

# AQQua

*Availability & Quality*



*Final Report*

*Vienna, February 2009*





Bildung und Kultur

Socrates

BM.W.F<sup>a</sup>

Austrian Federal Ministry of Science and Research



## LEGAL DISCLOSURE

**Editor:** Zeit!Raum - Verein für soziokulturelle Arbeit  
Sechshauser Straße 68-70  
AT-1150 Wien  
Austria  
www.zeitraum.org

**Editorial:** Elke Aigner, Reinhold Eckhardt,  
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**English Copy Editing:** Claudia Hoffman

**Graphic Design:** Magdalena Lesniowska

**Photos:** Zeit!Raum Archives, Ulrich Dertschei,  
Robert Strasser (Pressefotos.at)

**Printed by:** Albakopie, Wien

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2009

The AQUA project was financed by the European Community within the SOCRATES Programme framework and co-financed by funds of the Austrian Federal Ministry of Education and Arts and the Austrian Federal Ministry of Science and Research. The Conference was organised in cooperation with the AK-Wien (Chamber of Labour).

# AQua – Availability & Quality

## *Final Report*

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# *Introduction*

This synthesis report is an outcome of the SOKRATES project “AQua – Availability and Quality”. Within the framework of this project, partners in six EU or EU applicant countries – Austria, Cyprus, Germany, Slovakia, Sweden and Turkey – joined their efforts in a two year project to investigate the situation of young migrants, minority members and young people with migration background within the educational system and on the labour market. The according country reports, which build the basis for this synthesis report, were written by Marina Schober and Helene Trauner (Zeit!Raum, Austria), Costa Constanti (University of Nicosia/Intercollege, Cyprus), Jens Friebe (German Institute for Adult Education, Germany), David Kostlán (Slovak Academy of Sciences, Slovakia), Lennart Frimodig (Integra, Sweden) and Emre Işık (Mimar Sinan University, Turkey). They were supported by a steering committee which consisted of experts in the field of migration, education and labour market.

Within EU countries, the unemployment rate of young people and especially among young migrants is considerably higher than the total one: While in February 2006 <sup>1</sup>, the total unemployment rate was 7.6%, the unemployment rate of young people under 25 within EU-25 amounted to 18.5% (Turkey: 19.6%) and it is assumed that young non-EU-migrants are three times more affected than nationals. The total youth unemployment rate of some countries is still widely above the average (e.g. Slovakia with 30.5%). When we additionally consider the fact that the unemployment rate among lowly qualified people (12%) is much higher than the one of highly qualified ones (around 4%) <sup>2</sup>, the call for action in the area of migration, education and employment is clearly evident and thus made the starting point of “AQua”.

The main factors which may explain these differences are unsuccessful social inclusion and discrimination, barriers to participate in education, the mismatch of skills and qualifications, too little recognition of qualifications, a lack of incentives or inter-generational transmission.

In addition to labour market integration related underachievement, the educational outcome of this group is below average. Explanations can be found on different levels, which interact in manifold ways: Factors on the system level include the start and duration of compulsory schooling, the per-day time in school, early school tracking, the curriculum, (missing) first language support, and standardization. On the school and community level the quality of instruction and of teachers (selection and training), the number of students, the time with teacher guidance, student-teacher relations and infrastructure are co-determining factors. On the family level, factors such as professional positions within the family, household income, ambitions for the child and support, family composition, cultural and social capital are aspects which influence the educational and professional career. On the individual level there are cognitive, social and motivational preconditions as well as styles, strategies and attitudes towards learning. Apart from this spatial segregation is an important factor. Overall, the socio-economic background is the most influential factor to explain educational outcomes.

