aimed at trade unions and union members. ACV, a Christian union, and the liberal union ACLVB followed in its footsteps. The training was delivered in two formats, lasting either six weeks or a single day. The DP also created several tools that have been used by the Trade Unions to promote awareness about the topic of diversity, including a *Guide to Good Practices*, a *Handbook on Promoting Non-Discrimination and Diversity* and a *Concept for Office or Factory floor Training in Intercultural Communication*.

Italy:

The Italian ***Etno-Segregation*** project was launched by a national Trade Union, *Unione Generale del Lavoro* to pilot new types of action that would enable its representatives to tackle more effectively the unequal treatment and marginalisation of workers from ethnic minority groups more effectively. The DP developed a modular training course to increase awareness and promote information amongst trade unionists with regard to the issues of racism, discrimination and the integration of immigrants, and to enhance their competence and skills related to these issues. This training provided the basis for two further lines of action. The first was the creation of

²⁵ See also [*Living & Working together - Regional development and the integration of minorities in upper Austria*](#)

new professional profiles, namely the roles of Trade Union “ethno equality agents” and “ethno-mobbing advisers”. The second line of action was focused on demonstrating how these new roles can be harnessed to tackle those problems that impede immigrant’s access to the labour market and to provide new mediation services that would improve their access.

United Kingdom:

The [*One Workplace Equal Rights*](#) project was set up by the Scottish Trade Union Congress, within the wider context of the **COOL** (Creating Opportunities for Ongoing Learning) DP, as a comprehensive programme to mainstream equality and tackle discrimination in the workplace. The backbone of this programme was the organisation of seminars and residential training for trade union actors, involving both full-time officials and lay representatives. These events were geared to improving their understanding and knowledge of equality issues and to enhancing their capacity to support marginalised groups. These training activities were underpinned by a *Bargaining for Equality* toolkit, a training DVD and best practice guides, online advice through the One Workplace website and by the establishment of an annual *Equality Rep Award* to encourage and sustain progress. Other important activities included the setting up of Trade Union/Employer Partnerships and research into gaps in Scottish trade unions’ approaches to equal opportunities and empowerment.

Promoting work force diversity has also been a particular focus of the work of the [*National Thematic Network \(NTN\) on the Vocational Integration of Immigrants*](#) in **Germany**. Eleven of the 26 DPs involved in this network cooperated in a working group on *Diversity and Intercultural Communication* to explore and disseminate effective ways of anchoring strategies for intercultural and diversity action in companies and in public institutions and agencies. The DPs identified several priority areas under which promising practices could be grouped, including: demonstrating the added value or “business case” of strategies that value the diverse background of immigrants; intercultural approaches in the education and training system; raising public awareness; sensitising decision makers; and involving organisations that represent the interests of immigrants. Based on the validated successful experience that emerged from work on these priorities, the group engaged in dialogue and discussion with partners who held strategic positions in the processes of mainstreaming and achieving policy impact in these fields.

Integrated Territorial Approaches

Fragmented action without effective coordination and communication between the key local or regional bodies has very little positive effect on the situation of groups that are exposed to racist and xenophobic discrimination in the labour market. Much greater impact can be achieved when structures and processes that have a role in preventing this discrimination integrate their different measures into a comprehensive strategy which engages all the actors involved in a given territory’s economic and social life and seeks to develop a climate that is conducive to change. EQUAL’s focus on the *Principle of Partnership* fostered such strategic approaches.

EQUAL experience demonstrates that **local and regional authorities** are particularly well placed to coordinate responses to the range of problems that can undermine the precarious employment situation of ethnic minorities, which includes language deficits, lack of recognised qualifications and housing problems and also entrenched prejudices and gaps in intercultural communication between the indigenous society and immigrant communities. Almost no other single group of actors has a greater capacity for leadership and for the coordination and pooling of resources in this field. DPs have shown how this capacity can be used to design initiatives that adopt an integrated approach and involve all relevant public and private actors in their implementation. Such initiatives require a clear commitment from different departments and effective coordination between them - but examples illustrate that where these conditions have been met, local or regional authority leadership has been a very strong factor in delivering a programme of comprehensive territorial action. In other cases, similar results were also achieved when the relevant authorities played a major pro-active role in the work of DPs that were managed by other local or regional key actors such as NGOs, which had experience and a track record of networking.

Roma communities are one of those minorities that are most strongly exposed to accumulated and multifaceted problems. Often they have inadequate or very basic living conditions and limited or restricted access to education, the labour markets and social and health services. They also lack channels for their effective participation in society. However, EQUAL DPs have established new structures, resources and facilities to ensure that Roma people can be integrated into the labour market and can access the services that they need.

Czech Republic:

The Czech ***POLIS*** project was launched as a pilot programme in the cities of Plzeň, Ústí nad Labem and Bilina to deliver a comprehensive package of counselling and support for people in danger of social exclusion, most of whom were Roma. POLIS coordinated the services of those local bodies like social welfare departments, education authorities, housing departments, employment agencies, NGOs and also the police that were in regular contact with such people. The project assisted in the design and implementation of municipal policies to improve the living conditions of marginalised groups and to hold, and if possible reverse, the gradual creation of social ghettos and slums. In parallel, the DP attempted to dismantle and prevent discriminatory practices that impeded the access of those groups to employment. This involved close cooperation with employers and inter-cultural training and awareness raising activities for employees of the local institutions. The DP also provided support services and educational programmes aimed at motivating and empowering disadvantaged people.

Germany:

Bringing together different types of actors to cooperate in a comprehensive territorial approach to improve the vocational integration of immigrants was a particularly strong feature of the ***ALBuM*** DP, in Hannover. *ALBuM* has established a sustainable network connecting local minority organisations, education and training institutions and the municipal administration, which provided new opportunities for the training and qualification of immigrant workers. All of these players were brought together under the slogan “Living intercultural strengths together”. The new training, which combined theory and practice in enterprises, made it possible for migrants to qualify as “foreign trade specialists” and “advisors specialised in intercultural issues”. The network also assisted with the organisational development and the skills-upgrading of workers in companies run by members of ethnic minorities, and companies with multicultural staff. It offered advice and intercultural training programmes aimed at employers, employees and their representatives enabling them to prevent, or cope, with intercultural conflicts. All these activities now form an integral part of the City Administration’s approach to developing a “local integration plan”.

Spain:

The ***Igualtat en la diversitat*** project established a new territorial platform in the district of Girona that involved all relevant stakeholders in a common approach to improving both the “employability” and the labour market situation of ethnic minorities in the region. This new platform brought together local administrations, employers organisations, trade unions and NGOs. It made it possible to better articulate and coordinate different types of action including awareness-raising and sensitisation activities, the use of new methods for assessing and presenting formal and informal competences of immigrant workers, new training courses for immigrants and individualised job mediation and coaching services for members of ethnic minorities. Networking and a structured exchange of information between the different stakeholders facilitated joint planning and helped to counter the risk of fragmentation that was always inherent in a project involving such a wide range of different and relatively small scale activities.

