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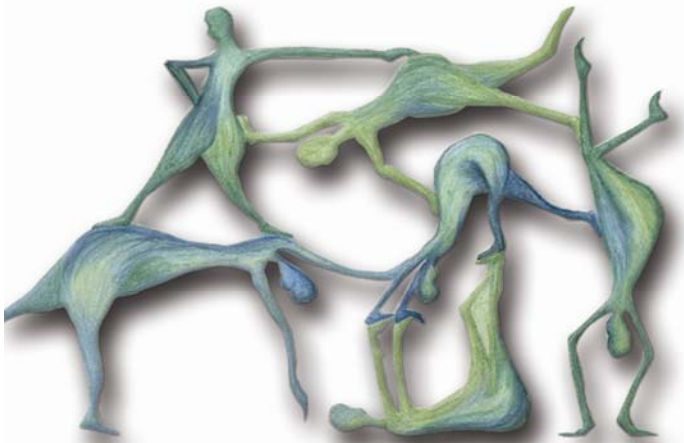
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MOSAIC

Models of Synergetic Activities in Immigrant Counselling

trans-national report



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INTRODUCTION

This document is intended for operators of associations and institutions offering guidance and reception services to adult immigrants. It is the result of a cooperation work by various partners who have taken part in the MOSAIC (Models Of Synergetic Activities in Immigrant Counselling) project. Financed within the framework of EU Socrates programme (a community action programme concerning education), MOSAIC is part of Grundtvig 1 project, which is aimed at improving quality and European standards of adult education, as well as at making learning opportunities more accessible to all European citizens throughout their lives.

The following partners have contributed to the project: IRES – Institute for Economic and Social Research of Friuli Venezia Giulia (lead partner); Standing Local Centre for adult education and training of Udine; Standing Local Centre for adult education and training of Rozzano (Milan); Akademie Überlingen (Germany), a training institution; FACEPA (E), non-governmental organization consisting of 15 cultural associations dealing with cultural enrichment and education of adults (particularly immigrants); Tampereen Aikuiskoulutuskeskus (FI), non-profit organization dealing with guidance and training of adults; KLAIPEDA Labour Market Training and Counselling Office (LT), a local public authority that works in the field of adult vocational training and counselling and supervision of schools. The project group was later joined by two “silent” partners, namely Ecap Foundation (Switzerland), a training and research institution; and SUPSI, Swiss-Italian College of Higher Education.

The project was aimed at:

- acquiring and comparing the experiences of the project partners and their home countries;
- finding out good practice examples and working out a flexible operation pattern based on such models;
- establishing reception methods and tools according to an autobiographic approach;

- field-testing of methods and tools;
- setting up methods and tools for the development of local networks.

This transnational report is aimed at summarizing and comparing the various partners' experiences with regard to reception, guidance and support activities carried out in their home countries.

The first part of this report contains an analysis of the status of immigrants in Europe, taking into consideration immigration flows (how many immigrants there are, where they come from and the main reason for they coming to a European country) with specific reference to each country participating in the MOSAIC project. This first part ends with a paragraph concerning immigration policies implemented at European level and policies in favour of immigrants' integration. At the end of this chapter, there are some definitions and considerations concerning immigrants' guidance, with specific reference to the various kind of services that can better meet the needs of this particular target and to the "multicultural" skills required for the operators to carry out their guidance activities for immigrants.

The second part of this transnational report contains a description of the project and the partners, as well as the results of the analysis of the experiences made by partners while carrying out their everyday activities of reception, counselling and assistance in job search. In order to come up with information that can be as homogeneous as possible, the method used was that of filling in a matrix (detailed form), in which every partner was asked to describe the activities carried out by answering some questions. This tool, developed by the same team who worked at the writing of the transnational report, required each partner country to describe briefly the labour market in their countries in order to outline a background for the analysis of each guidance activity.

The analysis' results have highlighted the different tools and methods used by partners, which was the starting point to develop the further stages of the project.

This chapter ends with a case study and good practice example concerning the organization of guidance services for refugees and asylum seekers of an association



member of a world network of WUS committees (World University Service – United Kingdom).

1. IMMIGRANT STATUS

Migration might generally be defined as a territorial relocation of people within nation-states, which leads to a change in ties of social membership. Consequences of this relocations are for instance taking a residence or establishing a household, participating in educational institutions, being involved in economic activities in the society of destination¹.

Immigration is a complex, dynamic and multi-layered phenomenon and it can't be divided into rigid categories, though we may try to identify some distinctions.

The term immigrant or migrant might refer to groups of people with **different legal residence statuses**:

- immigrants with no legal residence permit: those who crossed the border illegally or stayed after expiry of their permits
- immigrants with temporary permit, such as asylum seekers, seasonable workers, students
- immigrants with long term or permanent residence permit, such as workers with durable employment permits, refugees.

It must be pointed out that in some cases transition from one legal status to another can be achieved: asylum seekers may be granted refugee status, irregular immigrants might become legal residents through an amnesty or regularisation program.

¹ For definition and distinctions, see Bauböck Rainer, *The Integration of Immigrants*, Council of Europe Publishing, Strasbourg, 1994, Chapter I: Migration and integration – basic concepts and definitions.

Another important issue is **citizenship**. Some immigrants are already citizens before they enter (e.g. those born abroad from citizen parents). Others can become citizens by naturalisation. Some will never become citizens of the host country and in cases when citizenship is transmitted to subsequent generations by descent rather than by birth in the territory, those born to immigrant parents in the country will also acquire the legal status of aliens.

One may distinguish migration by distinguishing the **motive**:

- Economic migration: labour migrants are the largest category in all Western European countries. They comprise border commuters, temporary migrants such as seasonal workers, regular immigrants applying for entry and work permits.
- Family reunification: Immigrants mostly come as individuals. Prolonged residence always leads to a demand for family reunification.
- Forced migration: people flee their country because of a natural disaster, an on-going war, human rights violations and persecutions.

There are a number of diverse groups of other immigrants, like students, internationally active professionals like journalists, artists, diplomats, etc.

In discussing **integration policies** it is important to define the whole range of population to whom it may apply. The terms “immigrants” and “**newcomers**” are generally understood to mean relatively recent arrivals and are regarded as the main target of integration policies. In some countries the term “newcomer” relates specifically to a legal reality. For instance, in the Netherlands the “Newcomers Integration Act” was adopted, which targets all new arrivals. In Finland, integration programs cover the first three years of settlement. After this period immigrants are presumed to be able to use public services in the same way as all other inhabitants².

² As stated in the presentation by Merja Svensk, City of Helsinki, in: Polis Asyl, European Cities & Refugee Reception, A European Network on reception and Integration of Asylum Seekers and Refugees, 1st European Meeting, Rome 25-26 January 2002 Report.

The term “**ethnic minority**” is an accepted term of reference in English to describe communities and groups of people with ethnic minority backgrounds that differ systematically from the majority community. Differences may be due to colour, nationality, geographical origin of individual or family, culture or religion. They are not necessarily newcomers, though they may be³.

Children with immigrant parents are generally considered to be members of the same social group as their parents. In some cases even the third and later generations will be identified by their immigrant ancestors although their ties with the country their ancestors came from have already become very attenuated. They might also be exposed to social discrimination and disadvantage⁴.

2. IMMIGRATION TREND IN EUROPE

The period since 1945 has been one of continuous international migration in Europe. Many Western European countries have actively recruited migrant labour during the boom years after the Second World War. This immigration which was mostly meant to be only temporary has turned out to be permanent. It has led to the definite settlement of a large number of immigrants from different countries that create an ongoing chain of migration ranging from family reunification to much wider migratory networks linking communities in sending and receiving countries⁵.

The 1990s have been the most migratory for the continent since the Second World War. Recent migration has reached a record high in this sense.. After the fall of the Iron

³ ECRE – European Council on Refugees and Exiles - Good Practice Guide on the Integration of Refugees in The European Union - Introduction, 1999.

⁴ Bauböck Rainer, *The Integration of Immigrants*, Council of Europe Publishing, Strasbourg, 1994 Chapter I: Migration and integration – basic concepts and definitions.

⁵ Bauböck Rainer, *The Integration of Immigrants*, Council of Europe Publishing, Strasbourg, 1994, Chapter II: Immigration and integration policies.

Curtain and the dismantling of the international Cold War many people from Eastern and Central Europe were able to exit borders that had been tightly controlled.

At the same time transition to market economies and stable democracies within former Communist societies has turned out to be a process fraught with difficulties. Relative emigration pressure has increased as large parts of populations have not yet felt substantial material improvements. Anyway, the mass emigrations feared by many failed to materialise.

But it is the wars in the Balkans, which have dominated movements in the 1990s which have created a series of crises. The wars in former Yugoslavia brought sudden and massive forced movements on a scale not seen since the Second World War. By the end of December 1993 they had led to an estimated 4.24 million movements, comprising 819,000 refugees, 1.6 million internally displaced persons and 1.79 million assisted war victims. In late 1996 there were 837,000 citizens of Bosnia-Herzegovina receiving Temporary Protected status elsewhere in Europe, though the majority of these have now returned. Kosovo was a further perturbation in the spring of 1999 with estimates suggesting over a million people forced to leave their homes, most returning within a few months.

The former Soviet Union has also been a source of large scale forced movement, totalling about 2.28 million, almost all of the movement being contained within its boundaries and for the most part forced migration in this region has not spilled over into Western, Central and Eastern Europe. Apart from these politically-inspired migrations, recorded movements in Europe seem to have peaked in 1992-3. Following this period, trends in recorded flows have generally shown declines or broad stability.

As a matter of fact, while recorded movements have generally decreased in the last few years, there is no data regarding unrecorded and irregular migrations. A commonly held view is that such moves have increased. But there is no hard evidence that illegal and unrecorded migration has greatly increased.

On the other hand it is true that at present, along the Southern and Eastern shores of the Mediterranean a combination of accelerated demographic growth and economic

stagnation has built up a huge emigration potential. Political instability throughout this area might trigger yet unknown dimensions of mass flight and emigration.⁶

2.1 Stocks of foreign population in Europe

The Council of Europe report on recent demographic developments in Europe⁷ estimates the total population of Europe at about 817 million at the beginning of 2002. (the combined population of the Council of Europe's 44 member states + 2 non member states), while according to the Eurostat yearbook 2002, on the 1st January 2001 the European Union had more than 377 million inhabitants. The total recorded stock of foreign population living in European countries in 1999/2000 stood at around 21.16 million people. The foreign population thus appears to constitute some 2.6 per cent of the aggregate population of Europe. The greater part of this foreign stock was resident in Western Europe.

According to the Eurostat Yearbook 2002, around 5% of the EU population (19 million) are of foreign origin in their country of residence. The percentage of foreign population ranges from 1.6% in Greece to almost 35% in Luxembourg. Austria, Belgium and Germany also have a large proportion of foreign residents, around 9% of the population⁸.

Luxembourg has the highest percentage of residents who are citizens of other EU member States, followed by Ireland and Belgium. In Spain, UK, France and Sweden between a third and a half of the foreign population is from other EU countries.

⁶ Bauböck Rainer, *The Integration of Immigrants*, Council of Europe Publishing, Strasbourg, 1994, Chapter II: Immigration and integration policies.

⁷ Council of Europe – Conseil de l'Europe, *Recent Demographic Developments in Europe*, 2002 Demographic report.

⁸ Salt John, *Current Trends in International Migration in Europe*, Council of Europe Publishing, Strasbourg 2001.

The incidence of other regions as sources of foreign migrants varies. Africa is a particularly important source for France and Portugal, reflecting earlier colonial ventures, while for Italy and Belgium it is to a lesser extent. Immigrants from America (mainly South A.) are numerous in Portugal and Spain, as well as in Greece and Italy. Asia is a major source for the UK, Greece and Italy, with emphases on different parts of that large and diverse continent. The UK receives Asian immigrants mainly from the Indian sub-continent, largely for settlement purposes; Italy's Asian contingent is mainly from South East Asia (particularly Filipinos); Greece has immigrants coming mainly from neighbouring countries in the Middle East region⁹.

The largest proportions of non EU-citizens are found in Germany. The majority of its immigrants come from Central and Eastern Europe and Turkey.

2.2 Flows of foreign population

Europe has an overall net inflow of migrants. In 2001 only eight countries reported a higher rate of emigration than immigration. Among these emigration countries - with the exception of Andorra - seven belong to the countries in transition: Armenia (-0.27 %), Azerbaijan (-0.06 %), Latvia (-0.22 %), Lithuania (-0.07 %), Moldova (-0.09 %), Poland (-0.04 %), and "The former Yugoslav Republic of Macedonia" (-0.13 %)¹⁰.

On the other hand a positive net migration (higher rates of immigration) has been the largest component of population change in the EU since 1989. For the EU as a whole, the net migration rate in 2000 was 1.8 per 1.000 persons, slightly less than in 1999 and considerably less than the peak observed in 1992 (3.7 per 1.000 persons)¹¹.

The net migration rate is highest in Ireland (+0.68 %) followed by Luxembourg (+0.63 %), Portugal (+0.63 %) and Spain (+0.6 %). Former emigration countries such as Italy and

⁹ For these data refer to: Salt John, *Current Trends in International Migration in Europe*, Council of Europe Publishing, Strasbourg 2001.

¹⁰ Council of Europe – Conseil de l'Europe, *Recent Demographic Developments in Europe*, 2002 Demographic report.

¹¹ EUROSTAT Yearbook 2002, *People in Europe*.

Greece have now become important immigration countries. Other countries with a long tradition of immigration are Austria (+0.21 %), Denmark (+0.22 %), France (+0.1 %), Germany (+0.32 %), the Netherlands (+0.34 %), Sweden (+0.32 %) and United Kingdom (+0.31 %)¹².