<sup>1</sup> EUROSTAT 2006

<sup>2</sup> EUROSTAT Yearbook 2005

It was the motivation of the AQua project to contribute to the improvement of the actions taken for young migrants, people with migration background and minority members in the fields of education and employment. We aimed at answering the question what can and must be done to enhance the opportunities of these people in education and employment. This includes the identification of existing good practices regarding policies and measures and an analysis of the situation regarding the evaluation of educational policies and measures, as well as detailed aspects for further development regarding those policies and measures and their evaluation. The project AQua intended to link migration to integration.

In the course of the project it became clear, that in order to investigate and analyze this link, the focus must be drawn not only on integration itself, but also on social exclusion. Discrimination is in some cases increased through mutual reaction with spatial segregation; this is a strong factor in some countries within the AQua project.

When we talk about the overall underachievement of migrants, people with migrant background and ethnic minorities, we certainly have to point out that there are large differences in competencies, grades, participation and degrees between different social groups, be it according to socio-economic background, first and second generation students or with specific national, regional or ethnic background. Of course there are many individuals who are successful, and also if we study various groups of people for instance, according to their national background, it is noticeable that some perform above the nationwide average of young individuals within a country. What we did, was to examine multiple axes of intersecting differences and distinguishably define the lack of adequate policies and measures for our target groups.

Taking this into account, it must be added, that the term „target group“ is used in the respect that we analyze the situation of this group, but not to such a degree as this would be the only group concerned with the topic or to be addressed by it. On the contrary, as our issue is also one of discrimination and consequential anti-discrimination measures. These need to be taken, towards society as a whole and especially protagonists in the field need to be aimed at specifically.

The target group of the AQua project are young migrants and people with migration background as well as members of ethnic minorities between 16 and 25 years of age. The main motivation for choosing this target group is the fact that they are among the most disadvantaged and vulnerable people on the labour market. We can epitomize our target group as “groups that are vulnerable because of ethnicity and/or their legal status”.

In the course of the project two tools were developed: a checklist for criteria for good practice and an evaluation checklist (see annex). Our intention is that these tools support forthcoming projects and programs in the field by listing possible criteria to be kept in mind when designing, carrying out and evaluating projects and practices for young vulnerable persons who are disadvantaged with regards to the educational as well as to the labour market

system. We hope these tools will be found useful and developed further.

The AQua project chose a field of research in which evaluation is still a marginal phenomenon in many countries. In many of the participating countries this project is one of the first to advocate evaluation as an important medium to reveal the efficiency of projects and policies directed towards the country specific target groups.

By this we aimed at contributing to the development of evaluation policies in the EU and EU applicant countries.

There is still a lot to be done to reach more equal opportunities for young migrants, people with minority background and members of ethnic minorities in education and the labour market. We hope to contribute to the improvement of their possibilities in education and labour market career and thus to a more equal society and the well-being of its members as a whole.

In the following chapters we present the main background information and our findings on the issue, starting with objectives and goals of the AQua project in chapter 1. In chapter 2, we describe the collection of data, research methodologies and questions regarding data availability. In chapter 3 we present an analysis of the background of our issues; here we compare the situation in the six partner countries regarding migration, the situation of the target group in the educational system and on labour market and then describe the policies and measures for young migrants, people with migration background and members of ethnic minorities in those countries. In chapter 4 we present an analysis of the issue regarding policies and measures, namely our so-called good practice examples, and evaluation. This chapter is followed by our final conclusions and aspects for further development in chapter 5. The report concludes with the description of the added value of the AQua project in chapter 6.

### *Acknowledgements*

Without the friendly support and generous transfer of information regarding our research topic by a large number of organisations and experts in the field of migration, education and labour market this project would not have been possible. We want to thank them for their cooperation!

We also want to thank Jean-Yves Stefani from the European Commission – Directorate General for Education and Culture for his support and constructive suggestions in the course of the project, which helped us to produce a better outcome.

# *1 Objectives and Goals*



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The project „AQua –Availability and Quality“ is aimed at a (re-)evaluation of job-oriented actions for young unemployed or job-seeking migrants, minority members and persons with migration background and an international exchange of experiences. Missing evaluation of policies and measures is a major obstacle towards the advancement of policies and measures and thus, in our field of interest, a hindrance to young migrants, people with migration background and minority members for succeeding in education and employment and reaching their full potential.