AWARENESS RAISING, SENSITISATION AND MAKING ACTIVE USE OF THE MEDIA

Dismantling preconceptions about ethnic origin and other characteristics that stand in the way of immigrants’ integration and active participation in employment is both an economic and a social necessity and this stance has been central to EQUAL’s approach to combating racism and xenophobia. The vocational, and also the social, integration of ethnic minorities can be greatly

facilitated if the views of the social partners and public attitudes in the local community are broadly supportive of their needs and interests. This is not always the case and, in fact, in many situations the reverse is true. Therefore, the work of almost all DPs involved flanking activities aimed at raising the awareness of key actors and the general public and combating negative stereotype and prejudices.

However, a number of DPs also had a special focus on investigating new means and techniques of creating a more positive climate by soliciting active support from the media and some of these projects were even initiated by the Media Industries.²⁶ Their message was that, given the importance of the media in everyday life and in shaping public opinion, it was vital that ethnic minority and migrant groups were portrayed in an accurate and unprejudiced fashion. In practice, however, relatively few professionals working in the media business come from such backgrounds. Several DPs therefore provided training and other support for members of ethnic minorities to motivate and enable them to enter a career in this particular field and thus help to ensure that media output did not reinforce racism, stereotyping or cultural clichés.

Other DPs explored how awareness of the situation of Roma in society can be increased through the active involvement of Roma people in media activities. Within EQUAL, Roma organisations and individuals have been trained to undertake their own media and PR activities. They have learned how to produce media material such as newsletters, radio or television programmes, documentaries, and advertising spots to complement access to the mass media and make up for the limitations in the news coverage of Roma issues.

Germany:

The German [**Roma and Sinti – Securing Employment and Livelihood through Self-Organisation**](#) DP developed a modular course to prepare a group of Roma including both young people and adults, for work as [intercultural media designers](#). The 2.5 years of the course provided basic skills in IT, video and audio for the design of print and digital media. The training enabled the participants to play an active role in presenting practical problems and issues that were faced by Roma people in their local environment in Germany. These activities motivated a group of committed Roma to establish [MeDIA-RrOMA](#), a mobile media workshop that is now exploring new ways of supporting the integration and participation of socially disadvantaged young people. *MeDIA-RrOMA* offers young Roma opportunities to produce videos, DVDs and other media that reflect their life situations. This provides new means to express and explain their personal points of view. The workshops are often organised in contact with schools, youth centres and initiatives that work with young people. They encourage the participants to take up a pro-active stance on counteracting the ethnic discrimination and social disadvantage to which they are exposed.

Finland:

The Finnish [MUNDO](#) DP was led by YLE, the Finnish Broadcasting Company, and it set out to increase the low participation rates of immigrants in the media including television, radio, press and internet. It was a media education project that offered the opportunity for people with ethnic minority backgrounds to attain a high standard of education and a variety of practical experiences in different media fields so that they stood a real chance of gaining employment in the media sector. The first course involved 24 students, aged between 18 and 58, who came from 18 different countries and all had very different backgrounds. They were trained as professional camera operators, editors, directors, journalists or media designers. They gained hands-on experience through their involvement in the production of a weekly ten minute Mundo TV slot, which gave topics or stories about Finland a guaranteed ethnic spin. This Mundo programme reached a big audience as it had, on average, 19 to 27% of the market share and every opportunity was used to boost audiences and bring the programme to the attention of new viewers.

²⁶ Most of the examples presented in this sub-section relate to DPs that operated in the second round of EQUAL. Descriptions of some examples of first round DPs are contained in the short [case studies](#) that are linked to [Equality, the Labour Force and the Law](#). See also the EQUAL [“Policy-Brief”](#) on [“Reflecting the colours of the world”](#).

Greece:

To fight media discrimination against socially excluded groups, the Greek [Commedia.Net](#) project pursued a broadly based approach to introducing a multicultural dimension into the work of the media. This approach promoted the active participation of people coming from the excluded groups, developed their professional expertise and prepared them to work in the mainstream media industry. A central element in the operation of the DP was the establishment of two community radio stations in Athens and Thessaloniki, two cities which both host large immigrant communities. Each of these *Community Voice* stations was operated by a team drawn from the main immigrant communities, the members of which liaised with their ethnic communities with a view to ensuring that the views and issues of that particular community were reflected in the output of *Community Voice*. The DP provided special vocational training for these teams to prepare them to carry out the everyday tasks in community radio. The trainers were journalists or professionals from NGOs involved in media and diversity issues. [Commedia.Net](#) represented a further development of the [DREAM](#) DP which operated during the first round of EQUAL and included a special focus on acquainting NGOs that worked with minority populations with the media and media techniques.

Hungary:

The Hungarian [Equal Opportunities in the Media](#) DP provided media-related training mainly to young Roma but the beneficiaries also included people with disabilities or other disadvantages. The 40 participants were selected from a much higher number of candidates on the basis of their social situation, education, capacity to communicate and any related professional or musical skills. Whilst it was hoped that some of the trainees might have eventually found employment in the mainstream media, the training was also combined with the creation of a small TV station to give the most talented of them the chance of getting a job and some real work experience. An old building was converted for use as a television studio, with help from the local Roma community which provided the necessary labour and building skills.

To promote unprejudiced images of ethnic minorities across Europe there is a need for a wide network both in terms of geography and interests. This was understood right from the beginning of the [EqualMedia](#) Transnational Partnership (TP) that involved DPs from four different countries - **Greece, Italy, Netherlands** and the **UK** - and operated during the first round of EQUAL. It laid the firm foundations for a [European network of media projects](#) which expanded during the second round.

Another outstanding example of transnational approaches to promoting diversity in the media is the work of the Media Platform which was launched within the framework of the EQUAL European Mainstreaming Programme in 2006.²⁷ This initiative brought together EQUAL Development Partnerships from **Finland, France, the Netherlands** and **Sweden** and members of the Intercultural and Diversity Group of the European Broadcasting Union (EBU) to develop a [Diversity Toolkit for the Media](#), especially for use in television. The Toolkit concentrates on the representation of ethnic and cultural minorities and especially their portrayal in news and current affairs programmes. It is mainly aimed at journalists and teachers and students of journalism but it also provides useful information for HR departments and the management of broadcasting organisations. In November 2007, the Toolkit was presented in Paris at an international conference on [Integration and Diversity](#), organised by France Télévisions and UNESCO, and at the EQUAL conference on [Acting against Ethnic Discrimination in Employment](#).²⁸

²⁷ This Platform was initiated by Sweden, with support from Finland and Ireland, and involved a series of Exchange Seminars between EQUAL DPs and public service broadcasters from ten Member States. The beginnings of this cooperation are described in an EQUAL News article, see [Diversity, the Offspring of a Media Marriage in Dublin](#).

²⁸ See [Toolkit PPT-Presentation](#).