2.3 Foreign employment

Foreign employment continues to be concentrated in certain sectors, for example mining and quarrying and manufacturing in Germany, construction in France and Luxembourg and selected service industries in the UK. However, in most Western European countries, foreigners are to be found in all sectors, with a fairly consistent trend towards greater presence in services as a whole. In Central and Eastern Europe many foreign workers are involved in highly skilled occupations, frequently corporate expatriates. Highly skilled workers have only recently been involved in migration, for the most part from the mid-1980s onwards. In many respects it is the result of economic globalisation and the activities of transnational corporations (TNCs). In the last year or so, several countries in Western Europe have taken steps to increase immigration of skilled workers. Germany has introduced a 'Green Card' system to attract 20,000 IT workers to fill shortages, although so far it has had difficulty in finding enough potential immigrants with the necessary skills. The UK government has also adopted a more positive attitude towards skilled labour immigration, making changes to the work permit system which are designed to increase the inflow of a range of skilled occupations, including IT and medical personnel¹³.

However, there are large numbers of jobs being filled at relatively low skill levels, especially in labour intensive occupations such as catering and cleaning. Many workers involved in this sector are irregulars.

¹² Council of Europe – Conseil de l'Europe, Recent Demographic Developments in Europe, 2002 Demographic report.

¹³ See: Salt John, *Current Trends in International Migration in Europe*, Council of Europe Publishing, Strasbourg 2001.

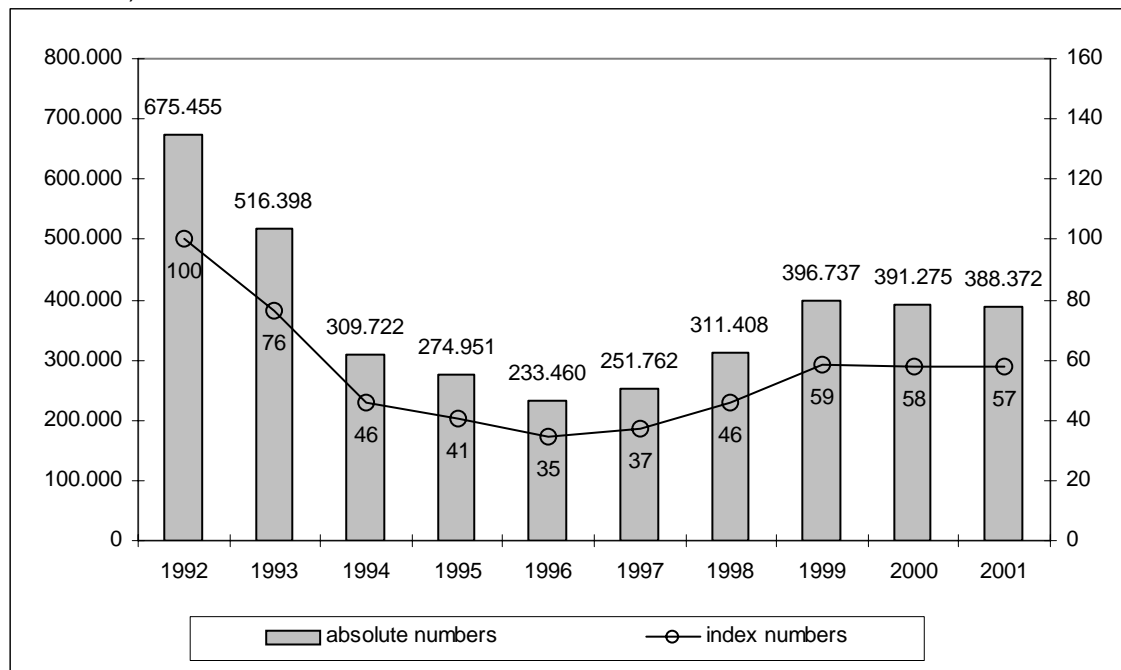
2.4 Irregular migration

There are enormous difficulties in assessing the scale of irregular/illegal immigration. Numbers of illegal migrants published or circulated are often police estimates which may be based on numbers of deportations or of regularisation accepted as a consequence of amnesty programmes and therefore cannot be considered accurate.

2.5 Asylum

Much of the discussion on the scale of migration into and within Europe separates asylum seekers from 'normal' (predominantly labour and family reunion) migration flow. However, the distinction between the two is often distorted. Many asylum seekers are not in need of protection and are attempting to migrate for economic reasons. However, in recent years Afghanistan, Iraq, Turkey, FR Yugoslavia, Iran and Russia have become the major sending countries, where internal conflict leads to a need of protection for some of the population. The percentage of decisions granting full refugee status under the 1951 Geneva Convention is generally low. In 2001 477,824, persons applied for asylum in Europe, 388.372 of which in EU. Application decreased slightly with respect to 2000, when 391.275 applications were submitted within EU. The first figures for the year 2002 show a further decrease of about 2%.

New asylum applications submitted in the European Union 1992 – 2001 (total = 3.749.540)



Source: UNHCR Statistical Yearbook 2001

Origin of asylum applicants in **Europe**, first ten nationalities, 2001

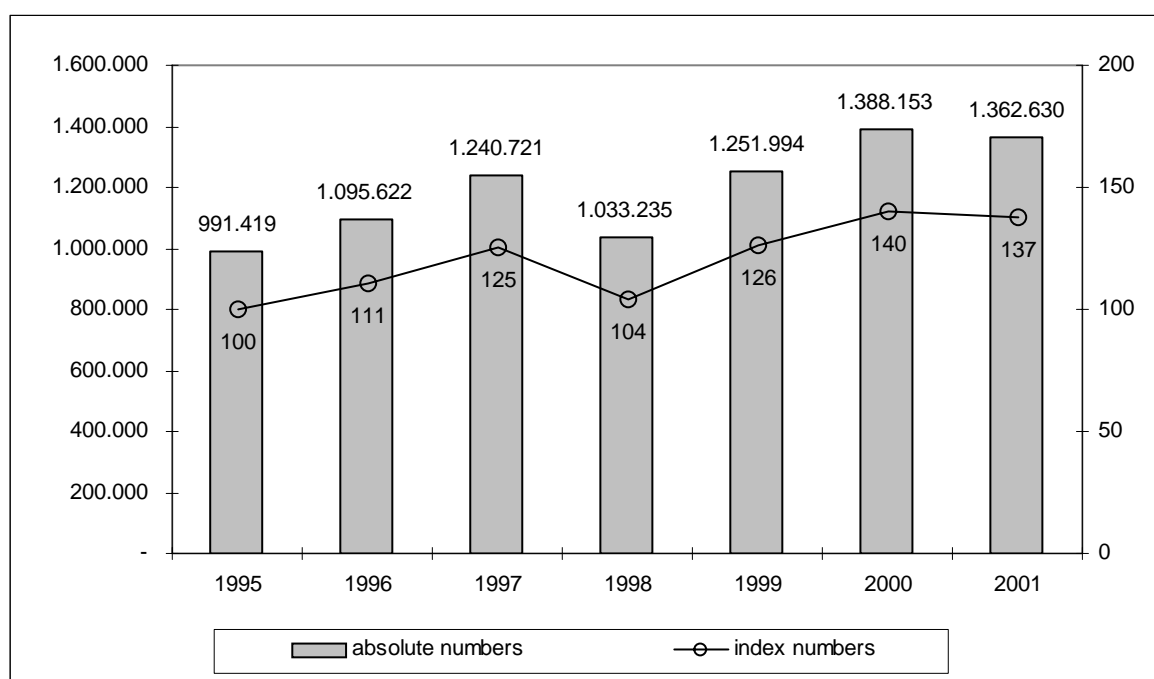
ORIGIN	Absolute numbers	% compared to all foreigners
Afghanistan	51.705	13,3
Iraq	47.928	12,3
Turkey	30.383	7,8
Yugoslavia, FR	28.157	7,3
Islamic Republic of Iran	17.715	4,6
Russian Federation	16.981	4,4
Somalia	11.978	3,1

Sri Lanka	11.245	2,9
Algeria	10.373	2,7
India	10.912	2,8
Other countries	150.995	38,9
Total	388.372	100,0

Source: UNHCR Statistical Yearbook 2001

2.6 Details about foreign population in selected countries

Foreigners in Italy 1995-2001



Source: Ministry of Interior data

Foreigners in **Italy** as on the 31 of December 2001

MOTIVES OF STAY	Absolute numbers	% compared to all foreigners
Employment	652.064	47,9
Family reasons	393.685	28,9
Self-employment	89.498	6,6
Job searching	49.973	3,7
Religion	48.898	3,6
Permanent residence	44.635	3,3
Study	30.790	2,3
Temporary protection	20.310	1,5
Sponsorship	11.630	0,9
Adoption	5.979	0,4
Asylum application	5.520	0,4
Foster care	5.323	0,4
Asylum granted	5.152	0,4
Humanitarian protection and work	3.515	0,3
Humanitarian protection	1.134	0,1
Justice protection	744	0,1
Total	1.362.630	100,0

Source: Ministry of Interior data

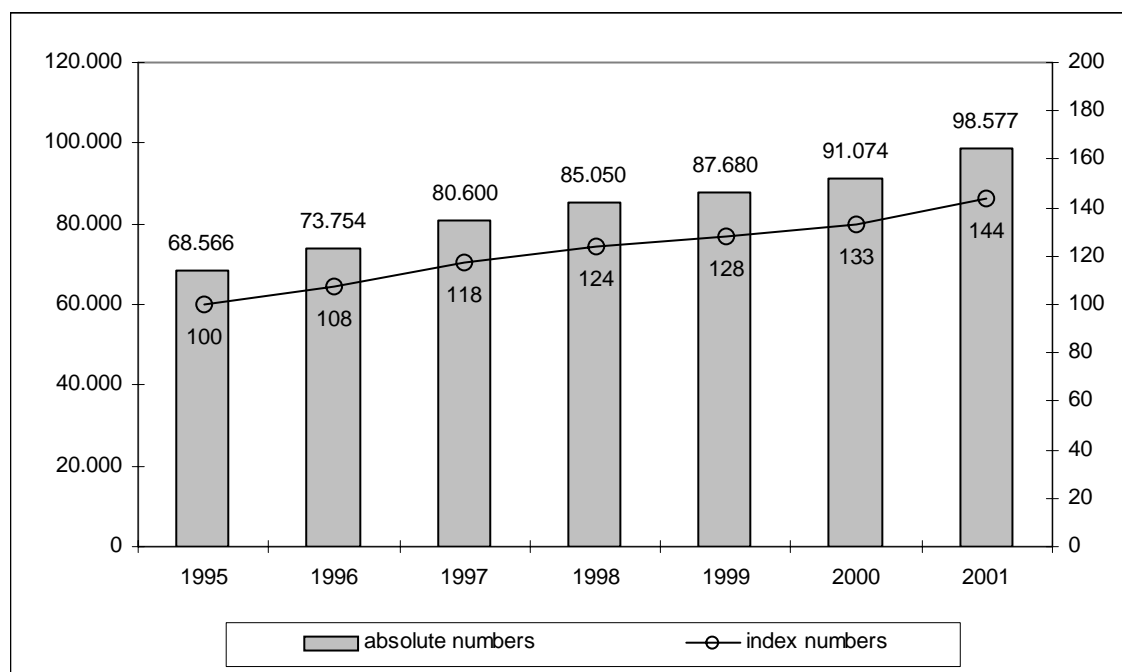
Foreigners in **Italy** as on the 31st of December 2001. First ten nationalities

ORIGIN	Absolute numbers	% compared to all foreigners
Morocco	158.094	11,6

Albania	144.120	10,6
Romania	75.377	5,5
Philippines	64.215	4,7
China People's Republic	56.566	4,2
Tunisia	46.494	3,4
USA	43.650	3,2
Yugoslavia	36.614	2,7
Germany	35.888	2,6
Senegal	34.811	2,6
Other countries	666.801	48,9
Total	1.362.630	100,0

Source: Caritas/Dossier Statistico Immigrazione 2002, based on Ministry of Interior data

Foreigners in Finland 1995-2001



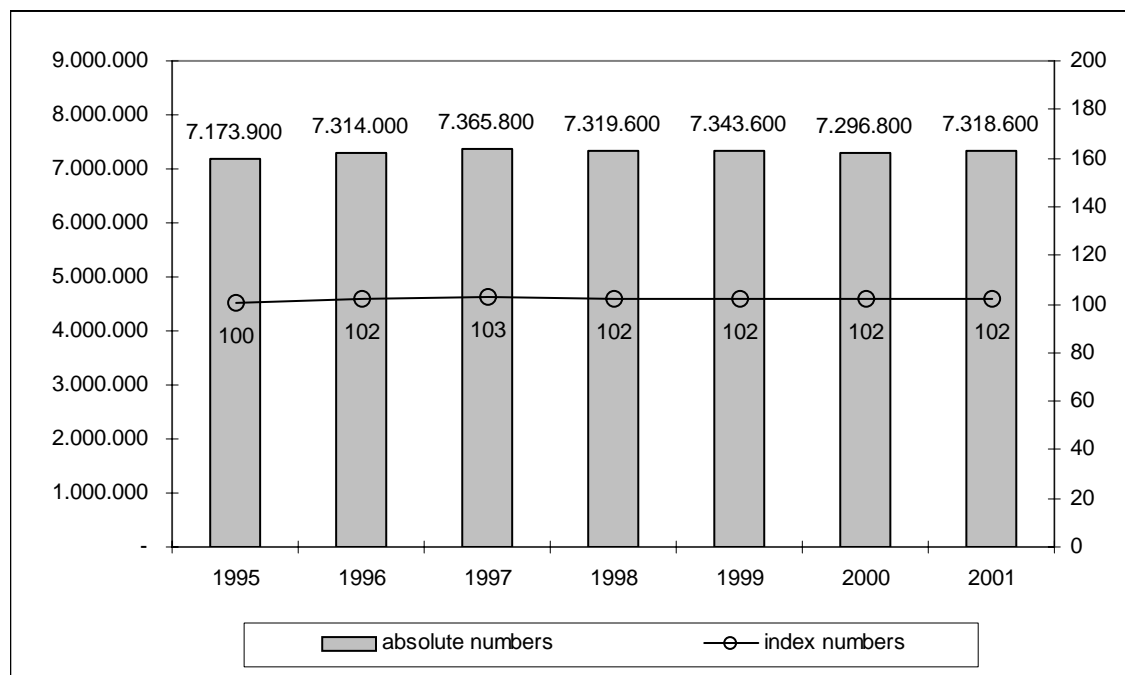
Source: Statistics Finland, Demographic statistics