The main question we want to answer is therefore: How can the situation of socially disadvantaged young people, especially migrants and their descendants as well as minority members, be improved within educational systems and on the labour market in Europe?

According to the situation regarding migration in the partner countries and especially the situation of young migrants, minority members and young persons with migration background in the educational system and on the labour market, the AQua project had the overall objective to contribute to the improvement of the conditions of those groups on the labour market, especially by ameliorating the arrangement of measures in the participating countries and subsequently activating a positive development regarding occupational perspectives and educational possibilities for those groups and other vulnerable groups. This project should ascertain the impact and value of the actions taken regarding young migrants, minorities and people with migration background in education and on the labour market. The cross-national comparison of data regarding the barriers of, “do’s and don’ts” in the area of the problems shown is also intended to contribute to the evaluation policies in the EU and EU applicant countries.

The survey also intends to challenge educational politics by calling the attention of decision makers to new and better ways of educational policy. All project partners will further promote this process by distributing the results to relevant protagonists in the field and stimulating discussion on these issues.

## *2 Data Collection, Research Methodologies and Data Availability*



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In the following chapter we will briefly outline the sources and procedures of data collection within this project as well as methodologies used for research. Additionally we will describe intermittent difficulties regarding data collection.

There are some methods all reports have in common, but in some aspects there are differences which result mainly from two origins:

- the fact that different target groups were chosen and as a result
- different approaches on data collection and evaluation have been used

### *2.1 Definition of Target Groups*

With regard to the comparative approach of the project, the selection of the target groups was a first step for our project partners. Soon it was clear that target groups differ significantly according to the national situation and the country's history of migration. Thus, at a very early stage of the project it was agreed to clearly define country specific target groups in order to give consideration to the country specific situation and, in a next step, focus on target group related practices and programmes in the educational and labour market sectors. According to the project application the overall aim for all partners was to focus on young people with migrant background who start to enter the labour market at an age between 18-25 years old. This focus was modified on young migrants, ethnic minorities and young people with migrant background between the age of 16-25 during the project. As a result, in Austria and Germany, young people with Turkish and ex-Yugoslavian immigration background were selected. In **Germany**, young migrants to the age of 30 meanwhile represent 60 % of the Turkish society in Germany and about 36 % of young Turkish migrants are born in Germany (Sen 2003, p.1). The second and third generations' general circumstances and attitude towards life differ significantly from those of the first generation immigrants. While the first generation clings tightly to the idea of repatriation, this perspective is frequently irrelevant for the succeeding generations. Younger migrants rather expect to find a secure existence and acceptance in Germany. These adolescent descendants of the first generation have had to experience denied access to attractive careers, as well as being conceived as clichéd "Turkish" and therefore "culturally foreign", even without language deficits. Simultaneously they are perceived as dissimilar by their forefathers. The doubled alienation is a specific characteristic of the second and third generation. This insecure status between society of origin and society of the country where they live can make it very difficult for the adolescents to construct identity. In **Austria**, young people with Turkish and Ex-Yugoslavian background are most affected by youth unemployment, albeit countermeasures mostly do not aim at this group, for instance because they are too old for the educational system and too young – because largely too lowly

qualified – to consume existing measures for (further) education currently available on the labour market. In **Sweden**, non-European asylum seekers and their descendants comprise the most vulnerable group on the labour market. Thus here the target group are young people with immigration (refugee) background who neither study nor work.

In the case of the states in transition, the situation is very unclear and it was quite challenging to agree on the target group. **Slovakia** has the lowest immigration population in the whole EU and the social group of young unemployed immigrants is practically non-existent. However, Slovakia has two large ethnic minority groups: Roma and Hungarians. Together they constitute one fifth of the whole population. Young Roma people are one of the most vulnerable groups on the labour market because of a combination of various factors, such as: age structure, low educational achievement, reproduction of poverty and ethnic minority status. This combination makes it a great challenge for policy makers to implement the special programmes to integrate young Roma into the labour market.