NEW SERVICES TO IMPROVE SOCIAL AND LABOUR MARKET INTEGRATION

This section presents new approaches that were piloted through EQUAL to assist immigrants' integration into the labour market by offering them new support and services that had not previously been provided by the existing systems.

IMPROVING ACCESS TO TRAINING AND EMPLOYMENT

To improve immigrants' access to training and employment, DPs established forms of vocational guidance and placement support that were tailored to the specific needs of ethnic minorities. They sought to value immigrants' competences by introducing new methods of assessment that gave visibility to their skills and qualifications that often were not formally recognised in the labour market. A number of EQUAL DPs also developed new forms of vocational courses or modules, specifically geared to the needs and situations of these target groups. In many cases, this training was merged with second language learning, as well as training in citizenship rights and duties. Another feature of some of this EQUAL provision was training for employment in "niche markets" where there was a high demand for workers with certain well-defined skills.

Strengthening Guidance and Placement Processes that support the Vocational Integration of Immigrants

Existing mainstream services are not always well-equipped to respond to the needs of immigrants. The names and remits of these services are constantly changing and, even for a native person, it is difficult to understand which service can help with which problem or issue. In addition, the initial contact often has to be made by telephone and this can create an extra difficulty for a person who is not fluent in the language of the "host" country. EQUAL DPs have tackled this issue in a number of ways, often by ensuring that members of the services' staff are training in intercultural communication and/or through the provision of multi-lingual information and advice.

Complementing Statutory Services

Germany:

The German ***Competence and Diversity*** DP has seconded specialised staff with intercultural experience, who could enhance the capacities of local job centres and placement services to offer personalised support that took account of the needs and individual circumstances of immigrant job seekers. These members of staff acted as contact people for all questions regarding the target group, provided multi-lingual advice and vocational guidance, identified possible placement opportunities and helped with the preparation of job applications and job interviews.

The ***KUMULUS-PLUS*** DP in Berlin pioneered a new network for **intercultural** guidance and labour market integration that used differentiated approaches to reach out to the different immigrant communities and thus complemented the limited experience and resources of the public services in this particular field. Operating as mediators between public services and immigrants, the DP's guidance counsellors provided individual coaching for their "clients". Most of the 11 partners in the network were NGOs, including immigrant self-help organisations, but the DP also involved other actors working in the social economy and in the private sector. Each member offered a particular type of experience, which complemented that of the other partners, such as the capacity to communicate with different immigrant communities in their mother tongue and/or expertise in a specific field. Thus, the network provided a comprehensive and coherent package of services that none of the partners could have offered on their own.

Italy:

The Italian ***Visibili-Invisibili*** DP successfully established special access points, or one-stop-shops, for immigrants which responded to a range of different individual needs. These information counters now operate within the local job centres in the cities of Asti and Biella. They

provide details about all the civic services in the area, careers advice, help with writing a CV and contacts with businesses and these services are well used by the target public. A guide for employment intermediaries was also produced, as were communication tools and a model on-line counter. The project's products were incorporated into the catalogue of services and tools of the Piedmont region that is available to all actors involved in policies to combat unemployment in the region.

Portugal:

When the DP ***Sem Fronteiras*** (Without Borders) started in the Region of Alentejo, there were very few structures able to provide specific services to immigrants or to direct them to the competent institutions. This situation existed despite the fact that this rural area had experienced a significant influx of migrants for a number of years, especially from Eastern Europe. The DP successfully compensated for this lack of public services by creating a new network of local "Support Offices" in the region that could provide answers to questions on immigration procedures, jobs, housing, children's education and training opportunities.

Making Services more accessible for Roma people

Italy:

The Italian DP ***Il lungo cammino dei Sinti e dei Rom: percorsi verso il lavoro*** (The long road of the Sinti and Roma: pathways to employment) created new "Sportelli Integati" to increase the access of Roma people to the network of services provided in the Emilia Romagna region. These one-stop-shops were closely linked to the public and private services in the fields of social work, training and employment and brought these services closer to the Roma communities. Some of the "sportelli" were actually based in the Gypsy camps in Parma and Piacenza. They offered detailed information and advice on many aspects that affected the everyday living and working conditions of Sinti and Roma such as housing, health, schools and services for children, employment opportunities and work permits. These contacts also helped Roma people to understand more about the complexity of Italian society and how to relate to, and interact with, its institutions, agencies, schools and political structures. The work of the DP was coordinated by the regional vocational training organisation of CISL which is the second largest confederation of trade unions in Italy.

Spain:

The Spanish ***Lungo Drom*** project adopted a holistic approach to the needs of Gypsies. The *Integrated Territorial Centres* that were piloted through the DP in four different regions of the country offered a range of activities designed to help "new citizens" to adapt to life in Spain and these included language learning, guidance and counselling and the provision of pre-vocational training in aspects such as computer literacy and communication and social skills. In addition, the centres supported the creation of social enterprises or other entrepreneurial developments based on the traditional activities of the Gypsies or on new forms of ethnic or bi-cultural businesses. Help and assistance were also given on the very important matters of health and housing. Finally, in the city of Seville, a Reconciliation Centre was established, which operated a crèche for children up to the age of three and also looked after older children at the end of the school day. This enabled both of the parents of each child to take on full-time or part-time jobs.

Valuing Immigrants' Competences and Qualifications - Assessment and Validation

In most EU Member States, the qualifications of third country immigrants are not formally recognised and because their potential is not perceived by employment intermediaries and the business world, many immigrants have to accept jobs which require a level of skills below the

qualifications that they had originally obtained. As a result, they experience a process of de-qualification which might ultimately lead them into social deprivation and poverty.

EQUAL DPs have sought solutions to this problem by ensuring that employment and training intermediaries, relevant multipliers and immigrant workers are well informed about how to navigate through the complicated web of administrative regulations that hinder the recognition of qualifications. They have also piloted more flexible ways of ascertaining, profiling and validating immigrants' skills. These DPs have also demonstrated how the potential of immigrants can be revealed to, and utilised in, the labour market, so that a much closer match can be made between their employment and their real levels of competence.

Austria:

The Austrian [InterCulturExpress](#) (ICE) DP set out to assist immigrants who had already acquired a qualification and/or work experience in their country of origin. A central pillar in the DP's work was a project named [AMPEL](#) (the German word for traffic light), which developed information modules on questions related to the validation or recognition of the qualifications of immigrants that had been obtained outside Austria. The AMPEL project designed a programme of one-day [workshops](#) for experts, counsellors and other multipliers to transfer knowledge about regulations and procedures concerning the recognition of educational achievements and vocational qualifications. These workshops also covered a range of related topics such as intercultural counselling, anti-discrimination strategies and diversity management. Over 500 multipliers participated in the 30 workshops and more than half of them were of migrant origin themselves.