Foreigners in **Finland** in 2001 by nationality

ORIGIN	Absolute numbers	% compared to all foreigners
Russia	22.724	23,1
Estonia	11.662	11,8
Sweden	7.999	8,1
Somalia	4.355	4,4
Yugoslavia	4.240	4,3
Iraq	3.222	3,3
United Kingdom	2.352	2,4
Germany	2.327	2,4
Former Soviet Union	2.249	2,3
Iran	2.166	2,2
USA	2.110	2,1
Turkey	1.981	2,0
China	1.929	2,0
Vietnam	1.778	1,8
Bosnia and Herzegovina	1.668	1,7
Thailand	1.540	1,6
Ukraine	1.133	1,1
Other countries	23.142	23,5
Total	98.577	100,0

Source: Statistics Finland, Demographic statistics

Foreigners in **Germany** 1995-2001



Source: Federal Statistical Office Germany

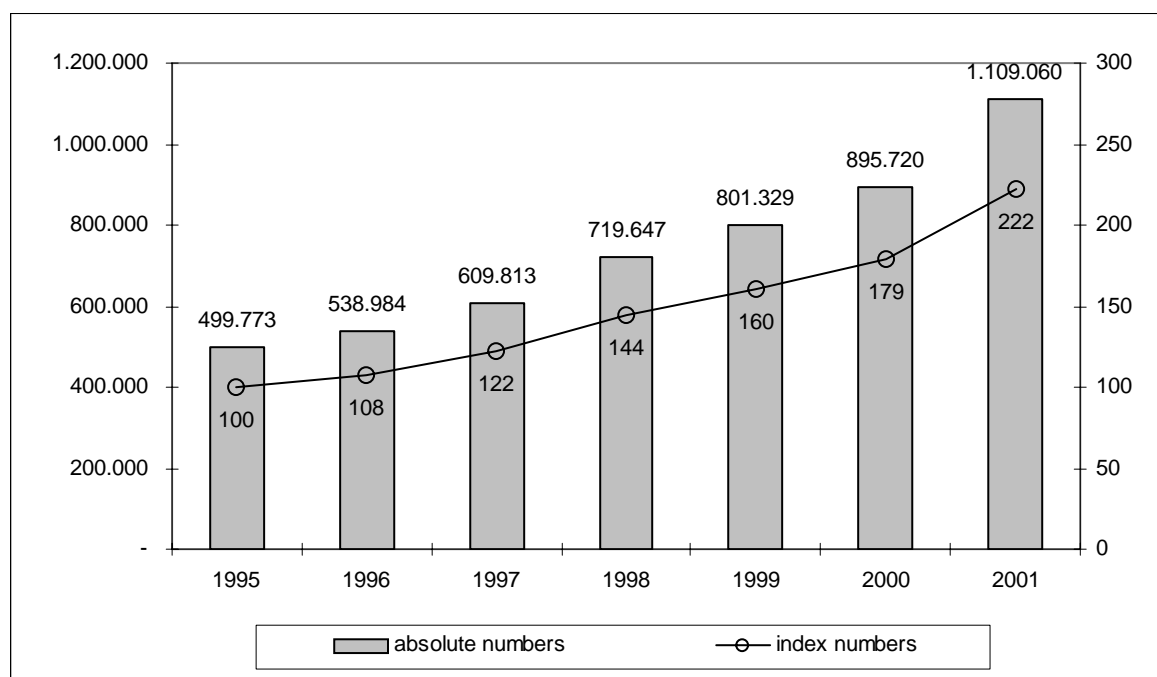
Foreign residents in **Germany** in 2001. First ten nationalities (approx.1000)

ORIGIN	Absolute numbers	% compared to all foreigners
Turkey	1.947.900	26,6
Yugoslavia	627.500	8,6
Italy	616.300	8,4
Greece	362.700	5,0
Bosnia and Herzegovina	159.000	2,2
Poland	310.400	4,2
Croatia	223.800	3,1
Austria	189.000	2,6
United States	113.500	1,6

Macedonia	56.000	0,8
Other countries	2.712.500	37,1
Total	7.318.600	100,0

Source: Federal Statistical Office Germany

Foreigners in **Spain** 1995-2001



Source: Instituto Nacional de Estadística

Foreigner residents in **Spain** in December 2001. First ten nationalities

ORIGIN	Absolute numbers	% compared to all foreigners
Morocco	234.937	21,2
Ecuador	84.699	7,6
United Kingdom	80.183	7,2

Germany	62.506	5,6
Colombia	48.710	4,4
France	44.798	4,0
Portugal	42.634	3,8
China	36.143	3,3
Italy	35.647	3,2
Peru	33.758	3,0
Other countries	405.045	36,5
Total	1.109.060	100,0

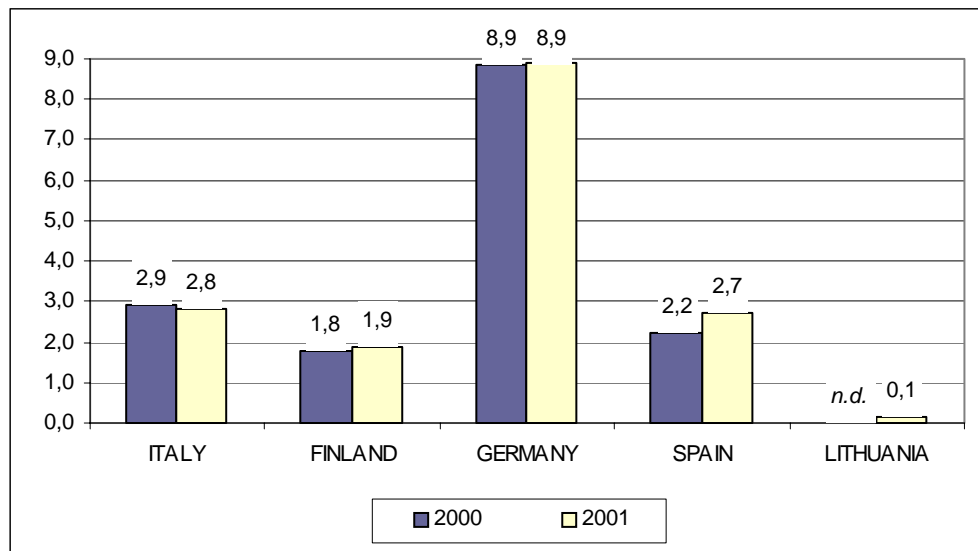
Source: Instituto Nacional de Estadística

International migration in **Lithuania** in 2001

Countries	Immigration	Emigration	Net migration
CIS	2.996	3.648	-652
Other countries	1.698	3.605	-1.907
Total	4.694	7.253	-2.559

Source: Statistikos departamentas Lietuvos Respublikos Vyriausybes

Percentage of **foreign residents** with regard to the resident population



3. IMMIGRATION POLICIES

While migratory potentials are largely determined by push and pull factors, actual migratory flows are strongly regulated by state policies. Receiving states have always used varying means to adapt the number and composition of migration to their own needs. Increasing emigration pressure has led to a general response of Western European governments of imposing new visa requirements, enforcing border controls, combating illegal immigration. Immigration quotas which have been traditionally used only in overseas countries are now on the political agenda in some European countries and have already been introduced in Italy, Austria and Spain. While in the 60s and 70s liberal European immigration policies were based on substantial labour demand, today they are based on unemployment levels, housing shortage and on international and internal security¹⁴.

¹⁴ Bauböck Rainer, *The Integration of Immigrants*, Council of Europe Publishing, Strasbourg, 1994, Chapter II: Immigration and integration policies.

Today the priority for immigration policies seems to be the command of new influxes of immigrant labour and measures to prevent irregular immigration. It must be stressed that the planned enlargement of the European Union by 10 new members has raised fears of the massive arrival of job seekers from Eastern Europe. As a result, there will be a transition period of up to seven years before citizens of the new member states will have full freedom to work in the region. The candidate countries will also need to reinforce rules on entry, length of stay and employment rights of foreigners, applying the common rules of the Schengen agreements.

3.1 The common European Union immigration policy

With the 1993 Treaty of Maastricht immigration became a common issue for the European Union. Immigration policy became a full Community responsibility with the entry into force of the Treaty of Amsterdam on the 1st of May 1999. Article 63 of the Treaty establishes that the European Community (ex Article 73k) makes immigration a competence of the EU. According to this article, the following shall be adopted by the Council within a period of five years after the entry into force of the Treaty of Amsterdam:

“(3) measures on immigration policy within the following areas: conditions of entry and residence, and standards on procedures for the issue by Member States of long term visas and residence permits, including those for the purpose of family reunion, illegal immigration and illegal residence, including repatriation of illegal residents;

(4) measures defining the rights and conditions under which nationals of third countries who are legal residents in a Member State may reside in other Member States. “

The Treaty of Amsterdam came into force in May 1999, so this means that the target date is May 2004.

Immigration is therefore no longer a matter for inter-governmental coordination but for actions to be adopted by the Council of Ministers of the EU, based on proposals from the European Commission or, until 2004, the Member States.

A special meeting of the European Council held at Tampere, Finland, in October 1999, was dedicated to the establishment of an Area of Freedom, Security and Justice and

elaborated the political guidelines for the next years, including those in the field of immigration. The Council agreed on the elements required for EU immigration policy, namely that:

- it be based on a comprehensive approach to the management of migratory flows so as to find a balance between humanitarian and economic admission;
- it include fair treatment for third-country nationals aiming as far as possible to give them comparable rights and obligations to those of nationals of the Member State in which they live;
- a key element in management strategies must be the development of partnerships with countries of origin including policies of co-development;
- there must be a common policy for asylum which fully respects the terms of the Geneva Convention and the Member States' obligations under international treaties

As the first step in creating a common EU policy, in November the European Commission presented a communication (COM757) to the Council and the European Parliament on an overall Community immigration policy, in order to launch a debate with the other EU institutions and with Member States and civil society.

According to the Commission, implementing the Tampere mandate implies making an assessment of present and future migration flows to the EU within the context of developing a common policy on asylum and immigration, taking into account demographic changes, the situation of the labour market and migration pressures from countries and regions of origin of migrants.

Having recognised the need to control migration movements through measures which promote legal immigration and combat illegal entry the Commission proposes that a common legal framework for admission of third country nationals should be developed. Such a policy must be accompanied by long-term, comprehensive integration programmes developed through partnerships involving national, regional and local authorities and civil society in order to maximise the positive effects in terms of employment, economic performance and social cohesion within a clear framework of rights and obligations.

Partnership with countries of origin and transit is considered crucial to ensure the regulation of migration flows. In the longer term, such partnerships should also help to mitigate the effects of emigration through co-ordinated efforts to promote development in the countries concerned, particularly by mobilising migrants themselves in this process.

This more open and transparent immigration policy would be accompanied by more efficient means of combating illegal immigration and above all smuggling and trafficking.

This was followed in July 2001 by another communication which proposed the adoption of an open method of coordination for the Community immigration policy to encourage the exchange of information between the Member States on the implementation of the common policy. This procedure comprises reaching agreement on a number of European objectives or guidelines which Member States would then incorporate into national plans of action which would be reviewed on a regular basis¹⁵.

The Commission also adopted a Communication on migration issues in the European relations with third countries¹⁶ and, in April 2002, approved a green paper on the return policy of illegal residents¹⁷.

At the same time, the Commission has put forward a series of proposals for European directives in a number of key areas. These deal with:

- the conditions of entry and residence of third-country nationals for paid employment and self-employed activities¹⁸.
- the right to family reunification¹⁹.
- status of third-country nationals who are long-term residents²⁰.

¹⁵ COM/2001/0387.

¹⁶ COM/2002/703.

¹⁷ COM/2002/0175.

¹⁸ COM/2001/0386.

¹⁹ COM/2000/0624, amended COM/2002/0225.

²⁰ COM/2001/0127.

Following the Council decision of 13 June 2002 the Commission also finances the ARGO programme for administrative cooperation in the fields of external borders, visas asylum an immigration and the European Migration Information Network web-site.

It must be pointed out that the common EU immigration policy does not apply to the United Kingdom, Ireland and Denmark which have decided to opt out of Title IV of the Treaty establishing the European Community. However, the UK and Ireland can decide on a case-by-case basis to join the 12 other Member States.

At the European council of Seville in June 2002 asylum and immigration were high on the Council's agenda. EU has made it clear that it will do its utmost to put a stop to illegal immigration and trafficking. At Seville, clear details and a timetable were laid down for:

- concluding readmission agreements currently being negotiated and starting talks with countries identified by the Council;
- undertaking joint operations at external borders before the end of 2002;
- introducing common visa arrangements by March 2003.

3.2 Asylum

At the European Council held at Tampere in October 1999, leaders of the European Union agreed to create a set of commonly agreed basic rules and principles which establish a common European asylum system.

The European Union is an area in which freedom of movement must be ensured. Since the beginning of the 1990s, the flow of persons seeking international protection in the EU has been such that the Member States have decided to find common solutions to this challenge. A set of commonly agreed principles at European Community level in the field of asylum can provide a clear added value while continuing to safeguard Europe's humanist tradition.

The right to asylum is guaranteed by the Charter of Fundamental Rights of the European Union, with due respect for the rules of the Geneva Convention of 28 July 1951 and the protocol of 31 January 1967 relating to the status of refugees and in accordance with the Treaty establishing the European Community. The charter also states that no one may be

removed, expelled or extradited to a State where there is a serious risk that he or she be subjected to death penalty, torture or other inhuman or degrading treatment or punishment.

In September 2000 the European Commission adopted a proposal for a directive laying down minimum standards for the qualification and status of third-country nationals and stateless persons as refugees or for a person who otherwise needs international protection²¹.

According to the 1951 Convention relating to the Status of Refugees (the Refugee Convention), Article 1A(2), the term 'refugee' is applied to a person who 'owing to well founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his(/her) nationality and is unable or, owing to such fear, is unwilling to avail himself (/herself) of the protection of his(/her) country; or who, not having a nationality and being outside the country of his(/her) former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it.'

Article 1 of the Refugee Convention therefore provides a definition for the term 'refugee'. However, there is currently wide variance amongst the Member States of the European Union as far as the interpretation of this definition is concerned. If the European Union is to have a common asylum system, it is imperative that common guidelines for identifying and admitting refugees be applied across the EU.