In **Turkey** immigrants are not the most vulnerable group either. Instead of international immigrants, internal migrants (among them also internally displaced persons) who moved from rural parts to big cities such as Istanbul face the biggest danger of social exclusion. Their limited access to various services including education and training is not only a result of social exclusion, but also of spatial segregation. Furthermore they are confronted with negative attitudes and prejudices towards them; they are seen as the reason and source of crime and disorganisation of social life, which worsens their disadvantaged existence in society in general, and in Istanbul’s urban fabric in particular.

In the case of **Cyprus**, the target group of this study was young immigrants, ranging from 16 to 25 years of age that are from non-European countries. They are the majority of migrants in Cyprus and face the greatest difficulties, and it seems that immigration is increasing in this demographic area.

The research focused, firstly, on the situation of the selected target groups in the educational and labour market sector and, secondly, on educational and labour market related measures available on behalf of or including this selected target groups within the respective countries. The different country specific definitions are listed in the following table:

Country	Definition		Age
Austria	• Second and third generation	• Mainly Turkish and ex-Yugoslavian origin (all former Yugoslavian states)	18-25
Cyprus	• Other than European migrant	• Above all first generation	16-25
Germany	• With migration background	• Subgroup: “people of Turkish origin”	16-25
Slovakia	• Roma ethnic group	• People from socially disadvantaged background	16-25
Sweden	• Young people with immigrant (refugee) background	• Subgroup: those who neither study nor work	18-25
Turkey	• Internal migrants: mainly south-eastern and eastern central Anatolia, Black Sea	• Subgroup: women	17-24

## *2.2 Data Collection and Methodologies*

For the six country reports the partners used two main sources of data collection:

- review of literature and internet research at national and EU level concerning the actual situation of the defined target groups
- expert interviews

The literature review and internet research included research studies and surveys, strategic documents, official state websites, electronic journals, national and local newspapers as well as national and EU data bases.

For the expert interviews most partners used interview guidelines. The interviews were conducted with main researchers in the field, with experts from the academic field, from NGOs and the institutional sector, researchers on the issues of migration, the so-called 2<sup>nd</sup> and 3<sup>rd</sup> generation of migrants, labour market and integration, academic and non-academic evaluation experts or with experts from social sciences and social partners.

The reports from Austria, Cyprus, Slovakia and Sweden additionally mention conferences and/or seminars as data sources. The obstacles regarding data availability on the situation of the target group led the Turkish partner to conduct a small survey including interviews with 50 young people.

During the AQua steering committee meetings and the AQua partner meetings we had the possibility to discuss all interim results, revise our approaches, get new information and recommendations from each other in order to come to an agreement on the structure and the proceeding of the scientific reports and to optimize the outcomes for the AQua project.

## *2.3 Difficulties Regarding Data Collection*

One of our main challenges in the project were the differences in existence, access to and availability of data on the situation of the target groups. Regarding the availability of data the researchers faced two main obstacles:

1. problems regarding the availability of data on the target groups (e.g. because of a lack of statistical visibility of the target group)
2. problems regarding the availability of information on measures and policies for these groups or including these groups and their evaluations

### *2.3.1 Availability of Data on the Target Groups*

Regarding the possibilities to gather data on the target groups, all countries except for Sweden faced certain obstacles.

In **Cyprus** statistical data on the target group of young immigrants from non-European countries was hard to come by and the report had to rely mainly on estimates by official authorities. Cyprus had to face the most severe problems with data availability in general: The report states that it was almost impossible to gather data, because possible interview partners from public institutions and also from NGOs were not willing, suspicious or not informed. This is the result of the fact that the situation of refugees in Cyprus is a taboo topic.