Finland:

The Finnish [MORO](#) DP developed new models to assess immigrants' vocational skills through supported learning and the adaptation of competence-based examinations. This approach enabled immigrants to demonstrate their proficiencies more clearly and, eventually, to obtain a certificate of their competence. The project found that a system of counting points could provide the motivation to start along the road towards certification. While the costs of such interim examinations are quite high, these tests proved effective in measuring the real task-related knowledge and skills of each immigrant. These activities were continued by a second round *MANU* DP. The emphasis in this project was on supporting the employability of immigrants by developing models of competence-based qualifications that allowed immigrants to demonstrate their vocational skills in competence tests, irrespective of whether they had acquired the skills at work, through study or as a result of their leisure interests and irrespective of their knowledge of the national languages in Finland.

Germany:

The German [KUMULUS-PLUS](#) project offered particular expertise in running skills assessments for immigrant job seekers and developed different assessment modules for immigrants who had already been involved in initial counselling but needed further assistance to ascertain their vocational interests and strengths or to explore new employment and career options. The assessment involved individual and team work to solve a problem or complete a task, role playing and behavioural training, simulations of job interviews or counselling sessions, feed back and self-evaluation. One of the aspects that participants really appreciated was the sensitive way in which these processes addressed intercultural issues.

The [MigraNet](#) DP (until 2006 it was called *FLUEQUAL*) in Bavaria developed a *Skills Assessment for Migrants* tool that could be used by migrants as a checklist to explore, assess and document their individual skills and potential. It was designed to help individuals to collate information on the skills and competences that they had acquired, throughout their life, through formal or informal learning and experience in places such as the family home, school, work and the neighbourhood. The tool is now available both in print form and as a PC-application and can be downloaded from a special website which also provides detailed background information and instructions for its use. Advice is offered on complementary training and learning opportunities in order to help users of the tool to develop, and obtain accreditation or certification of, their vocational qualities.

Portugal:

The ***Emprego Apoiado*** (Supported Employment) DP was committed to the design of Individual Pathways to employment and saw the recognition of existing competences - on both formal and informal levels - as an important step in this process. It piloted a “portfolio approach” to the recognition, validation and certification of professional skills, with a special emphasis on the empowerment and self-determination of severely disadvantaged people. This work resulted in the production of a number of practical tools that helped individuals to ascertain their own perspectives for the future and to compare and evaluate different vocational options according to their own characteristics, interests and wishes.

New Offers and/or Methods of Training and Learning

EQUAL projects have developed new further education programmes that build on immigrants' existing qualifications and offer them new perspectives for employment and occupational advancement in jobs that require intercultural competences. Examples include new courses that prepared immigrants, who held a relevant qualification, for work as intercultural counsellors or mentors, or for setting up their own business.

DPs that worked with Roma stressed the necessity of understanding the identity, culture and mind set of the target group if progress in creating employment was to be achieved. The training offered by these DPs was designed to take account of the manual or communication capacities of the Roma people, of their wishes to work in the open air where they could move around and, of course, of the employment opportunities in the locality. While EQUAL trained and assisted Roma people to find permanent jobs in the normal labour market, it was also involved in setting up social enterprises and in helping people to become self-employed or to work from home. Often, the training aimed to enhance some of the interests or traditional, but unrecognised, skills of Roma such as, dress making, flower-selling, forestry or various agricultural pursuits and this subject-specific training was then backed up by additional training in literacy, numeracy and IT skills and where self-employment was concerned help was offered with the required administrative and financial procedures.

Austria:

The ***PONTE*** sub-project of the Austrian ***InterCulturExpress*** DP combined IT training and e-learning with individual psycho-social assistance, intercultural communication training and personal coaching for career planning and job search. It found that this approach provided a very successful way of addressing the particular problems of unemployed immigrants whose personal or psychological situations were not sufficiently stable to find a footing in the labour market by themselves. PONTE piloted a course adapted to this target group that reflected the participants' specific needs resulting from their migration biographies or their traumatising experiences as refugees. The project was implemented by the ***Hebebühne*** (The Lift) association, an NGO that provides individual advice and assistance to disadvantaged people who need special support and mediation for their social and vocational integration.

Finland:

The Finnish ***MORO*** DP in South Karelia introduced training courses for immigrants based on initial and continuous vocational assessment. The courses were tailor made for these unemployed job seekers, who had quite different educational backgrounds. In all courses, Finnish language training was provided, as lack of proficiency in the native language was one of the major obstacles in finding employment. Similarly, IT skills were developed as these were almost a must in the labour market. In addition, every course participant had a practical training/work experience period, which sometimes led to the offer of a job and most course participants eventually found employment.

Germany:

A number of DPs working on new approaches to improving access to training and work for immigrants joined forces in the German [National Thematic Network \(NTN\) on the Vocational Integration of Immigrants](#). This network provided enhanced opportunities to pool their experience and disseminate their approaches so that these could be taken up and used within the country's mainstream integration strategies. The members of the network cooperated in several thematic working groups, including *Guidance and Initial Training for Young Immigrants*, *Promoting Intercultural Communication*, and *Improving Access to Training for Adult Immigrants and Offering them Opportunities to Update their Qualifications*. Their recommendations were received with great interest by policy makers, as they related to a priority reflected in the German Immigration Act which entered into force on 1 January 2005.

Italy:

The Italian [Il lungo cammino dei Sinti e dei Rom](#) DP introduced personalised training programmes for Roma people. These programmes involved an analysis of the individual's needs, followed by a guidance session outlining a programme that would result in an active search for employment. Participants were offered training to improve their literacy and numeracy or to improve their social, communication and IT skills. More specific training courses were organised that related to the motivation and expectations of members of the Roma and Sinti communities regarding future jobs. Each individual was accompanied through the whole process of job search, from registering for work at one of the local public or private employment services to preparing for job interviews. The training was complemented by work experience for a flexible period of anything from six months to one year. The DP built up a network of employers who were sympathetic to the idea of offering work experience opportunities to enable the Roma and Sinti to gain vocational skills that would meet the company's needs or fill gaps in the local labour market.

Hungary:

In Hungary, the [BRIDGE](#) DP provided on-the-job skills training - individuals learned whilst they built workshops for the project to enable all of the participants to search for opportunities to move towards some form of more permanent employment. The concrete outcomes included the setting up of a Carpenters' Workshop and a Blacksmiths' Workshop in two villages in the DP's area of concern. These workshops received the various formal inspections that covered not only building control but health and safety regulations and they were licensed to operate in mid 2007. Having completed their training and having finished the equipping and decorating of the workshops, the craftsmen exercised their new skills and gained more practical experience by renovating the dilapidated homes of local families that had nobody in employment and were thus, completely dependant on social benefits.

United Kingdom:

The [B-Equal](#) DP (Bradford Equality Employment Project) in the UK operated in an urban district that was host to the largest Muslim community in Great Britain. Members of ethnic minorities in the area faced severe problems of unemployment, even if they were highly qualified. The project set out to improve the chances of employment for these groups by offering them specific training and qualifications related to job requirements in different vocational fields, alongside other activities aimed at motivating employers to consider the job applications of those who had successfully participated in these programmes. More than 1500 immigrants took part in the project and over 1000 of them found new employment or were secured in their jobs.