Another important aim of the proposal is to guarantee a high level of protection for those who genuinely need it, whilst at the same time preventing abuses of asylum applications which undermine the credibility of the system, often to the detriment of applicants in genuine need of protection.

The proposal made by the Commission sets out a series of minimum standards, which include the following:

²¹ COM/2000/0578 of 20/09/2000, amended COM/2002/0326 of 18/06/2002.

- procedural guarantees for applicants for asylum (the right to appeal against a decision, the opportunity to be interviewed, access to legal assistance);
- minimum requirements regarding the decision-making process (decisions are to be taken individually, objectively and impartially, by personnel specialised in asylum and refugee matters and specifically trained for that purpose);
- common standards for the application of certain concepts and practices ('inadmissible applications', 'manifestly unfounded applications', 'safe third country' and 'safe country of origin').

On the 27th of January 2003 the Council of Ministers of the European Union has adopted a directive on minimum standards for the reception of asylum seekers in the Member States of the European Union. This directive is considered the first building block of the Common European Asylum System called for by the Treaty of Amsterdam on the European Union.

The aim of this directive is:

- to set out the minimum standard conditions for asylum seekers, which should normally be sufficient to ensure them a dignified standard of living and comparable living conditions in all Member States;
- to limit secondary movements of asylum seekers conditioned solely by the diversity of applicable rules on reception conditions, thereby avoiding asylum shopping.

Asylum seekers who are allowed to stay in the country to wait for the outcome of the procedure are entitled to a reception, which includes housing, food, clothing and an allowance of the daily expenses. They will be entitled to proper health care, information, documentation and schooling.

Minors, unaccompanied minors, pregnant women, single parents with minor children, disabled people, elderly people, victims of torture and violence and in general vulnerable people will be entitled to special care in relation to their special needs.

Harmonisation on the issue of access to the labour market is quite minimal and there will be no harmonisation on the issue of the access of asylum seekers to vocational training. Member States are only permitted (and not requested) to allow access to vocational training.

The Member States may limit the asylum seekers' freedom of movement to an area within the national territory assigned to them. In addition, the Council has introduced a list of grounds that allow Member States to impose a specific place of residence to asylum seekers. Finally the Council has made reference to the national legislation to identify situations that allow Member States to detain asylum seekers.

The Member States of the European Union have until January 2005 to transpose this directive into their national legislation.

The Commission also finances the European Refugee Fund, which supports and encourages the efforts made by the Member States in receiving and bearing the consequences of receiving refugees and displaced persons. It also finances measures aimed at integrating refugees in the host Member State.

4. PATHWAYS FOR INTEGRATION

4.1 Definition

As early as 1952, the United Nations Economic and Social Council, recognising its complexity, defined integration as a "gradual process by which new residents become active participants in the economic, social, civic, cultural and spiritual affairs of a new homeland. It is a dynamic process in which values are enriched through mutual acquaintance, accommodation and understanding. It is a process in which both the migrants and their compatriots find an opportunity to make their own distinctive contributions" (cited in Kage, 1962:165)²².

Integration can be defined as "a long-term, dynamic, two-way process through which, ideally, immigrants would achieve full equality and freedom of participation in society, and

²² Canadian Council for Refugees, Best settlement practices, Settlement Services for Refugees and Immigrants in Canada, 1998.

society would gain access to the full human resource potential in its immigrant communities"²³.

Integration is therefore:

Long term: from a psychological perspective integration starts at the time of arrival in the country and is concluded when an immigrant becomes an active member of that society from a legal, social, economic, educational and cultural perspective²⁴. Integration is a process lasting many years, if not generations. Individuals and communities may be "integrated" in some aspects of life but not in others. Issues can surface long after arrival, for example at times of significant change or crisis²⁵.

Dynamic and two-way: it places demands on both receiving societies and the individuals and/or the communities concerned. From an immigrant perspective integration requires a readiness to adapt to the lifestyle of the host society without having to lose one's own cultural identity. The demands of adjustment tend to be focused on newcomers, but any society that receives new members also changes in the process. Society -- people and institutions -- has an active, and not merely a passive, role in the process: it has the positive responsibility of adapting itself to its new members and offering them full opportunity to share the resources they bring with them.

Both process and state: the integration process proceeds in the direction of a desired state, i.e. the achievement of successful integration. The integration process has proceeded successfully if, with respect to participation in social areas of the receiving

²³ Canadian Council for Refugees, Best settlement practices, Settlement Services for Refugees and Immigrants in Canada, 1998.

²⁴ ECRE – European Council on Refugees and Exiles - Good Practice Guide on the Integration of Refugees in The European Union - Introduction, 1999.

²⁵ Canadian Council for Refugees, Best settlement practices, Settlement Services for Refugees and Immigrants in Canada, 1998.

country, differences between comparable groups of nationals and foreigners/ethnic minorities no longer exist²⁶.

Multidimensional: the integration of migrants into their respective host societies has four basic dimensions concerning the economic, cultural social and political role migrants play in their new environment. Within each dimension, the speed and degree of integration can vary. At the same time one aspect affects all the others: for example those who succeed in integrating economically will more easily integrate socially and culturally²⁷.

Effective: the pre-requisite for the successful integration of a person is legal equality. But opportunities must not only be the same in law for nationals and non-nationals, but conditions must also be the same in actual practice. In competitive societies, equality before the law in itself is rarely enough to ensure that people with different cultural backgrounds can take advantage of society's opportunities on equal terms. Therefore, disadvantaged persons must be assisted or enabled to compete on comparable terms with nationals who have similar characteristics²⁸.

Since integration is a complex and multi-layered process it is difficult to define exact phases within the process. Flexibility is of utmost importance.

4.2 Settlement

We can define settlement as a first step of a long-term process of integration.

²⁶ Werner Heinz, Integration of foreign workers into the labour market - France, Germany, The Netherlands and Sweden, in Measurement and indicators of Integration, Community Relations, Directorate of Social and Economic Affairs, Council of Europe Publishing, Strasbourg 1998.

²⁷ Canadian Council for Refugees, Best settlement practices, Settlement Services for Refugees and Immigrants in Canada, 1998.

²⁸ Werner Heinz, Integration of foreign workers into the labour market - France, Germany, The Netherlands and Sweden, in Measurement and indicators of Integration, Community Relations, Directorate of Social and Economic Affairs, Council of Europe Publishing, Strasbourg 1998.

Initial settlement generally refers to acclimatisation and the early stages of adaptation, when newcomers make the basic adjustments to life in a new country, including finding somewhere to live, getting a job, beginning to learn the local language, and learning to find their way around an unfamiliar society²⁹.

We can therefore define a list of basic needs:

Housing: One of the necessities for new arrivals is access to housing. Shelter is a basic human right and a necessity. The conditions in which people live determine to a great extent their health, well-being and ability to engage in gainful occupation, pursue self-improvement through education and recreation and in consequence attain a decent standard of living³⁰.

Access to employment: Entry into the job market is for most newcomers one of the most important steps towards integration – it offers a regular income, economic independence, an opportunity to contribute and access to a network of social contacts³¹.

Language: Speaking the language of the host society is clearly a fundamental key to participation in that society. Many refugees and immigrants arrive with little or no knowledge of the local language.

Immigration status: Permanent residence status is a key to giving newcomers the sense that they can build their lives here. It is critical for access to employment, education, health and social services and rights. A secure residence status is therefore a necessary prerequisite for their integration.

²⁹ Canadian Council for Refugees, Best settlement practices, Settlement Services for Refugees and Immigrants in Canada, 1998.

³⁰ ECRE – European Council on Refugees and Exiles - Good Practice Guide on the Integration of Refugees in The European Union - Introduction, 1999.

³¹ Canadian Council for Refugees, Best settlement practices, Settlement Services for Refugees and Immigrants in Canada, 1998.

Cultural orientation: Newcomers -- as individuals, families and communities -- must learn their way around the culture of the host society, with its values and patterns of relationship and behaviour. They need to become accustomed to various aspects of lifestyle, to adjust to certain forms of behaviour. The host society, in turn, needs to acquire sensitivity towards, and acceptance of, the values inherent in the cultures newcomers bring with them³².

4.3 Towards successful integration

Once these basic needs are satisfied others may become evident, such as:

Family reunification: Immigrants often arrive without their spouse and/or young children. Bringing families together is a critical step in making newcomers feel at home.

Host community relations: The reality facing many immigrants is their relative isolation and difficulty in making new friends and personal connections with members of the host society. GPG com Immigrants need to develop new social networks and can be helped through the promotion of social/ cultural interaction with local people, for example by joining sports clubs and associations³³.

Community building: experience shows that when immigrants and refugees can join an established ethnic-cultural community, the integration process can be eased. Where no such community already exists, newcomers face the challenge of building a community, developing their own capacities to organise and eventually to form associations.

Political participation: immigrants might become active members of the host society, through participation in socio-political movements, trade unions and political parties.

Education and training: Education is a powerful tool in the process of social integration and schools have an important function in building multicultural society. This is partly

³² Canadian Council for Refugees, Best settlement practices, Settlement Services for Refugees and Immigrants in Canada, 1998

³³ Canadian Council for Refugees, Best settlement practices, Settlement Services for Refugees and Immigrants in Canada, 1998

because it is here that children develop social relations with people who aren't from immigrant and ethnic minority backgrounds. In addition, educational content can reinforce directly, with civic education, and indirectly, in the approach to subjects such as history and geography, values such as tolerance and respect for individuals. Equal opportunities are essential in preventing under-achievement³⁴.

As for adult education, during the very first phase of adaptation, overwhelming basic needs usually overshadow immigrants' educational and training needs. Therefore attending school or a training course represents an intermediate result of the integration process and may lead to career advancement or to long-term employment. Access to mainstream education and training usually requires a higher level of language skills.

Career advancement: Integration in the labour market is also about appropriate and sustainable employment, not just working. (Refugee Employment Panel, BPG edu). Once an immigrant's basic economic needs are met, he or she will look for recognition and advancement. Immigrants may consider entering into the field of prior employment, but they would need their previous qualification experience to be recognised and their skills to be adapted to the new environment. Immigrants may lack the language fluency needed to compete for better jobs. They might also consider starting their own business.

4.4 Barriers

The immigrant's prospects of "success" in integration are very much influenced by the juridical provisions as well as dominant social values in a given country. For example, according to most immigration laws, family reunification is often possible only if the immigrants fulfil certain conditions (i.e. a certain income, "adequate" housing, etc). As for employment, immigrants often face prejudice trying to progress to higher level jobs, becoming trapped in low-paid, unskilled sectors. Immigrants might also experience discrimination by public authorities and indirect discrimination in housing and access to higher education.

³⁴ Cousse Mary, *Framework of integration policies*, Council of Europe Publishing, Strasbourg 2000

In member states of the European Council there is no explicit legal discrimination according to race, religion and ethnic or national origin. Article 14 of the European Convention on Human Rights excludes some of these forms of discrimination and most Member States of the Council of Europe have also ratified the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD).

As for the European Union, in 2000 the Council of Europe adopted a Directive (2000/43/EC of 29 June 2000) implementing the principle of equal treatment between persons irrespective of racial or ethnic origin and a directive (2000/78/EC of 27 November 2000) establishing a general framework for fighting discrimination on the grounds of religion or belief, disability, age or sexual orientation as regards employment and occupation. But none of these Directives cover differences of treatment based on nationality.

As a matter of fact, extensive legal discrimination does exist between foreign residents and citizens in some areas. In some cases discrimination is explicit, for example when certain professional positions, public housing, or social welfare benefits are not accessible to foreign citizens (or third country foreigners in the EU). In other instances it is indirect but not less effective. Restrictions on foreign residents' mobility in housing or job markets generally reinforce segregation in these areas. This is, for example, an effect of giving residence permits on the basis of regular employment and satisfactory housing conditions³⁵.

As for political participation it has to be pointed out that in 1997 the European Convention on Participation of Foreigners in Local Public Life entered into force. It extends civil and political rights at local level to foreign residents. The provisions of the Convention fall into three chapters: freedom of opinion, assembly and association and the involvement of foreign residents in procedures for the consultation of the local population; the creation of consultative bodies at local level; the right to vote and to stand as candidates in local authority elections.

Moving on to a socio-cultural framework it must be pointed out that European societies differ considerably in the degree to which they embrace cultural diversity and the ways they deal with foreigners. Cultural integration has traditionally been interpreted as assimilation, intending the disappearance of a person's culture of origin in favour of the host culture. In alternative to enforcing assimilation or exclusion is a pluralistic form of cultural integration which would allow the flourishing, co-existence and possible synthesis of different cultures within a single democratic state. This kind of integration requires of each culture two essential conditions: "first that they respect the basic constitutional liberties and rights of all residents and citizens in the hosting country , and, second, that no culture becomes so enclosed in itself that it does not leave space for internal dissent, for a change of affiliation (including individual assimilation into the dominant culture) or for individual contacts between groups (including intermarriages). These are reasonable conditions for cultural pluralism but they will be acceptable only if they are not felt to be imposed unilaterally without a simultaneous opening of national majority cultures themselves. Pluralistic cultural integration can thus be defined as mutual acceptance of cultural differences plus shared democratic norms. It is only within this framework that both enforced cultural assimilation and entrenched cultural segregation can be consistently rejected"³⁶.

4.5 Key actors

General integration policies are discussed and decided at EU or national level, but mainly implemented at local level. Key actors of the integration process are:

- Municipalities: they play an important role, mainly through their social services and in issues such as reception and housing

³⁵ Bauböck Rainer, *The Integration of Immigrants*, Council of Europe Publishing, Strasbourg, 1994, Chapter IV.3.3 Policies against discrimination and disintegration.

³⁶ Bauböck Rainer, *The Integration of Immigrants*, Council of Europe Publishing, Strasbourg, 1994, Chapter V Cultural Integration.

- schools and vocational training centres.
- employment agencies and job centres.
- health services.
- non governmental organisations (NGOs), which may provide reception, legal advice, educational advice, training.
- immigrant associations and communities.
- individual immigrants themselves.
- networks established by all the above actors.