In **Turkey** data on migrants in general as well as on migrants' education and professions was also hardly available. The situation regarding data on the target group of unemployed internal migrant youth in Istanbul as a very marginalized and discriminated group is even worse.

**Slovakia** had to struggle with the lack of statistical visibility of ethnic minorities in Slovakia in general: As it is not allowed to gather data on the ethnic group a certain person belongs to, reliable statistical data on ethnicity is missing and conclusions have to be drawn from self declarations and via estimates. The group of Roma children is rather indirectly traceable: The category "children from socially disadvantaged environments" (children from SDE) describes this group most reliably.

For **Austria** and **Germany** with their target groups of young people with migrant background – for Germany of Turkish origin, for Austria 2<sup>nd</sup> and 3<sup>rd</sup> generation<sup>3</sup> of migrants with Turkish and ex-Yugoslavian origin – the main obstacle was that migration background is only a recent category for data analysis and therefore little data exists. In Austria no countrywide official data on second generation migrants exists, because statistics on the migrant population refer to non-Austrian nationality.

**Sweden** is the only country out of the six that has little problems with the availability of data on certain groups of people. Here "many institutions produce valuable investigations concerning migration, unemployment and education" (Swedish Report, p. 11), among the most important ones are the SNS (Centre for Business and Policy Studies) and the IFAU (The Institute for Labour Market Policy Evaluation).

<sup>3</sup> Members of the second generation with a migrant background are defined as the children of immigrants who were either born in Austria or immigrated before school age. They were either born as Austrian citizens or became naturalized or they are non-Austrian nationals (Herzog-Punzenberger 2003, p.7). Their children constitute the 3<sup>rd</sup> generation.

### *2.3.2 Access to Information on Measures and Policies for or Including the Selected Target Groups*

In **Cyprus** the situation regarding official reports from governmental institutions on policies & measures for migrants is very problematic as information given in them is often contradicting. This is true for the information given by different state authorities. Non state actors seem to give more reliable information, but their working circumstances are so difficult that they very often demanded anonymity.

In **Sweden** a disadvantage regarding investigations for the country report was that the Integration Board in Sweden was closed down and their responsibilities were distributed among other organisations. Before they were shut down, they were the main institution to describe the problems of the target group.

The **Slovakian** report states that best practices described in strategic documents are very much of formal character and criteria for those best practices are not available at all.

For the German target group a difficulty was that literature on educational training often does not use the category „with migration background“ at all. As a result of this, it is not possible to draw information from this literature on the role of migration background for social exclusion and therefore on the enhancement of the quality of policies and measures regarding measures against this exclusion.

In **Austria** there are no specific programmes or policies on national level (and with few exceptions also on regional level) which focus on the defined target group. Thus the Austrian partner focused on mainstream programmes for unemployed youth in the defined age group between 18 and 25 years, but as for Germany it was not possible to get data on the outcome of projects for the specific target group.

In **Turkey** there are no projects focusing directly on vocational or general education among migrant youth or engaging in improving the situation of migrant groups and/or migrant youth in the labour market. However, there are projects and practices which place special emphasis on the improvement of education levels among disadvantaged youth and their future employment. In many ways, these projects fell into the category the Turkish partner aimed to explore.

## *2.4 Methods to Find Practice Examples*

In summary, these were the main sources all partners used in order to find practice examples:

- Review of literature (relevant documents of ministries, annual reports, etc.), newspapers and journals,
- Research on the websites of relevant EU institutions (e. g. EQUAL database/projects) and different relevant ministries (labour, education, social affairs, family and for Cyprus: foreign affairs, interior),
- Good practice data bases (Germany), as well as
- Expert interviews (with researchers, unemployment agency officials, social partners, officials within Ministries)
- Information at conferences and among colleagues