NEW ROLES AND STRUCTURES TO SUPPORT INTEGRATION

Many DPs strongly argued the case for the enhanced involvement of intercultural mediators and counsellors in combating ethnic discrimination and in the management of the integration process. They emphasised the pivotal role that mediators, "path-planners", mentors, tutors and "multipliers" could play in bridging the gap between the immigrant community and employers or public services and in providing individual guidance and follow-up for people who had various types of disadvantage. These new operators also worked as brokers who, on a one to one basis, linked individual needs to opportunities, matched people to jobs and provided continuing assistance for a period after the placement, both to the individuals and to their employers.

A common concern of most DPs that piloted the new roles of intercultural mediators related to the status of these operators and the question of how their involvement could best be sustained, both in terms of organisation and of funding. A number of DPs therefore placed particular emphasis on establishing clear job profiles for tutors (who accompanied, commented on and evaluated the integration process), mentors (who acted as “social managers” or counsellors) and other related roles, and on developing training packages and methods of their accreditation for these new roles.

In relation to work with Roma people, one of the major problems that EQUAL DPs encountered was the fact that the Roma communities often live apart from the host community and this can reinforce the lack of trust between the two. So outreach work was often a feature of the DPs’ activities that aimed at enabling and motivating members of Roma communities to make better use of facilities and services including education for children and vocational training for adults. Almost half of the EQUAL DPs that worked with Roma recruited people from these communities to act as “go-betweens.”

In their approaches to putting the EQUAL principle of empowerment into practice, a number of DPs placed a considerable emphasis on strengthening the capacities of ethnic minorities to organise themselves in a more structured and efficient way to support the process of economic and social integration in their neighbourhood. Organisations that represent immigrant minorities can not only voice the needs of their constituencies - they also have an important role in building bridges between employment actors and ethnic communities. They can also fill many gaps when other groups of key actors have restricted institutional responsibilities that limit their involvement and they can act as lubricants ensuring that cooperation between different groups of actors runs smoothly. However, EQUAL found that playing all these roles effectively required a reinforcement of the professional capacities of these organisations.

New professional profiles: Mediation, Mentoring, Tutoring

Austria:

The [LEUCHTTURM](#) (Lighthouse) sub-project of the Austrian [InterCulturExpress](#) (ICE) DP has addressed the question of how individual experiences of migration can be harnessed to improve counselling and vocational guidance for immigrants. The project developed and tested a model for a [one year course](#) that offered immigrants the possibility to qualify to work as intercultural counsellors. Another ICE sub-project, [BIMM](#) (Vocational Integration and Mentoring for Migrant Women), combined vocational preparation and guidance with a mentoring programme through which experienced women, who hold senior posts in the business world, assisted highly qualified immigrant women to access professional networks.

Finland:

The Finnish [Majakka-Beacon](#) DP piloted Supported Employment Services for migrants in three municipalities within the Helsinki region. This new approach included the setting up of local employment teams involving professional staff in new types of roles. Specially trained job coaches worked together with job finders, language teachers and case managers to provide a comprehensive employment service to both immigrant job seekers and potential employers. A particular feature of the DP’s approach was that the job coaches worked in pairs, with one job coach coming from an immigrant background and the other being a native Finn. This practice seemed to increase the clients’ confidence in the service and gave a positive signal to employers by demonstrating that migrants can undertake skilled and demanding positions.

Germany:

In Germany, the [KUMULUS-PLUS](#) DP developed a new curriculum for training highly qualified Russian speaking immigrants as intercultural vocational counsellors. This special focus on **vocational** guidance was something new and different from other intercultural work. Most of the participants had a degree in pedagogy or psychology but as these qualifications were not recognised in Germany many of them did voluntary work in social organisations where they could use their knowledge and experience. The new curriculum and its final certificate offered them a

chance to qualify for professional intercultural guidance work in job centres, public or private agencies, schools or training organisations.

Portugal:

In its approach to strengthening and empowering groups of immigrants who had experienced poverty and social exclusion, the Portuguese [DiverCidade](#) DP addressed the need to bridge the gap between service providers and the poor themselves. It provided training for people who had had first hand experience of living in poverty so that they could work as “Life Experience Experts” in “Tandem” with qualified members of staff. By feeding in their experience, these new operators made an important input to all the activities of the DP. The overall objective of this approach was to create a new professional profile of a Life Experience Expert²⁹ and to promote new legislation through which this profile and the related training could be validated. The DP expected that this formal recognition would stimulate the active use of these new professional roles in those organisations that continue to be responsible for policies and services for the poor.

Spain:

Much of the success of the Spanish [Pangea](#) project hinged on the people that the DP calls “inter-cultural links.” These links were based in each of the four main towns where the project had a centre and together they also operated in another 35 municipalities. They provided a bridge between the immigrant population and the opportunities and services offered by the host communities, especially those that related to the labour market. All of the four links and their coordinator came from immigrant backgrounds and received specific training covering topics such as the history of immigration, legislation relating to immigrants, intercultural communication, mediation in different settings and job search skills. Contact was made with members of the immigrant population wherever they were to be found. Markets and shops proved to be very useful meeting points. Another important aspect in making contact was language. Within the DP, there were professional workers who, in addition to communicating in Spanish, could speak Arabic, Romanian, Russian, English or French.

Involving Roma Mediators to promote Social Inclusion

Germany:

The German [Securing Employment and Livelihood through Self-Organisation](#) DP set out to strengthen the capacity of Roma communities to motivate and assist their members in taking up available opportunities for education, training and employment preparation. A key element in its work was the training and use of special target group mediators who were recruited from the local Roma communities. The mediators spoke the language of the target groups and knew their cultural values and norms. They established contact with (the families of) potential participants, explained the content and objectives of these programmes and acted as a tutors for all participants who decide to enrol in one or several proposed options. There were also positive experiences in the use of special “[school-mediators](#)” who provided a link between schools and Roma families that was built on mutual trust. School mediators encouraged parents to send their children to school and offered advice on questions and problems that might arise. Working closely together with teachers and social workers, they accompanied Roma children on their way to school, helped them to engage in the life of the school and participate in school conferences and parents meetings. The DP defined a profile of Roma school-mediators and developed a modular training curriculum for this new role.

Ireland:

Piloting the use of cultural mediators was the main objective of the Irish [Roma Cultural Mediation](#) DP. Members of the Roma community were trained to train other members of their

²⁹ See also [Presentation DiverCidade](#) at the EQUAL conference on [Acting against Ethnic Discrimination in Employment](#), in November 2007.

community to become cultural mediators who would serve a dual role: acting as a resource for service providers and helping them to deliver an effective and culturally sensitive service, while empowering their clients to voice their needs. After completion of their training these mediators worked alongside social workers and health service providers to ensure that Roma people had equal access to these services. In a second stage, the DP sought to extend this service to schools and the probation department, where there was a pressing need for such support.