5. THE GUIDANCE PROCESS: Information, advice and guidance

As stated above, education and training are powerful tools in the process of social integration.

As a matter of fact attending school or a training course already represents an intermediate result of the integration process. When immigrants explore learning, work or career options, Information, Advice and Guidance services play a key role and metaphorically represent a bridge between first adaptation and further steps of successful integration.

5.1 What is adult guidance:

Generally speaking, Guidance is the activity which helps individuals to:

- explore their learning, work and career options taking full account of their age and the stage they are at in their lives.
- develop confidence and knowledge aimed at making informed choices about options available.
- learn how to go about taking a decision and making plans with regard to chosen options.
- work on how to put their plans into effect.

Guidance is a process that consists of different activities. Sometimes adults only need one part of the process, sometimes they require and want all of it. The key elements in the guidance process, intended in its broader sense, can be identified as: Information, Signposting, Advice, Counselling, Assessing.

5.2 Information

This is both the initial and the underpinning activity in the adult guidance process.

Front-line information giving is the initial service provided to all clients, whether it be specific information about provision or about how to access more in-depth help.

In some cases accurate information will be all that clients require, which is why it is very important that all front-line workers have access to accurate and up to date information.

In some cases the information may be about signposting on to other services.

5.3 Signposting or referral

Signposting is about redirecting individuals to appropriate levels of advice and guidance.

Signposting may involve:

- internal referral into another part of the same organisation or agency
- signposting on to another service which can offer more appropriate or specialist help

5.4 Advice

Advice is an essential component of the guidance process. It is concerned with helping clients to interpret information and decide on the most suitable course of action.

This level may involve an initial diagnostic activity which will enable individuals to identify what action they should take.

5.5 Counselling

This is the in-depth process which helps individuals to:

- explore their thoughts and feelings on their present situation
- explore a range of possible options

- relate the information to their own needs and circumstances
- make decisions about their learning, work or career options

5.6 Assessing

This is an additional component of the guidance process which helps clients to obtain a structured understanding of their own development.

Guidance is an interactive process between the adviser and the advisee. Through a non-directive approach clients are encouraged to be active, to take responsibility for their decisions and for implementing them.

International literature identifies three types of activity regarding professional guidance, which are:

1. Information
2. Counselling workshops
3. Assistance to placement

A comparison in the activities of each Partner, as we will see below, has been made in consideration of these three categories.

Guidance information refers to, on one hand, the collection and classification of information, management of networks and the development of communicative strategies, using mass-media and computer technology; on the other hand it refers to the direct contact with the client by means of a first welcoming phase and the availability of guidance material.

Counselling workshops refers to the different project and management activities of information modules aimed at developing competence in personal crisis management and competence in handling transitional periods from the training phase to the working world. Group work is the most effective means in this kind of activity. It helps increase self awareness in relation to variable elements that may arise during a phase of the work (personal resources, environmental limitations, etc.). It also helps increase critical

analyses of difficult situations, develop operative plans to face critical events, proposing a flexible attitude and strategies for action.

Individual counselling involves an individual approach aimed at identifying concrete ways of developing individual training and work projects, as well as self monitoring of personal results. Individual counselling is a part of vocational and career guidance. It aims at enabling a process whereby the individual learns to assume personal responsibility with regards to decision making during the pathways followed in training and in the working world.

Assistance to placement: aims at helping fill in the C.V., advising on how to hold an interview, assisting in the use of Internet for job finding, identifying possible companies to apply to and defining a job finding plan.

On the basis of the definitions above we will now analyse the specific elements that characterise the guidance activities for immigrants.

6. GUIDANCE FOR IMMIGRANTS

Providing **guidance for immigrants** is a complex issue, requiring additional values, skills, attitudes, knowledge and new approaches from the guidance workers and agencies. The personnel that works in guidance activities for immigrants have to develop a series of multicultural competencies. Below is a synthesis of the present debate at the European and International levels which will be further developed in the next output of the Mosaic project (Guide lines). Besides the personnel competence, particular attention will be given to certain factors that must be taken into consideration during counselling activities for immigrants, so as to better satisfy the needs of the clients.

6.1 Access to services

Easy access to Information Advice and Guidance services is essential and it can be assured through:

Publicising the service

Services must be known to those who might benefit. Organisations should publicise their services as widely as possible by producing leaflets, posters etc, which should be

translated in different languages and distributed among other service providers, possibly including immigration offices. Referrals should also be encouraged. Potential clients can also be reached by advertising on the media or organising outreach services, such as meetings with other organisations, NGOs, immigrants associations and communities.

Accessibility

Services should be located in a geographically accessible site. This means offices should either be located centrally or close to public transportation. Premises should be well signposted for easy visibility.

Access for persons with disabilities should also be taken into account. Outreach or telephone advice services might also be considered.

Providing a comfortable and welcoming environment might also be important.

Offering services in the client's own language

For many immigrants language is the single most important barrier to accessing services. This is especially true at the early stages of the integration process. To eliminate this barrier, organisations should:

- Provide interpreters and translators when necessary.
- Employ multilingual advisers.
- Make all publicity and other materials available in different languages, used by clients.

6.2 Multicultural approach, cultural sensitivity, multicultural communication skills

All the systems and structures are primarily designed for the native population within their countries. Multicultural awareness used to be regarded as an additional skill that should be developed and used by advisers who worked with foreigners. Only recently “multiculturally-skilled guidance” is becoming a more general approach within guidance activities.

The use of interpreters and the translation for information materials is fine, but they should also respect cultural sensitivity. Culturally sensitive services should:

- have staff and volunteers from the same background as the clients served.

- have a knowledge of the culture of those being served.
- offer services in a culturally appropriate manner.
- develop and implement policies on cultural competence and anti-racism.
- show respect for different cultures.

Another important issue is the development of multicultural communication (or cross cultural) skills, in order to communicate effectively. For instance, active listening skills should focus on the awareness that you are conversing with a non-native speaker and the following should be considered³⁷:

- tuning into the client and giving him/her undivided attention.
- sending positive voice and body messages to reflect empathy.
- paraphrasing and summarising in order to prevent any misunderstanding, as well as showing clients that you are listening and understand them.
- use of closed questions for clarification purposes, i.e. to understand exactly what the client has said.
- use of open-ended questions to encourage the client to tell her/his story, and to focus on important points.
- use of plain language, avoiding jargon; clarity of speech and use of body language for effective communication.

In many EU countries today there are training courses which assist host countries, especially their social workers and advisers, in developing multicultural awareness and gaining of skills in cross-cultural communication. Multiculturalism should be handled very carefully, in order to avoid stereotyping or other forms of misconception with regards to foreigners. Immigrants come from diverse backgrounds and even those coming from the same country may have different experiences, expectations, education and abilities.

³⁷ Sinkil Ayten, Quest for quality educational guidance for refugees, Refugee Education & Training Advisory Service

6.3 Special needs

The term career guidance or advice incorporates the provision of comprehensive information advice and guidance to education, vocational training and employment opportunities. The main objective in setting up individual career guidance for immigrants is to increase their possibility to get a job which corresponds to a reasonable professional objective. This professional objective should be in tune with the aptitude of the immigrant and should take into account the limits and opportunities of the social and economic environment in the host country. By orienting immigrants to programmes that match their specific background and requirements their chance of professional integration will be greatly improved.

In order to fulfil this main objective, advisers should be aware of some special needs that can arise:

Immigrants might not always be in a position to see what is best for them for a number of reasons:

- Immigrants may not be aware of the job market conditions in their host country. Some marketable skills in refugee producing countries may not be in use in the new environment.
- On the other hand the variety of jobs and professions may be more developed and quite different with respect to the country of origin. Clients may need to go through a process of exploration about different careers that are not fully developed in their homeland.
- Immigrants with higher educational backgrounds may consider that gaining a post-graduate qualification in the host country will enhance their chances of finding meaningful employment. This may be true in some cases, but it can also lead to over-qualification and may not lead to a (better) job.
- Many professionals see postgraduate studies as a key to practising their profession in the host countries. They embark upon postgraduate studies rather than following the re-qualification processes required by the professional bodies, thus ending up with postgraduate qualifications that do not lead to employment. It is important,

therefore, for an adviser to make sure that the client will benefit from such a course of study.

Immigrants' educational needs vary and may concern:

Language: to gain language skills or improve the existing ones in the host country language is essential. As a matter of fact not being able to speak the language of the country fluently is often the biggest handicap when job hunting or accessing a vocational training programme. At the beginning, courses should be adapted to the linguistic level of the student (differential criterion); as the course progresses the professional experience and personal interest of the students should be taken into account. Technical language courses tend to be set up in more and more countries. Practical courses, theoretical courses, on the job training and language courses should be all inter-linked. Programmes should include job search techniques modules on how to apply for a job and how to learn interview skills. A special syllabus can also be developed to meet participants' needs and to bridge language classes and the world of work.

Literacy: some immigrants might be illiterate, even in their own language or have low educational backgrounds.

New qualifications and skills

Many immigrants do have qualifications, skills and work experience, but they face barriers in using them in their host country. Many of them experience "down-ward mobility": experienced nurses work as nursing assistants, engineers as bricklayers. Some professionals might need to gain skills and competences which have become essential, i.e. Information and Communication Technology. They might want to update and upgrade their existing skills and competences to increase their employability. They might attend courses or training required for re-qualification in their original profession, or to transfer their competences and skills into a related area of work.

Recognition of foreign diplomas and qualifications

Often immigrants' original qualifications are not accepted in the host country. Lack of recognition of foreign qualifications is one of the key barriers, since recognition is required both for furthering education and for getting a job.

Lack of recognition can be due to.

- the lack of necessary documentation, which often concerns asylum seekers and refugees.
- the lack of appropriate provisions in the host country for assessing and recognising foreign qualifications.
- lack of financial resources required for recognition procedures;

An interesting procedure has been developed in some European countries, for the formal recognition of prior learning and experience. For example, the University of London has a program called AP(E)L, which stands for Accreditation of Prior (Experiential) Learning. This combines APL (Assessment of Prior learning) which covers any learning done at school, college, university or other educational institution, for which the refugee may hold no certificate and APEL (Assessment of Prior Experiential Learning) which covers any "learning from experience", such as during employment, hobbies, or looking after a family. This process recognises life-long learning for the purpose of giving credits, exemptions, or recognition of a person's achievements regardless of when, where or how the learning took place. The finished product is a personal portfolio which can be used as evidence accounting for past learning which is backed up by documentary evidence wherever possible. The process is particularly valuable for refugees who have a wide variety of experiences, and have learning and knowledge that can be demonstrated, but for which they might not be in possession of any certificates. Those who complete the programme successfully will get a certificate of Professional Development from the University of North London.

It must be pointed out that the "Convention on the Recognition of Qualifications concerning Higher Education in the European Region" was adopted in Lisbon in 1997, sponsored by UNESCO and the Council of Europe (so called Lisbon Convention). These two organisations also established the "European Network of National Information Centres on academic recognition and mobility", in order to develop joint policy and practice in all European countries for the recognition of qualifications. The ENIC Network co-operates closely with the NARIC Network of the European Union. Article 6 of the Lisbon convention commits the Parties to facilitate the assessment and recognition of

refugees' certificates and diplomas when qualifications obtained cannot be proven through documentary evidence. Unfortunately the Lisbon convention covers only qualifications obtained in one of the State Parties.

If immigrants don't obtain the recognition of prior learning or experience they need to gain new and recognised qualifications, for example by attending a training course. Of course, if vocational training can be a way of obtaining "a piece of paper" in the country of asylum, this "paper" (qualification) has to be recognised to be of any value, i.e. it must have a formal accreditation and recognition at a national level.

Even when recognition is not required, or when there has been a formal recognition process, immigrant refugees still might find that their diplomas do not receive "de facto" recognition by employers or education providers.

In all these cases specific information on the educational systems of the country of origin might be useful and can be found on the UNESCO web-site³⁸.

6.4 Legal restrictions

When exploring education and training opportunities advisers should be aware that immigrants, as foreign citizens, often have less opportunities than local citizens. Their residence permits are usually tied to regular employment and sufficient annual income. For instance, according to the Italian new Immigration law (2002) if immigrants have been unemployed for more than six months, they lose their resident permits and are forced to leave the country. A basic knowledge of immigration law and regulations is therefore necessary.

6.5 Particularly disadvantaged groups

Asylum seekers and refugees: they might be particularly vulnerable, since they have fled their country because of fear of persecution and cannot return. They might have been separated forcibly from their families and have experienced torture. As a result they may

³⁸ <http://www.unesco.org/iau/fre/whed-fr.html>

suffer from physical and/or psychological trauma. While they're in the asylum procedure they only have a temporary resident permit, which in some countries doesn't entitle them to work regularly. This means that even basic needs like food and housing aren't always satisfied. Even travel expenses for reaching advice services or a school might be a problem.

Special attention must be paid to confidentiality and to the fact that some refugees are not enthusiastic about meeting people from their own country of origin.

Women: in some cases immigrant women can find themselves isolated, due to the particular role they may have within their community, placing restrictions on their participation in public life. This makes their access to information and advice more difficult. Another, more practical barrier women might face when accessing guidance services, education and training is the lack of suitable and affordable childcare facilities³⁹.

Disabled: they might be isolated and access to information and guidance is a problem. In addition to integration barriers faced by any immigrant and the difficulties all disabled people meet in access to public services they find themselves in a new cultural environment with different cultural perceptions of disability. In addition they might feel they are a real burden to their own community which is already struggling for acceptance in the host country⁴⁰.

Few organisations offer a specialist outreach advice service for immigrant women and the disabled. Professional advisers visit them at their home or in their community organisations.

³⁹ Aferiat Yaële, Good Practice Guide on the Integration of Refugees in The European Union – Vocational Training, France Terre d'Asile, 1999.

⁴⁰ Aferiat Yaële, Good Practice Guide on the Integration of Refugees in The European Union – Vocational Training, France Terre d'Asile, 1999.

6.6 Referral system, networks, forums

Immigrants are not very familiar with the new environment and they may need support in various areas (resident permits, housing, welfare services, health). They need "holistic advice". The concept of a "holistic approach to guidance" is about the creation of a service where clients' different needs are met without much inconvenience. In the UK the establishment of "One Stop Shops" where a variety of different services are offered under one roof, often by different organisations or by different departments of one organisation, is an example of good practice in this field.