### *2.4.1 Inventory of Practices*

According to the planning of the project activities, a first step was to select in all partner countries a sample of about 15 practices of educational and labour market related programmes, measures and projects on national, regional and local level (**Inventory**) for and on behalf of the defined target groups. In order to make a first step towards the development of standard criteria for measures, the AQua partners agreed on **five important issues**, which should be addressed when making a first selection of examples. Those were:

1. unemployment
2. early school leavers/school success
3. further education/lifelong learning
4. gender differences
5. social and spatial segregation

The Inventory comprises a short description of the policy or measure including the project's objectives and its duration and the main target groups that should benefit from or participate in it. The partners were also asked to find out if some of the five specific issues were addressed within the project/measure. Finally it should be examined if an evaluation of the project/measure has been or was carried out and in which form. The examples collected that

way gave an overview about the national situations concerning educational and job-oriented policies and measures for the defined target groups and constituted the sample out of which the project partners then tried to identify the three “good practices” at national, regional and local level.

### 2.5 Definition of Criteria to Select “Good Practice“ Examples

In order to make data cross-nationally comparable, all partners had to identify at national, regional and local level one so-called good practice example and describe why this can be seen as good practice as well as assess the quality of its evaluation. But what is “good practice“? At the second steering committee meeting we had a lively discussion on how to define a measure as a “good practice”. A wide range of projects has dealt with this issue so far. The ILO International Migration Program for instance carried out a project to evaluate practices, projects and activities against discrimination and to facilitate integration (ILO-INTI) <sup>4</sup>, which was co-funded by the EU. Within this project, a possible application of the term “good practice” was also discussed, because the term “good practice” is often used in (EU) labour market context. Though there are no defined criteria existing for it up to now, the ILO-INTI team members prefer rather to use simply “practices”, which can be described and assessed, than to apply the term “good practice” (Austrian country report, Interview Gächter).

<sup>4</sup> [http://www.ilo.org/public/english/protection/migrant/equality/download/evaluation/first\\_meeting\\_report.pdf](http://www.ilo.org/public/english/protection/migrant/equality/download/evaluation/first_meeting_report.pdf) (June 2008)

<sup>5</sup> According to the ILO-INTI Handbook “Equality in Diversity. Migration and Integration” all ILO-INTI materials are in provisional form as of June 2006.

<sup>6</sup> A Practice Evaluation Pamphlet. Promoting Equality in Diversity. Migration-Integration. An Agenda for Action. Practice Evaluation Matrix Component. For practices, projects and activities against discrimination and to facilitate integration. <http://www.ilo.org/public/english/protection/migrant/equality/download/evaluation/evaluationpamphlet.pdf> (16.10.2008)

In June 2006 <sup>5</sup>, the ILO-INTI project team came up with a Practice Evaluation Pamphlet <sup>6</sup> defining eight criteria for evaluation:

- Adequacy
- Relevance
- Coherence
- Inclusion (Participation)
- Effectiveness (Output)
- Impact (Outcome)
- Management viability (Ressources)
- Flexibility

Under the item “Adequacy” it is defined that practices should “explicitly or implicitly target discrimination, defined as unjustified differential treatment.” (ILO-INTI Practice Evaluation Pamphlet 2006, p.3) There should also be “explicit reference to identification of target groups or beneficiary groups. Target groups could be either of those at risk of discriminating or [...] those at risk of being discriminated against.” (ibid.). What is very valuable for our AQua project is the differentiation between “target” groups and “beneficiary” groups as well as the highlighting of the aspect of discrimination within all measures and projects. Many strategies and most measures do not really broach the specific topic of discrimination.

The item “Relevance” then covers the wider local, national, international, and sectoral context. It questions if the “legal, institutional, policy, political and technological context has been taken into consideration during project planning (e.g. if any law has prompted the activity)” (ibid. p.4).

The item “Coherence” defines, that a measure must establish a clear link between the needs, aims and activities planned or implemented (ibid).