Italy:

Il lungo cammino dei Sinti e dei Rom, a DP in the Emilia Romagna region, appointed a cultural mediator, who had a Roma or Sinti background, in each of its four operational areas. The task of these mediators was to make contact with Roma or Sinti people and explain what the DP had to offer and then to help, advise and support them in accessing the various services. In cooperation with the social service departments and with tutors from vocational training centres these cultural mediators also had an important role in setting up a team in each territory to follow the social and vocational integration of individual members of the Roma and Sinti communities. A special training course was designed to prepare the mediators for their new role. This training also helped to establish their status as professional workers rather than well-intentioned amateurs and to overcome initial problems with institutional boundaries.

Lithuania:

Developing ***Support Mechanisms for the Integration of Roma*** was the focus of a DP in Lithuania. It designed a new professional training course for Roma people to become intercultural Social Workers or Social Work Assistants. The training was offered by Vilnius Pedagogical University. The Social Workers and their Roma Assistants studied subjects like Social Work, the Social Security System in Lithuania and its Benefits, Peculiarities of the Roma Culture and Lifestyle, Methods of Social Work with National Minorities, Social Worker Assistant's Functions and Values, Foreign and Lithuanian Experience in Working with Minorities, Models of Social Partnership and Communication and Cooperation Skills. The first course involved 10 Social Workers and 10 Roma Assistants who were deployed to establish better contact with the Roma community and to improve mutual understanding and interaction between the Roma and the "host" society.

Spain:

The Spanish ***Lungo Drom*** DP and the Transnational Partnership ***TRIALOG*** of which it was the coordinator designed a professional profile of the intercultural mediator and a training programme to assist individuals to play this new role. Having someone who is knew about all the services that existed in the local area and who could speak to Roma people in their own language proved to be vital to the success of the DP's activities. The competence and experience of the DP in this field was acknowledged widely in Spain and as several Autonomous Communities were involved in the partnership, the mediation methods that LUNGO DROM pioneered had a positive impact on the practices and policies of these regional governments.

Actively Involving Organisations that represent Immigrant Minorities

Austria:

In the Austrian ***Living and Working Together*** DP, the active involvement of the ***migrare – Zentrum für MigrantInnen*** (Centre for Migrants) in the Partnership provided the basis for the establishment of a regional Advisory Council to follow up cases of ethnic discrimination and racist/Xenophobic incidents in Upper Austria. Through its central Anti-Racism Contact Point (ARAS) with five local branches, ***migrare*** was well placed to identify, document and where appropriate, enquire into such cases. ARAS offered a multi-stage process of support that was provided by experienced multilingual staff, including telephone contact, information/counselling meetings and mediation, that protected the anonymity of its clients, if they so wished. It was therefore trusted by members of ethnic minorities who were often afraid that a more public "airing" of their cases might have made their individual situations even worse. Thus, ***migrare*** had

a crucial outreach role in the work of the Advisory Council which involved politicians and also key actors from the Employment Service, the Chamber of Employers, the Trade Union Federation and NGOs that worked with migrants.

Finland:

The Finnish **Promenio DP** succeeded in building up effective, structured cooperation between the public employment service and 60 organisations and associations that supported migrants in the Turku region. The project had a major impact on strengthening the capacity of these organisations to collaborate with public agencies and amongst themselves in developing new and more client-oriented services. Its work led to the creation of two multicultural umbrella organisations and the designation of special “voluntary sector correspondents” in the public sector who maintained close contact with them. Intercultural training for both public service staff and actors representing immigrant communities was one of the keys to achieving these results.

Hungary:

The Hungarian **BRIDGE DP** set out to demonstrate that the social and economic situation of Roma people can be effectively changed if the Roma community and its organisations get actively involved in the process, to the extent that they come to own it. To reach this aim, the DP followed a strategy to pass on the responsibility for the management of its new training and employment workshops to local Roma organisations. The DP supported these organisations in becoming more professional in their documentation and reporting activities. An experienced accountant was hired to help and this made the organisations more reliable and more self-confident and self-assured in dealing and negotiating with outside agencies and public bodies. The **BRIDGE** strategy also included provision for all of the DP’s results, the equipment and machines that had been purchased, the workshops and the teams of craftsmen that had been trained to remain in the possession of, and be used by, the Roma community and be owned and operated jointly through a non-profit company.

These are only some of the many examples of Development Partnerships that sought to promote the empowerment of immigrants and ethnic minorities by actively involving their organisations as key players in the work of EQUAL and not only as beneficiaries. A number of DPs were also co-managed or run by migrant organisations and their experience demonstrates a practical approach to addressing the issue of integration through a dynamic, two-way process.

CONCLUSIONS

Each of the headings and sub-headings that structure the sections above relates to a thematic priority that has been identified by EQUAL operators as being an issue that calls for an urgent policy response. Not all examples of good practice from EQUAL DPs presented in this document genuinely reflect new ideas. Many DPs tackled problems that had also been addressed in programmes preceding EQUAL, for example in the ESF EMPLOYMENT Community Initiative that ended in 2001. However, in the vast majority of cases, these DPs highlighted persistent gaps in the delivery of policies to foster the vocational integration of migrants and to combat ethnic discrimination in employment.

This is not a criticism of the work of EQUAL - on the contrary! Whilst re-inventing the wheel may not be innovation, making better use of existing wheels can be very innovative and can drive things forward. In comparison to the situation in 2001, many of the approaches and examples of good practice that have emerged from EQUAL illustrate considerable progress in terms of the development of effective methods of tackling these issues or improving the delivery of policies in these fields. Even more importantly, the fact that certain priorities for action that DPs have stated in drawing conclusions from their work reflect those which were on the agenda in 2001 confirms that these priorities are still extremely relevant and that there are still significant deficits to be overcome in the **implementation** of anti-discrimination and integration policies.

This is an important message from the experience of EQUAL - designing **new** strategies is simply not enough. There is also a need for continuing, sustained efforts to ensure an even greater

dissemination, implementation and development of approaches that have proved to be successful. The outcomes of the EQUAL DPs demonstrate that there is already a vast armoury of such successful approaches which has not yet been fully exploited. There are now no good reasons to explain why these experiences are not being used more effectively in the delivery of current policies. New ESF action could and should generate considerable progress by concentrating on the implementation of existing concepts and approaches that have already proved their worth.

One of the principles at the heart of EQUAL was mainstreaming, which implied that particular efforts should be made to integrate into policy and practice those approaches that had proved successful in the EQUAL “laboratory”. However, results from pilot action don’t always automatically attract the attention of policy makers and often it can take some time to create enough evidence of impact to make a convincing case. New ESF action up to 2013 can be harnessed to broadening this body of evidence and to accelerate the dissemination and transfer of the good practice that has emerged from EQUAL, by developing such practices on a larger scale. Future transnational cooperation and exchange activities could focus on reinforcing and promoting approaches that reach beyond the “state of the art” or “benchmarks” established within EQUAL. This would reduce the “implementation gap” and boost the quality of ESF mainstream action in pursuit of thematic priorities related to the labour market integration of immigrants and ethnic minorities.