Another solution is a good referral system. It can be useful to create leaflets with information about other organisations, such as their location, address, nature of service, opening times etc. This can be handed out to clients. Writing a referral letter or making an appointment over the telephone is also helpful.

A good referral system requires the creation of extensive networks between all organisations working with immigrants, NGOs, statutory bodies, immigrants' associations.

The establishment of forums that meet at regular intervals, especially at the local level, increases the flow of information between organisations.

7. THE MOSAIC PROJECT

Immigrants from non European countries represent a significant and growing percentage of the potential requests for schooling in the countries that are participating in this Project. They require new strategies in counselling and information with respect to the traditional beneficiaries. Besides the “normal” needs, others emerge, such as Italian as a second language, social integration, knowledge of and adaptation to life in a cultural context which is often very different from the one known, knowledge of and ability to use the formative and informative opportunities which are available through many associations, organisations etc. to immigrants. The extent of the problem can be exemplified, examining a recent survey made by two of the Partners, IRES-FVG and CTP of Udine (IT) on the local adult schooling population and its needs: 62% of the registered students are foreigners, for the most part non European, while the CTP in Rozzano (IT) registered 74% in Lombardy. These people come from different countries (mostly Nigeria, China, Brazil, Colombia, Albania and Russia) and the counselling operators feel that the methods and tools in use are inadequate, as is their cultural preparation. The need to consider and confront one another at a European level and to search for new tools and procedures that can satisfy the specific needs and direct the request/ offer for training towards better job opportunities for this target group is of most importance. This will contribute to the culture of integration and of understanding that “training is a resource” in a life long learning process that will accompany immigrants in the acquisition of full citizenship.

The aim of this Project is therefore to develop and experiment new welcoming, counselling and tutoring tools and procedures for adult immigrants, with specific attention to womens’ needs, in the definition of individualised life projects, with regards to professional training and education.

The following specific aims will be pursued:

- To collect and compare the various experiences in the European context regarding the welcoming phase;
- From the result of the study, to identify the best procedures on which to create guide lines for a basic flexible model to be used;
- To develop procedures and tools for welcoming, counselling and tutoring immigrants individually (with particular attention to the autobiographical approach) and through group activities (on empowerment, communication and local integration);
- To develop procedures and tools for improving the local networks by integrating services for immigrants;
- To experiment these procedures and tools on field through newly qualified personnel and assist them and any organisation or establishment that is interested in immigrant services.

The innovative element in this Project is the collaboration in managing the changes that the results of the Project should bring about, between the organisations that deal with immigrants and the final beneficiaries (through the associations that represent them). All will be regularly informed on how the Project is developing and will be called upon for evaluating the procedures, the experimentation and results of the Project. Another innovative aim is the organisation of an integrated local programme through the creation of a local network that will be accessible to local immigrant associations and establishments.

The project addresses those people that are mostly marginalised in the labour market and in the community, particularly the immigrant population that has access to adult education and the C.T.P.s for completing their minimum school standards, as in most cases their Country of origin qualifications are not recognised.

For the non European immigrant, achieving the minimum school standards means a major step in gaining recognition within society; they need, above all, language courses in the language of the host country, even though some already follow studies in computer sciences and in high school.

Participating in these courses already represents a medium term result of an integration process, the first objective from the moment of welcoming and counselling, coming in and

going out, of the potential user. It is on this particular phase of the course that the attention of the project concentrates. To be sensitive to the problems and the possibility to avail themselves of tools and procedures already tested at a European level, will allow the counselling operators to respond effectively to the social needs of the immigrant user, placing himself as a mediator between the demand (from the adult users of the service) and the offer of education for adults, on a long term planning extension which will continue beyond the present formative period.

7.1 The Partners

The network has been created on the basis of:

- interest shown on specific project areas by the Partners;
- consideration of the local context in which they operate (North European and Mediterranean culture; bordering and central countries; industrial and rural areas);
- variety of their legal and organisational structure (public authorities, private foundations, schools, research institutes, non-profit associations).

IRES – FVG is an association having juridical personality, that carries out research, planning, evaluation, and vocational and experimental training aiming at promoting the economic and social development of Friuli-Venezia Giulia. More than 50 persons (employees and collaborators) work in IRES in different areas along with a network of outside collaborators with specific competences. The number of students presently registered in apprenticeship, post-diploma and qualifying courses, is approximately 800. During its twenty years of activity, IRES – fvg has developed experiences in specific areas such as planning, management and evaluation of European Programs.

The Akademie Überlingen (D) consists of 12 companies of limited responsibility working in more than 30 cities throughout Northern Germany. The Akademie co-operates closely with the Labour Office and enterprises that deal with training for the labour market. The Akademie employs about 350 people on contract and about 600 free-lance. It educates and trains about 4.000 people every year. Special attention is paid to target groups with special or combined problems: the quoted female job returnees, immigrants from former Soviet Russia and former East Germany, other immigrants. The Akademie has developed a considerable experience in managing national/international projects.

FACEPA (E) is a non-profit e non-governmental organisation which comprises 15 associations involved in cultural enrichment and training activities for adults, in particular for immigrants. The staff is made up of 8 persons part-time which corresponds to 5 full-time, with about three thousands students registered in the different associations taking part in the federation. The social integration is one of the priorities of FACEPA. It organises various cultural and vocational activities in favour of the adults who risk being emarginated, in particular for immigrants. At the local and national level it has developed various projects in favour of active citizenship and social integration of disadvantaged people. At the moment it is co-ordinating two Socrates project: the “Trobada” project which promotes active citizenship by organising literacy seminars for people involved in literacy programs and voluntary work, and “Who speaks?” which is addressed to immigrants in adult education involving their own experiences and linguistic heritage.

The “Centro Territoriale Permanente” (Permanent Local Education Centre) of Udine (IT) is a government adult education centre that offers courses of Italian language and culture, and the possibility of obtaining the minimum schooling requirements to both Italians and foreign immigrants. The staff is made up of 19 persons, 15 of which are working full-time. Last year 600 students attended courses. In the past few years the CTP-Udine has been involved in various activities with immigrant associations. The priority activities are: recuperate lower levels of schooling and training, in order to favour entrance into the working world and offer adult citizens the opportunity of acquiring basic knowledge and functional competences in different areas.

The Centro Territoriale Permanente “Education and Work” (Permanent Local Education and Training Centre) of Rozzano (IT) is a government adult education, vocational/training centre with 15 teachers on staff and an average annual flow of students amounting to 1500. The CTP of Rozzano has considerable experience in counselling and training of trainers, as well as in the regular teaching courses of Italian language and culture, computer, and minimum schooling requirements. With regards to counselling, it has participated in the “Magellan” Project financed by the European Social Fund (multi-measure in counselling), for counselling directed to private entrepreneurs, as well as experiences in the autobiographical method and the access for immigrants to a counselling office (financed by the LR 40). The CTP of Rozzano is also active in the

training of trainers: courses for training of network system operators and for experts in Bilan des Compétences (FSE-measure).

Tampereen Aikuiskoulutuskeskus TAKK is a non-profit belonging to Tampere Adult Education Foundation which works in the field of counselling, vocational training, apprenticeship and in-company training. TAKK has approximately 200 employees and had 9.240 students during the year 2001. In over ten years of experience, TAKK has participated in various projects, such as: 1999-2000 - "Domovini" EU project; 1999-2001 - Balkan Enterprise. TAKK has experience in counselling and training of immigrants and has developed several tools, such as: individual tutoring, group activities and development of local networks.

KLAIPEDA Labour Market Training and Counselling Office (LT), is a local public authority that works in the field of adult vocational training and counselling and supervisions of schools. There are 14 university professors involved which corresponds to 8 on full-time. The number of students registered that participate in individual or group activities offered is about 1.600. KLAIPEDA LMTCO has participated in various programs and pilot projects within the Leonardo da Vinci programme. At the moment it is taking part in a MATRA project which deals with the re-integration of long-term unemployed people through the development of a local network.

The ECAP Foundation in Switzerland participates in the project as a "silent partner" in collaboration with the Department of Social work of the Vocational University of Lugano.

ECAP has developed thirty years of experience in the fields dealt with in the project:

- training activities in favour of social and professional integration of immigrants;
- counselling and assistance in job finding;
- training need research;
- training of trainers and counselling operators, placement and social work for immigrants.

The core activity of the Department of Social work of the Vocational University is the different aspects of social action in the policies of each canton and community, meaning

the development and action undertaken to improve the conditions of the population in general and in particular of immigrants and disadvantaged people.

8. METHODOLOGY

This transnational report analyses and compares the experiences of the Partners in the project after having compared the systems and experiences in welcoming, counselling and assistance to placement. A matrix was given to each Partner to be filled in order to collect information on the situation in each country. The matrix was made up of two parts: the first consisted in a description of the organisation/agency and its services and the environment. In particular, the Partners were asked to give a brief description of the educational training and counselling systems in their country, the main characteristics and trends in the local labour market”, a “brief description of the institute”, the Legal Status, the Type of activity, the Type of courses and certification offered, the Description of Target Groups. The second part of the matrix requested details on the welcoming services offered distinguishing between information, welcoming, guidance and assistance to placement services.

With regards to the first part of the matrix, among the Partners countries, adult education/training is generally delegated to:

- state schools, private regional training centres, private organisations (Italy);
- public schools and organisations (Finland and Lithuania);
- public administrations, private agencies and non profit social organisations that deal with Basic Adult Education, National employment agencies (Spain). Spain encourages a form of democratic adult education which is co-ordinated and implemented by varies organisations and associations. *“It is an initiative lead by people who participate in these educational and cultural processes, do not have university degree and do not get money for taking part in it”*;
- both public and private organisations (Germany);
- both Federal authorities and local governments (Cantons) are responsible for education and training and also for counselling/advising activities (Switzerland).

The characteristics of the labour market within each country are specific, directly related to the local context (which usually comprises small medium enterprises or activities

connected to the tertiary). In the case of Finland, the region referred to by TAKK is characterised by high tech industries. In Lithuania there are important foreign industries such as Philip Morris, Siemens, Master Food. In Spain and, principally in the Barcelona district, 80% of the working force is in the tertiary, while the remaining 20% is involved in industry. The Northwest of Germany is characterised by a rather important agriculture production. This Region is however a scarcely populated area with companies with less than 50 employees (> 95%) and some major industries with more than 500 employees, due to the disappearance of the textile industry. The labour market in Switzerland consists of:

- hard and continuous restructuring of the industrial and services sectors during the last years;
- fundamental role of the immigrants in different areas of the job market: industry, but also law qualified services and niches of high tech works;
- official rate of unemployment (calculated on the base of the beneficiaries of Unemployment Indemnities);
- Flexible legislation framework, and diffused phenomena of professional mobility.

The Partners involved in Mosaic deal principally with basic training for adults, vocational training in general and long-life learning (ex.: two Italian CTPs; TAKK which deals with technological professional training; entrepreneurial training in Spain, Germany and Switzerland). KLAIPEDA, the Lithuanian Partner, is a professional training and labour market agency. The target groups are both young people and adults (employed/unemployed), local citizens and immigrants/refugees. They are heterogeneous in terms of age, sex, culture, religion, schooling, professional state. Even though the main activity in these organisations is training, each is involved with related activities in guidance (information, welcoming and assistance to placement) for specific adult targets (immigrants, refugees).

One of the objectives in this project aims at “reading” the different services offered and tools employed by each partner in these activities in view of the creation of a model of

best practices which can be used by each Partner involved. This model will be experimented, perfected and disseminated among the Partners and their territories.

In order to compare each partner's experiences a matrix has been prepared to cover the four main phases of the guidance process:

1. information
2. welcoming
3. counselling
4. accompanying into the labour market

The term "information" refers to the initial phase: specific information regarding training courses, legal matters, etc. or the possibility of obtaining "more in-depth" help. "Welcoming" refers to act of helping people interpret information, try to understand what type of support is necessary for them and what could be the best course of action for them. "Counselling" regards the more psychological approach towards developing a greater self awareness with regards to personal resources to be invested in overcoming specific transition phases, improving competence and ability, taking advantage of opportunities and facing problems in a positive manner, assuming responsibility for the decisions made. "Accompanying into the labour market" (assistance to placement): this phase regards support activities which are offered in order to develop personal strategies for looking for job, writing the C.V., collection information and analysing job opportunities.

Partners were asked to fill in the matrix and to explain their activities in detail. For each service the report included:

1. **Description of services:** all the partners gave a brief description of the services offered (information, welcoming, counselling, accompanying into the labour market). They also included a definition of each type of service offered, on the basis of their experience at the national level.
2. **Aims of the services** offered.
3. **Information tools and resources:** the partners had to describe the tools used during each type of service offered (possibly attaching a copy of each tool used), and

the information resources available (data banks, information materials – brochures, leaflets; informative systems, any teaching materials)

4. **Procedures in the different activities:** the standard procedures used by all the operators during the various phases/activities (e.g. collection and registration of personal data, standard procedure for personal interviews and for deciding individual pathways...)
5. **Linguistic go-betweens (mediators):** partners were asked to indicate if cultural go-betweens were called upon during any activities and what their involvement was, possibly specifying number, age, sex, nationality.
6. **User needs:** a list of the needs of the users (e.g. learn the local language and/or culture, professional training, get information on professional/ educational/work pathways, counselling).
7. **Other services involved:** each partner had to indicate any other services involved (immigrant associations, business associations, professional training centres, information and counselling offices for foreigners, intercultural associations, schools, parishes, police headquarters, job centres, social services, unions, companies, municipal offices etc.), if any networks had been activated and describe the type of co-operation that existed.
8. **Main results of the phase:** it was asked to define if, on the average, the user continued into the following phase or activity programmed (e.g. registration for training/education courses – literacy skills, cultural literacy,...) and if the user continued, once he/she knew the Centre, in his/her pathway to the final phase of accompaniment in finding a job/insertion into the working world.
9. **Operators involved:** description of the professional figures involved in the different types of services (counsellors, foreign social workers, local social workers, psychologists, sociologists, other types of operators).