A second important message from the work of the DPs is that in order to close this gap a **differentiated focus on the contribution of key actors** is needed. Most of those involved in EQUAL agreed on the truism that public agencies, employers and civil society organisations need to be involved in combating discrimination, which is also true in relation to tackling other problems in the labour market. However, what exactly are, or should be, the specific individual roles of these actor groups, how can they be mobilised and how can they cooperate together? Answers to these questions are much less obvious. Also, recommendations for action frequently tend to be addressed to others and not, in the first place, to those who are the authors of such recommendations. Thus, in one’s own field of responsibility, it is often a wait-and-see attitude that prevails rather than a spirit of initiative.

The Paris conference on [Acting against Ethnic Discrimination in Employment](#), and the overall process of Peer Review Seminars that led up to it, launched a constructive debate on the particular roles that different groups of key actors can play in combating ethnic discrimination in the labour market and produced a set of recommendations for each of the following key players:

- Public and private employment services and intermediaries;
- Trade Unions;
- Non Governmental Organisations;
- Employers and Human Resource Managers;
- Actors from Local and Regional Authorities.

The conference clearly identified the particular strengths of these different actors and the specific contributions they could make by bringing these strengths to bear.

Transnational cooperation in the delivery of new ESF action has the potential to maintain this new momentum, as it can stimulate further dialogue within, and between, these groups of players by involving them from the very beginning in the mutual learning that will be generated.

ANNEX - LIST OF HYPERLINKS

This annex is provided in order to enable off-line users of this document to identify the web addresses from which reference materials can be downloaded. URLs are listed in the order in which they appear in the different sections of this document. Hyperlinks that appear several times in the text are only listed once.

This document:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation

EQUAL:

http://ec.europa.eu/employment_social/equal/index_en.cfm

Transnational Cooperation in the ESF:

http://ec.europa.eu/employment_social/esf/fields/transnational_en.htm

Harnessing the Potential of Immigrants - a Challenge for Employment Policies in the EU

European Social Fund:

http://ec.europa.eu/employment_social/esf/index_en.htm

Regulation (EC) No 1081/2006:

[http://ec.europa.eu/regional_policy/sources/docoffic/official/regulation/pdf/2007/fse/ce_1081\(2006\)_en.pdf](http://ec.europa.eu/regional_policy/sources/docoffic/official/regulation/pdf/2007/fse/ce_1081(2006)_en.pdf)

Guidelines for the Employment Policies of the Member States:

<http://register.consilium.europa.eu/pdf/en/08/st07/st07170.en08.pdf>

European Employment Strategy:

http://ec.europa.eu/employment_social/employment_strategy/index_en.htm

Lisbon Strategy for growth and jobs:

http://ec.europa.eu/growthandjobs/index_en.htm

Meetings of the European Council

December 2007: http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/ec/97669.pdf

March 2008: http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/ec/99410.pdf

Employment in Europe Report 2007:

http://ec.europa.eu/employment_social/employment_analysis/eie/eie2007_chap1_en.pdf

Joint Employment Report 2006/2007:

<http://register.consilium.europa.eu/pdf/en/07/st06/st06706.en07.pdf>

Ethnic Minorities in the Labour Market - Report of the High Level Advisory Group of Experts on the Social Integration of Ethnic Minorities and their Full Participation in the Labour Market, December 2007:

http://ec.europa.eu/employment_social/fundamental_rights/pdf/hlg/etmin_en.pdf

Draft Joint Employment Report 2007/2008:

http://ec.europa.eu/employment_social/employment_strategy/pdf/jer2007_2008_en.pdf

European Social Fund 2007-2013 - Integration of migrants in the labour market:

http://ec.europa.eu/employment_social/esf/docs/migrants_en.pdf

EU immigration policy:

http://ec.europa.eu/justice_home/fsj/immigration/fsj_immigration_intro_en.htm

Immigrants' integration:

http://ec.europa.eu/justice_home/fsj/immigration/integration/fsj_immigration_integration_en.htm

Common Basic Principles for Immigrant Integration Policy in the EU:
http://ue.eu.int/ueDocs/cms_Data/docs/pressData/en/jha/82745.pdf

A Common Agenda for Integration - Framework for the Integration of Third-Country Nationals in the European Union (COM/2005/0389 final):
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2005:0389:FIN:EN:DOC>

Handbook on Integration for policy-makers and practitioners:
http://ec.europa.eu/justice_home/doc_centre/immigration/integration/doc/2007/handbook_2007_en.pdf

Non-Discrimination:
http://ec.europa.eu/employment_social/esf/fields/discrimination_en.htm

Active Inclusion:
http://ec.europa.eu/employment_social/spsi/active_inclusion_en.htm

Inclusion of Vulnerable Groups:
http://ec.europa.eu/employment_social/spsi/vulnerable_groups_en.htm

Aide-Memoire for Desk-Officers: Roma and Structural Funds Programming 2007-2013:
http://ec.europa.eu/employment_social/esf/docs/roma_en.pdf

COMMISSION STAFF WORKING DOCUMENT: Community Instruments and Policies for Roma Inclusion COM(2008) 420]
<http://ec.europa.eu/social/main.jsp?catId=553&langId=en>

EQUAL News article on *New and continuing priorities in combating discrimination*:
http://ec.europa.eu/employment_social/equal/news/200607-etg1_en.cfm

Combating Ethnic Discrimination in the Labour Market

EU Anti-Discrimination Directives:
http://ec.europa.eu/employment_social/fundamental_rights/legis/legln_en.htm

The Contribution of the EQUAL Community Initiative to the Full Implementation of the Equality in Employment and Racial Equality Directives:
http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/01_documents/etg1-doc-008-en-implement/_EN_1.0_&a=d

Equality, the Labour Force and the Law:
http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/06sworkingsgroups/wg5sethnicminorities/dossier-equality/document-equality/_EN_1.0_&a=d

European Mainstreaming Platform:
http://ec.europa.eu/employment_social/equal/news/200710-ethdis_en.cfm

Acting against Ethnic Discrimination in Employment:
<http://www.equal-europlatform.eu>

Proceedings of the conference:
http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/immigrants_minorities/european_discrimination/forum-paris_november/report-racine_79-80pdf/_EN_1.0_&a=d

EQUAL News article on *Action against Ethnic Discrimination in the Labour Market*.
http://ec.europa.eu/employment_social/equal/news/200710-ethdis_en.cfm

EQUAL News article on *Diversity in EQUAL – Now, you can read all about it!*
http://ec.europa.eu/employment_social/equal/news/200802-divers_en.cfm

Portraits of Experience:
http://admin.kermeet.com/Data/kmclientv6/block/F_a550d51ba1eb44d44f381d38000d1a63473c985f2ef7f.pdf