The following Partners presented their matrix:

- CTP di Udine (Italy)
- CTP di Rozzano – MI (Italy)

- Tampere Adult Education Foundation (Finland)
- KLAIPEDA (Lithuania)
- FACEPA (Spain)
- Akademie Ueberlingen (Germany)
- ECAP Foundation (Switzerland)

The comparison on the matrix is carried out by IRES FVG. Following is a synthesis of the main characteristics which have emerged.

Notice: FACEPA does not directly provide training courses, but it co-ordinates and promotes democratic adult education through several associations and organisations. In order to fill in the matrix, FACEPA asked three member associations to do it:

- Ágora Association – La Verneda – Sant Martí Adult school (Barcelona), where immigrants represent 10% of the students
- Jaume Tuset Cultural Association – Jaume Tuset Adult school (Ripollet), where immigrants represent about 25% of the students
- Ei! CASC ANTIC - Space of inclusion and training association (Barcelona), where most (98%) of people who come to the educational centre are immigrants. One of the objectives is to promote the participation of non immigrant people for getting shared spaces.

9. FINDINGS

“We have fixed the information on the matrix. It was difficult because in daily life of each association, information, welcoming, counselling, etc. are not well differentiated. Each process is not autonomous in itself”.

While reading the following findings, we must keep in mind this quote by FACEPA.

9.1 Information

Information given by partners basically regards their own activities, in particular what the school (or the organisation) is and what it offers (CTP Udine, Italy; CTP Rozzano – Milano, Italy; FACEPA, Spain).

Some partners also give information about other local organisations (i.e. schools), about “new ideas concerning the courses and counselling programs for immigrants” (TAKK) and information on professions, national and foreign institutions and studying conditions, re-qualification opportunities (KLAIPEDA Labour Market Training and Counselling Office).

The immediate aim is to make the local population and local organisations aware of the existence of the service and what it offers, in order to favour the access of target groups to the courses. Wider **objectives** include:

- keeping up the conversation about life long education possibilities and promoting lifelong learning activities
- helping users achieve the right direction
- providing information about cultural elements, resources, etc. of the country
- increasing the participation of immigrant people in the new society
- facilitating the autonomy of immigrant people
- letting the immigrant people know their rights and duties
- increasing a multicultural awareness
- sharing information
- providing information on the social framework, job market, and learning the local language.

Partners have identified a list of **users’ needs** related to the information phase: a general need is to know (or to find out) what these organisations offer and to understand how the courses and the activities are carried out, in order to realise which course the person can actually attend. The CTP in Rozzano has also pointed out the need to give complete and clear information in foreign languages, when required.

At the same time other needs have emerged, such as to get information on profession requirements and educational institutions, where the local language can be learned to facilitate communication competence in everyday situations, and to have schooling levels and other documents in the country of origin recognised (e.g. driving license, diplomas),

to attend training courses, basic education, Information and Communication Technology courses, to get legal framework and job market knowledge.

All partners publicise their service by producing printed material, such as leaflets, posters and brochures with detailed information such as the timetable of the courses. Akademie Überlingen's activities are advertised through the BIZ ("Berufsinformationszentren") of the labour office which contains detailed information on all professions, and also on courses that are below on an apprenticeship level, plus courses for post-graduate training.

All informative material, as underlined by the CTP in Udine, must be updated.

But not always much attention seems to be given to its translation in different languages, although this has been indicated as a specific need.

A key element is, of course, the distribution of this material among local public services and target groups.

Some partners (CTP Udine and TAKK) also use other **resources**, such as press releases, radio announcements, short radio programs, local TV, interviews. These resources are useful because they could reach some disadvantaged groups, like women and disabled immigrants, who can be informed more easily by the media. TV and Radio announcements could also be translated.

A web site can also be an important resource for information. Other partners (Akademie Überlingen) take part at local, regional and national exhibitions or send letters to potential clients (CTP Rozzano).

Other activities appear to be well developed, in that most partners take part in meetings with target groups, with immigrant associations' representatives, local authorities, various social partners, and keep in touch with reception centres.

As a matter of fact, in the information phase **other services** are **involved**:

- job centres
- schools (elementary, middle and secondary)
- training centres
- municipalities

- social services
- immigrants associations
- NGOs (Caritas, Red Cross) and local associations
- women associations
- trade unions.

Some partners have emphasized the importance of **networks**:

The Jaume Tuset Adult school (FACEPA) reports of a welcoming network that was funded with the objective to face all the immigrants' needs. Several types of entities are part of the network.

As reported by TAKK, the Resource Ring is a local co-operative net working for immigrants.

Networks are an important issue. Establishing local networks between all organisations working with immigrants, including municipalities, immigrants' associations, schools and training centres, NGOs, increases the flow of information and promotes co-operation.

With regards to **procedures**, information is usually given first over the telephone or by e-mail and at the information counter. When the registration form is given to be filled in, the procedures for admission are also explained. This first contact also gives the opportunity to better understand the immigrant's needs.

At this point, an appointment is fixed for a personal interview or a group session.

It is also advisable to organise an open event for giving information, as suggested by LA Verneda –Sant Martí Adult School – Agorà Association (FACEPA), or organising group sessions (according to Adult Education rules (Switzerland)).

The main **results** of the information phase are:

- diffusion of information, which also means reaching the users and communicating with them effectively;
- awareness of other services' operators who can inform those who might be interested;

- promotion of learning / training courses;
- information on the needs of participants, giving them an answer directly or addressing them to others;
- empowerment; allowing immigrants to plan their integration strategies, helping people to contact local authorities and potential employers.

An important result for the user is the acquisition of better knowledge regarding the host society and its resources. More specifically immigrants are able to obtain information on professional requirements, educational institutions, and the most asked for professions.

It must be pointed out that during the information phase some other **needs** might arise, which may not directly regard **guidance, education or training** (like health and medical visits, social resources, housing, resident permits, legal assistance etc.). In these cases, it is necessary to provide information to help immigrants resolve these immediate problems.

Even in these situations the importance of networks is evident.

9.2 Welcoming

Sometimes information and welcoming are so inter linked that it is difficult to tell where information ends and where the welcoming starts. Most partners consider the welcoming as that when the first interview with the user and/or the first group meeting take place.

The operators explain the courses and the activities held to the applicant involving his/her spouse (TAKK).

During the interview the operator collects information on the person, on his/her schooling and his/her learning or training needs and tries to understand the level of competence, so that the learning group can be defined and a learning programme drafted out. The operators and the users also talk about the user's interests and motivation.

During this phase many partners also carry out entrance tests, language level tests or tests for the assignment of any school credits.

Teachers and students get acquainted during the first group meeting, when they dialogue about how the centre works and about each person's needs.

In this phase it is important that "the atmosphere is warm and friendly" (La Verneda – sant martí Adult School Agorà Association).

The main **objective** of this phase is to welcome and to guide each student in his/her learning process. In order to be able to do this it is essential:

- to learn the personal situation, the schooling/training/professional experiences and competence as well as the language knowledge of users;
- to understand the needs and the educational/training requirements of each person and of the group;
- to analyse each user's motivations and expectations;
- to help students become aware of and understand their needs, and decide the individual learning pathway to be followed.

Partners also indicate other **objectives**, such as:

- to motivate the students
- to favour collaborative learning
- to promote the feeling of warm welcoming, to avoid feelings of embarrassment
- to promote participation in the centre
- to promote inter action with the local people and culture
- to encourage immigrants to become more socially active
- to help immigrants become more autonomous
- to teach immigrants their rights and duties
- to help the new comers find a place in the local society and to plan their integration (at a social and professional level).

Some of the **tools** used in the welcoming phase are the same as those used for information: brochures with details about activities, course timetables, a resources-guide and registration forms.

More specific tools are the interview form or an interview outline, entrance tests and credit certifications and, in order to favour a warm and friendly atmosphere, coffee or tea.

Procedures include:

- setting up appointments for the initial personal or group interview
- filling in the registration form and the interview form
- creating a personal folder
- establishing the date of entrance tests, giving out the tests, correcting and evaluating them
- determining the competence level in and identify the project and learning group most suitable
- introducing the student into his/her learning group
- taking part in activities of the centre (classes, meetings, parties)
- group animation as well as individual welcoming.

Most partners identify the users' main **need** as the learning situation in which the student will work, with respect to each one's role (space, time, role and job). This implies knowing how the centre works or, in other words knowing its features, activities and purposes. It is also essential for users to gain information on the learning and evaluating system, and on school credits.

Another need for the user is to express his/her educational goals and to identify the tools requested to transform an educational need into an educational project.

Finally, some partners identify broader needs, such as to understand and be understood, to find a welcoming and friendly environment and to know local people (obtaining first help and introduction to basic social and language knowledge).

The number of other services involved in this phase is limited, due to the fact that all activities concentrate on the relationship between the user and the organisation. The CTP of Udine indicates, in this case, cultural mediators' and other local associations, the municipality information centre for immigrants, professional training schools, secondary schools, while the La Verneda – sant martí Adult School Agorà Association indicates two participant people associations which exist in the school. Switzerland indicates local immigration public and private services (often mixed networks).

The main **results** reached in this phase are:

- recruitment of students and first approach beginning of the relationship
- analysis and definition of requests, of learning and training needs
- definition of individual learning pathways
- formation of project-groups based on different learner levels
- participating in equality in the classes, events and meetings of the centre
- speeding up the integration process and professional insertion, so as to avoid social isolation and tensions.

When welcoming immigrants particular attention should be paid to cultural sensitivity, which means showing respect for different cultures and offering services in an appropriate manner, so that everyone can truly feel welcome and therefore more motivated to enrol.

Since interpersonal communication is a relevant part of this phase cross-cultural communication skills also play an important role and should be developed particularly by front line operators and those who conduct interviews and group meetings.

Analysing previous schooling, training and professional experiences and competences might be difficult if we don't know the educational systems in the country of origin. As mentioned above, specific information on this issue can be found on the UNESCO web site.

When analysing training needs and defining the learning pathway the immigrant's situation must be well known in order to give proper advice. Therefore some basic knowledge of legal restrictions and immigration law is useful.

10. COUNSELLING

After welcoming the users, and perhaps some initial advice, a more in-depth process develops.

The partners conceive and carry out counselling in considerably different ways.

FACEPA associations report that there is no specific service for counselling, since it is mainly informal. On the other hand the CTP of Udine describes this service as a three-step process:

At the beginning, project-group meetings take place to understand the individual expectations and make a class agreement; project-group meetings are also held for intercultural education. During this phase the learning agreement is decided.

During the learning pathway, individual interviews are carried out with the students and their family (if minors). If necessary the learning pathway is adjusted; the Learning Agreement is monitored. Also learning-group meetings monitor and evaluate the learning process.

In exit, during individual interviews there is an evaluation of the Learning Agreement. Students are accompanied to a professional training school or to the regional counselling services. They are encouraged to continue the learning path within or away from the CTP. During a project group meeting the learning process is evaluated.

In general, we can see that students or users are first guided to analyze the circumstances and then to make a decision. Partners indicate as part of this process the following activities:

- discussions about the student's interests, limits, alternatives and plans
- discussions about education and working experience in his/her home country
- education to action planning

- guiding in the personal decision making
- defining and creating a personal project
- individual and group counselling, vocational consulting, vocational suitability diagnosis, social adaptation, personal problems, job searching issues (KLAIPEDA).

Objectives also vary. According to partners they include:

- developing awareness of the context and of the learning situation at the centre
- encouraging students to interact in complex situations within the learning group
- encouraging an active and cooperative learning approach
- developing the ability of self-evaluation in learning and rebuilding the process and dynamics of the learning process
- stimulating users to understand their worth, hobbies, skills, capabilities
- helping students envision their future training and work projects
- offering tailor-made assistance in planning one's occupational future and in job seeking according the needs of each individual
- giving the individual a solid bases for his/her decision in professional development, in consideration of the labour market requirements and local restrictions
- helping students develop decision making strategies
- defining a personal plan
- giving support to the realisation of the project.

Specific **tools and resources** include an interview form, the analysis of the personal background, (motivations, values, skills, strong and weak points) and a prospective vision (description of the project and the strategies to achieve goals/objectives).

Using a simple form to record client and interview details with the client's consent is regarded as good practice. For repeated contacts this form acts as a "reminder" of the case details for the adviser.

The CTP of Udine has a specific **interview form** for foreign students. Some questions concern the length of stay in Italy and the reasons and aims of migration. This information permits better knowledge of the student's condition and needs.

The CTP of Udine hands out counselling material produced by the regional counselling services.

Even the CTP of Rozzano (Milan) has a specific individual interview form which concerns the collection of a lot of personal information on the client. It also contains an operator's form, where some of the clients' competences are registered, relating to the cognitive, relational, labour, motivational, managing spheres and to the behavioural balance.

Some partners also carry out psychological tests and some define a personal Learning Agreement or personal learning plan.

KLAIPEDA also offers specific training programs on-job opportunities, self-knowledge and positive self-estimation and profession choosing. Users also watch and analyse videos on social skills.

In this phase a relevant task is the collection of information: partners report that information is collected during the initial counselling phase, during the interview and counselling sessions, during the learning activities and group conversations and during the job training periods. Personal interviews take place with a tutor, a referent teacher or a counsellor. A learning agreement is defined (CTP Udine) and an individual action plan or project agreed on. The personal folder is filled in and a personal book (autobiography) is prepared. Individual cases are analysed during teacher meetings.

The academic counselling is not usually a priority for immigrants, since their **needs** are initially more focused on residence, work, housing, as FACEPA points out. Nevertheless immigrants need to learn the local language in order to be able to communicate effectively.

A need that also arises is to obtain the minimum educational qualification of the host country or to obtain recognition of the educational qualifications acquired in their country of origin.

Therefore it's necessary to get information on the local School System and specific information on Adult education, on learning and professional courses offered by partners or other centres.

In other words, individuals need to get more knowledge for their decisions, also on working possibilities and self-employment, in order to identify jobs that are coherent with one's learning pathways (or vice-versa).

They also need to develop self-reliance and acquire successful skills, which can be useful, for example when having an interview with the employer.

During this phase some **other services** are **involved**, such as:

- cultural mediators associations
- municipalities that sometimes help with translation services
- secondary schools
- professional training schools (CTP of Udine and Rozzano)
- the Regional Counselling Office (CTP of Udine)
- trade unions
- job centres
- counselling services (cities, churches, unions etc) that can help in special problematic situations.

The major **results** of this phase are indicated by the partners as:

- better recognition of personal mainstream interests and tendencies
- awareness of personal value and sense of responsibility
- recognition and awareness of opportunities

- increased motivation for self-learning and for reaching goals
- development of self awareness and/or further training projects

which all lead to more practical results, such as:

- registration at a professional training course or at a secondary school course for adults
- attendance at the chosen course
- introduction into the job market.

11. ACCOMPANYING INTO THE LABOUR MARKET

This service is described as giving support in finding a work place or guidance to the realisation of the professional project and therefore it involves:

- guidance in local labour market
- counselling and guidance in personal decision making
- vocational consulting and vocational suitability diagnosis
- group counselling, which includes personal adaptation training,
- provision of suitable training sequences of different content, method and duration
- learning from experience and learning by doing method
- placement in companies
- ongoing guidance during training
- ongoing guidance at the workplace.

Some partners, like the CTP of Udine and the FACEPA associations don't offer this service. But they do facilitate information and contact with other services, such as job centres. They also facilitate exchange of work offers and offer some training to acquire tools for looking for a job.

According to Akademie Überlingen the **objective** of all measures is to give the individual a solid base for decision making, professional development, in consideration of the labour market requirements and local restrictions.

In other words, the objective is to develop more choices, to value different alternatives and choose the right one and therefore to involve immigrants in their process of insertion into the labour market, reinforcing their competences.

TAKK reports that the specific objective of job training is to make students understand the local work scene and to improve linguistic competences in real-life situations and to improve co-operative and interactive skills.

Partners listed a wide range of **tools and resources**:

- psychological diagnostic methods
- training programs
- personal file and a file on the cross-cultural skills or a personal professional description
- daily diaries of job training experiences
- training reports
- provide job offers
- list of associations that favour access to the labour market
- visits to companies
- placement in companies.

Partners also follow different **procedures**:

- they stimulate students/users to reflect about their own feelings and attitudes, about priorities and needs, in order to understand their own potential and limits, and determine problem solving pathways;
- others indicate participation in a course or an individualised plan;

- procedures include experiences of self expression in real working situations through training and teaching how to prepare a curriculum vitae.

Procedures also regards group animation, traditional and innovative training paths.

“The insertion in the labour market is a first priority for immigrants”. In this perspective **users need:**

- to understand their own skills
- to improve their decision making
- to have a realistic view of time and techniques necessary to realise their professional project
- to learn how to find a job (where to go and how to apply)
- to continue training and to update vocational and social skills
- to develop an intercultural sense.

Partners usually **involve other services**, such as:

- Professional Training Schools
- Job centres
- Labour market training centres
- Associations for labour insertion (Barcelona Activa) and specific associations for the labour insertion of women (Dona Surt)
- Other associations and networks.

Not much attention seems to be paid to involve employers' or craft associations, even if it could be an interesting opportunity.

The intermediate **results** of this phase include awareness of personal professional potential and attending an apprenticeship course, even though the ultimate result of the course remains “defeating the barriers which stand in the way of a personal realisation in the labour market” and finding a suitable job.

11.1 Operators involved

An essential issue concerns the operators involved in the different activities: information, welcoming, counselling and accompanying in the job market.

In some cases the same operators are involved in all four phases. For example, at the KLAIPEDA Labour market and counselling office, “all the work is done by three psychologists-consultants, who all have a highly specialized psychological education”.

The “Ei! Casc Antic” (FACEPA) team, composed by an intercultural mediator, a pedagogue and the coordinator of the entity, follows users from the beginning to the end. In the other two FACEPA associations information and welcoming are carried out by educators, volunteers and the same users of the centre, regardless of their professional role and background.

Other partners like the CTP of Udine and Rozzano rely mainly on their teachers, but the CTP of Udine also has a specialist counsellor for the counselling phase.

As stated above, cultural sensitivity, some knowledge about the culture of users and multicultural awareness are necessary for all operators involved.

11.2 Presence of cultural go-betweens/mediators and their role

Most of the partners don't seem to give much value to the presence of cultural go-betweens and mediators.

In some cases these are not available at all and sometimes they are present “only when necessary, to translate an interview and help to fill in the forms”.

On the other hand some partners, like the CTP of Udine feel the need to call in cultural and linguistic mediators. They translate informative material into the most spoken languages and are present at the initial interview when students don't understand or speak Italian yet, but they are very active during the welcoming and counselling phase, too. For example, they analyse student's schooling experience in the country of origin so as to introduce him/her into a proper group (see also TAKK), they translate entrance tests and carry out language accreditation in the student's mother tongue. They are also present at language classes to bring out the student's experiences and already acquired knowledge, and to favour the learning of the local language.

At the “Ei! Casc Antic” (FACEPA) centre there is a person, who works as a mediator and is therefore constantly present. Her role is not only to translate, but also to explain the culture and customs of the country of origin. In other cases other participant immigrants do mediating.

Since for many immigrants language is the most important barrier to accessing services, especially at the early stages of the integration process, organisations should provide interpreters and translators when necessary or, even better, cultural mediators. The alternative is to employ multilingual advisers, who should also have some training in multicultural communication. Immigrants themselves are a great source from this point of view.

In synthesis, it can be said that the guidance process has an impact on:

- Educational motivation and performance
- Employment and unemployment
- Ethnic minority issues
- Labour market flexibility
- Personal barriers.

The principal “personal barriers” of these target groups (youths and adult immigrants) are: lack of information, networking, social/geographical factors, educational background, domestic situation, work situation, prior experience, psychological factors, racism, language, equal opportunity, attitudes.

The following elements are necessary in order to improve guidance services and improve social integration:

- Increase awareness of the advantage of services offered
- Build up a network with other agencies
- Make services accessible to the people
- Introduce people to guidance services for adults
- Create an adequate, welcoming environment
- Invest in training for trainers in order to offer the best services as possible.

During the next phases of the MOSAIC project (with the publishing of guide-lines defining a model of best practices in welcoming immigrants based on the experience of the Partners and their tools for immigrant guidance) new tools and models will be identified and experimented.

The following case study of an English institute, active already fifteen years in the field of immigrants and/or refugees, is presented below as an example of good practice.

12. A CASE STUDY: REFUGEE EDUCATION AND TRAINING ADVISORY SERVICE

Retas – Refugee Education and Training Advisory Service is a division of WUS – The World University Service. WUS (UK) is a non government charitable organisation linked to others across Europe and is committed to providing education and training especially for refugees. WUS is a membership organisation, which is part of a network of WUS committees throughout the world.

Retas has been working for over 15 years in advising refugees and asylum seekers on education, training and employment opportunities. It is the leading agency which helps refugees with professional qualifications to practise their profession in the UK, giving advice on overseas qualifications and re-qualifying. Retas advocates for its clients and provides advice on how to raise funds for course fees. Retas helps refugees enrol at English Language courses. It also runs courses and a range of support activities designed to help them enter the working world. It gives small grants mainly for part-time courses (when funds are available).

Retas' mission is: to support the social and economic development of refugees and asylum seekers in the UK and at a European level by facilitating their access to education, employment and training opportunities, and helping them developing their potential both as individuals and members of a community.

Retas provides direct help to over 2.000 refugees and asylum seekers each year.

The main type of courses and certification offered by Retas are the following:

Jobsearch and Orientation courses

A series of two week courses run throughout the year including an overview of the UK labour market, individual careers assessment and preparation of C.V., letter writing and mock interviews. Help towards travel and childcare costs are available.

Start-up Business and Self Employment Support and Training

It's a five-day, self-employment course for refugees and asylum seekers interested in setting up their own business or going into partnership with a co-operative. The course focuses on issues and information related to matters concerning knowledge of the small-business environment in the UK, financial opportunities in the UK and how to prepare a business plan. On-going support is available for trainees after the completion of the course.

NVQ Level 3 in Advice Work

This course is suitable for refugees and asylum seekers who have some experience in advice giving and who would like to achieve a nationally recognised qualification: NVQ3 (National Vocational Qualification) in Advice and Guidance. It equips trainees with the general advice skills in education, employment, immigration, housing and welfare rights. The course is a combination of technical training, work placement and NVQ sessions at a further education college (4 weeks induction programme + 12 weeks placement).

Jobsearch course and re-qualification programme for refugee doctors

This programme offers a comprehensive support package for refugee doctors living in London who wish to re-qualify. It provides information and advice on professional re-qualification, mentoring support (one-to-one advice and support from a UK doctor) and financial assistance.

Human rights advocacy training for asylum seekers and refugees from Africa and the Middle East

Practical training for asylum seekers and refugees who, while living in the UK, want to address human rights issues affecting their home countries or region. The programme aims to help refugees give voice to their human rights concerns, particularly through awareness raising and public education, within the UK.

These practical courses identify strategies for human rights advocacy and campaigning, and explore opportunities within the UK, Europe and the rest of the world. Participants have the opportunity to meet and draw on the experience of a wide range of contributors - from parliamentarians, journalists and lawyers to representatives of human rights organisations. Participants are assisted in the development of their own human rights projects during the three-month duration of the course.

Participation in past courses has led to the organisation of conferences, launching of websites, establishing of networks and organisations, and launching of a number of campaigns on different human rights issues.

With reference to the types of services hereto analysed, regarding each Partner, we will now what services are offered by Retas and what tools and resources are used in these services.

With regards to INFORMATION, the principal services offered are:

- production, updating of information brochures/leaflets (with timetables of telephone advice line and of the drop-in sessions); distribution of material and posters among other agencies.
- Refugee advice line (phone) two times a week (Tuesdays and Thursdays): advice on education, training, government and other funding schemes in the UK.

Information tools and resources used in this activity are:

- Information brochures/leaflets in English and foreign languages
- Newsletters
- Posters placed in other strategic agencies
- Data base of over 1.500 organizations
- Network: good links with a number of relevant refugee organizations
- Statement of services (What you can expect from Retas, What you can expect from an adviser, What Retas expects from you)
- Telephone advice line two afternoons per week
- Advice sessions in colleges and refugee community organisations.

As for WELCOMING, the main services offered regard:

- refugee advice line (phone) twice a week (Tuesdays and Thursdays), advice on education, training, government and other funding schemes in the UK.
- Office advice service: drop-in sessions on Tuesday and Thursday mornings (no prior appointment is necessary).
- The receptionist assesses the person's eligibility for services on offer and discusses the reasons for which the person seeks advice, and refers him/her to an appropriate RETAS adviser or to an appropriate external institution or organization.
- If a client has a physical disability, he/she should inform Retas in advance by telephone and e-mail, so that arrangements can be made to enable him/her to access the service and guidance area. The training room, however, does not have any disability access.

Objectives of this activity are:

- to welcome clients and to refer them to advisers
- to assess eligibility

Tools and resources used are:

- Personal file with copy of immigration papers, including permission to work document (if applicable)
- Printed information material (in different languages) including leaflets on education, training and employment on display in the reception area
- Client evaluation form on services obtained, available at the reception desk
- Client consultation group meetings for client feedback

The COUNSELLING phase consists of:

- An in-depth interview of up to one hour
- Assessment of prior qualifications, skills and experience
- Advice on the equivalence of prior learning and qualifications
- Information on rights and entitlements to education, training and employment in the UK, including professional re-qualification
- Accurate and up to date information on courses in adult, further and higher education, as well as occupations and career options, including starting up own business

- Advocacy with other service providers and statutory bodies
- Information on fundraising opportunities from educational trusts and charities, including Retas' own grant programmes
- Referral to an appropriate institution when Retas is not able to offer the service the person needs
- Specific **courses** are offered:
 - ✓ Jobsearch and orientation courses (two weeks)
 - ✓ Self-employment support and training
 - ✓ (Nvq level 3 in advice work Human Rights Advocacy training course)
 - ✓ Promotion of **volunteering opportunities** for refugees and asylum seekers.

Information tools and resources used are:

- Individual interview at Retas
- Outreach service for refugee women
- Advice sessions in colleges and refugee community organisations
- Reimbursement of travel expenses each time the clients come for an interview
- Travel and childcare costs are available for Jobsearch, Orientation courses, self-employment courses and work-placement
- From time to time Retas' own grant programmes might be available
- Client comment form available from the receptionist for client feedback
- Client consultation group meetings for client feedback
- Leaflet on refugees' legal status and educational entitlements
- Leaflet on British academic, professional and technical qualifications.

The service of ACCOMPANYING INTO THE LABOUR MARKET regards:

- Assistance for those attending Retas Job courses and those who require assistance in finding appropriate work placement and/or employment
- Information on employment opportunities, work placements and voluntary work
- Assistance with C.V. writing and completing job applications

- An on-going support for all trainees after the completion of the self-employment course

The system includes a mentoring scheme, where a refugee is mentored by a (retired) professional from a specific field (e.g. managers, financial advisers, businessmen, etc) with the intent of offering specialist information and advice on how to find a job in a specific profession. The Mentors help individuals by utilizing their contacts and inside knowledge of companies and institutes, and by building up formal and informal networks of employers.

An important tool used in this phase is a brief guide “Where can I look for jobs?”.

In the WELCOMING and COUNSELLING phase most Retas advisers are multilingual. Clients are asked to tell the receptionist if they wish to speak to an advisor who speaks their language and the receptionist will try to arrange it. Professional interpreters can be arranged for a follow up visit if necessary.

The main results of the two phases are:

- a mutually agreed action plan, which states the steps the client or the adviser will need to take
- a better understanding of the British education/training system
- understanding of possible education/training/employment
- deciding on a future education or employment
- registering at a course
- building confidence.

Other services are also involved, such as: other agencies, refugee communities organisations, other service providers, statutory bodies, colleges, etc.

In the last phase (Accompanying into the labour market) the clients participating in this scheme are job-ready, with adequate language proficiency, having already attended a job-search programme. They need assistance in finding appropriate employment. Mentors may be involved in these activities: they can help to raise awareness of employers on refugee employment potential through advisory process, organizing and running seminars and workshops with employers.