The “Top Ten” Recommendations:

http://admin.kermeet.com/Data/kmclientv6/block/F_f49a0ecd496951ea465276a2c66276cc473c96a6ca78b.pdf

Fostering anti-discrimination skills as a professional competence

MORO DP:

http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-moro.pdf

ESPERE DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-07-espere_en.cfm

Presentation ESPERE:

http://admin.kermeet.com/Data/kmclientv6/block/F_91dd47ce56b0741ef5a8fe9db0225c2b475fbff57113f.ppt

PPT_ESPERE_en:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/ppt_espere_enppt/_EN_1.0_&a=d

LATITUDE DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/latitude-combating/_EN_1.0_&a=d

National networks of DPs tackling discrimination against immigrants and ethnic minorities:

http://ec.europa.eu/employment_social/equal/data/document/etg1-iem-ntn.pdf

SoliMar DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/anti-discrimination/_EN_1.0_&a=d

Migrações e Desenvolvimento DP

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/development-actors/_EN_1.0_&a=d

P'lo sonho é que vamos DP:

http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-plosonho.pdf

Lungo Drom DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-07-lungodrom_en.cfm

Promoting Work Force Diversity and Fair Recruitment Processes

Compétences & Différences DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-06-comp_en.cfm

ELMER DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/non-discriminationdoc/_EN_1.0_&a=d

National Thematic Network to combat racial discrimination (F):

http://ec.europa.eu/employment_social/equal/data/document/etg1-iem-ntn.pdf

AHEAD DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/ahead-non-discrimination/_EN_1.0_&a=d

Emprego Apoiado DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/supported_employmentdoc/_EN_1.0_&a=d

Policy Brief on “New Alliances to Boost Jobs for the Most Disadvantaged”:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/06sworkingsgroups/wg1semployers/dossier-diversity/document_diversitydoc/_EN_1.0_&a=d

Paradox DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-paradox_en.cfm

FAIR DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/fair-future_recruitment/_EN_1.0_&a=d

Competence and Diversity DP:

http://ec.europa.eu/employment_social/equal/data/document/etg1-suc6-competence-diversity_en.pdf

DiverCidade DP:

http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-divercidade.pdf

Pangea DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-06-pangea_en.cfm

Diversity in the Swedish Industry DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/disi-business_strategies/_EN_1.0_&a=d

Towns Together DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/empowerment_development/_EN_1.0_&a=d

B-Equal DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/employment_projectdoc/_EN_1.0_&a=d

CEMESME DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/cesmesme-making_advantage/_EN_1.0_&a=d

Living and Working Together DP:

http://ec.europa.eu/employment_social/equal/data/document/etg1-suc-liv&work.pdf

http://ec.europa.eu/employment_social/equal/practical-examples/employ-living-working_en.cfm

Colourful Workshop DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/colour_workplacedoc/_EN_1.0_&a=d

Etno-Segregation DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/etno-segregation/_EN_1.0_&a=d

One Workplace Equal Rights DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/workplace_rightsdoc/_EN_1.0_&a=d

National Thematic Network (NTN) on the Vocational Integration of Immigrants (D):

http://ec.europa.eu/employment_social/equal/data/document/etg1-suc6-ntn-de-immigrants_en.pdf

Integrated Territorial Approaches

POLIS DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/polis-local_exclusiondoc/_EN_1.0_&a=d

ALBuM DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/album-a_territorial/_EN_1.0_&a=d

Igualtat en la diversitat DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/immigrants_employmentdoc/_EN_1.0_&a=d

Awareness Raising, Sensitisation and Making Active Use of the Media

Equality, the Labour Force and the Law:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/06sworkingsgroups/wg5sethnicminorities/dossier-equality/document-equality/_EN_1.0_&a=d

case studies:

http://forum.europa.eu.int/Public/irc/empl/equal_etg/library?l=/etg1/06sworkingsgroups/wg5sethnicminorities/dossier-equality/pd-directives-case/_EN_1.0_&a=d

Reflecting the colours of the world:

http://forum.europa.eu.int/Public/irc/empl/equal_etg/library?l=/etg0/etg0_policy_briefs/minorities-pb2-media-v0/_EN_1.0_&a=d

Roma and Sinti – Securing Employment and Livelihood through Self-Organisation DP:

<http://www.raa-berlin.de/RAASeiten/projekte/Equal.htm>

intercultural media designers:

<http://www.raa-berlin.de/RAASeiten/projekte/Equal05.htm>

MeDIA-RrOMA:

<http://www.raa-berlin.de/RAASeiten/MeDIA-RrOMA.html>

MUNDO DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-07-mundo_en.cfm

Commedia.Net DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-07-commedia_en.cfm

DREAM DP:

<http://www.dimitra.gr/dream/default.en.asp>

Equal Opportunities in the Media DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-07-eomed_en.cfm

EquaMedia TP:

<https://webgate.ec.europa.eu/equal/jsp/tcaView.jsp?id=1826>

European network of media projects:

http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-mimedia.pdf

EQUAL News article on *Diversity, the Offspring of a Media Marriage in Dublin*:

http://ec.europa.eu/employment_social/equal/news/200702-mediadiv_en.cfm

Diversity Toolkit for the Media:

http://ec.europa.eu/employment_social/equal/news/200710-mediadiv_en.cfm

Toolkit PPT-Presentation:

http://admin.kermeet.com/Data/kmclientv6/block/F_386d2189906e3501d09b53a353212b3f478e3043d9c46.ppt

Conference on *Integration and Diversity*:

<http://www.integration-media2007.com>

New Services to improve Social and Labour Market Integration

Strengthening Guidance and Placement Processes that support the Vocational Integration of Immigrants

KUMULUS-PLUS DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-07-kumulus_en.cfm

Visibili-Invisibili DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/visibili-invisibili/_EN_1.0_&a=d

Sem Fronteiras DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/fronteras-support/_EN_1.0_&a=d

Il lungo cammino dei Sinti e dei Rom: percorsi verso il lavoro DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-07-lungocamino_en.cfm

Valuing Immigrants' Competences and Qualifications - Assessment and Validation

InterCulturExpress DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-07-ice_en.cfm

MigraNet DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/migranet-a_stakeholder/_EN_1.0_&a=d

New Offers and/or Methods of Training and Learning

BRIDGE DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-07-bridge_en.cfm

New Roles and Structures to Support Integration

Majakka-Beacon DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/majakka-supported/_EN_1.0_&a=d

Presentation DiverCidade:

http://admin.kermeet.com/Data/kmclientv6/block/F_4bbc572bd4efdaa679fcaea0050f85d34762a57a842a0.ppt

Roma Cultural Mediation DP:

http://ec.europa.eu/employment_social/equal/practical-examples/asyl-06-ie-roma_en.cfm

Support Mechanisms for the Integration of Roma DP:

http://ec.europa.eu/employment_social/equal/practical-examples/employ-07-supmec_en.cfm

Promenio DP:

http://circa.europa.eu/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/increasing_participation/background_supporting/promenio-cooperating/_EN_1.0_&a=d