Under the topic “Inclusion” it is recommended, that a project in its definition of needs and aims may profit from the participation by the population meant to benefit or meant to be targeted (ibid. p.5). As the authors state “Faithfulness to the defined needs and aims and transparency in execution will also be helped by such participation. It therefore forms an essential part of good governance, [...]” (ibid. p.5) Within our project we extended this important item to the involvement of the beneficiaries in the evaluation of a project.

The “Effectiveness” item then refers to the measurable quantitative and qualitative output set against the duration of the project.

The “Impact” criteria should cover the “intended and unintended outcomes” (ibid. p.6) and measures if goals have been met or progress has been made towards stated aims. With regard to our project this item seems important when it comes to the question if a project or measure improves the situation of the defined “target group” covering e.g. the strengthening of self-support or the transition from education into the labour market.

“Management/Viability” - subtitled “resources” - is a crucial criteria raising the question of adequate resources in different settings (local, national, international), because funding is often available only for a limited period. The resources item here asks for instance if “sufficient management, funding, staffing, competency and space are provided for the project” or if leadership is involved (ibid.p.6). The last item “Flexibility” refers to the ongoing evaluation of project aims and activities which might have to be adapted according to external context changes. It is recommended to ask if self-evaluation and learning have been institutionalized and project plans redrafted and adapted to the lessons learned (ibid. p.4).

Another research project, “Transnational Evaluation of Social and Professional Re-integration Programmes for Young People”, funded by EC, aimed to investigate effective educational approaches and training methods (best practice), develop a methodological approach for quality assessment of re-integration initiatives for disadvantaged young persons, and support operators in the field in improving the initiatives (Re-integration project proposal, 2000) (German country report). To find criteria of good practice the authors work out four indicators for the quality of re-integration programmes: “Based on the project’s findings we recommend CRIS – Collaboration, Reflexivity, Inclusiveness and Situated Pedagogy – as a framework for multi-level and transcultural assessment of the quality of re-integration policies and practices” (Niemeyer 2004, p. 7). These “good practice” projects are cooperative, they take into account the resources of the participants; they respect the life and working environment and they present a curriculum with a pedagogical concept.

- *C: Collaboration* as a central issue, which is mentioned as a goal of improved reintegration. “On the institutional level collaboration is of importance since the variety of learning and training contexts which is needed to allow for a broad vocational orientation and preparation usually cannot be offered by

one single institution and cannot be provided by one single person” (Niemeyer 2004, p. 7).

- *R: Reflexivity.*

“Self-reflection can be conceived as a means of self-evaluation, however, there is no unique way to perform it and the methods applied must be sensitive to subjective needs and fears. But there is an overall need for structures and methods which allow to make self-reflection” (ibid., p. 12).

- *I: Inclusiveness.*

“To ask about inclusiveness transcends the predominating perspective on individual deficits of the young and asks for the reasons of drop-out and how it could be prevented” (ibid., p. 14).

- *S: Situated Learning.*

“Situated learning essentially builds on providing learning contexts that allow for legitimate participation of learners in a community centred on practice. This implies that learners are enabled to perceive their activities as meaningful and to identify themselves as important participants belonging to a community engaged in a useful process of action” (ibid., p. 17).

<sup>7</sup> By courtesy of August Gächter in April 2008.

Based on this Practice Evaluation Pamphlet of the ILO-INTI project team<sup>7</sup> and the discussions during the 2<sup>nd</sup> steering committee meeting, the AQUA project coordinator proposed a criteria list and sent it to the other national project partners. Their feedback on the criteria was incorporated into the final version, which was a basis to choose our three so-called “good practices”.

Most partners used the checklist as a guideline to identify their “good practice” projects. Besides this, they used their own criteria to select examples (like Turkey and Slovakia). The German partner additionally used the CRIS criteria because of the wide spectrum of measures and projects for social integration of young people on the transition from school to vocational training and working life. One common obligatory criterion for all selected projects was the existence of an evaluation.

### ***2.5.1 Some Comments on Tool 1 - Checklist Criteria for Good Practice***

This checklist is a first step to list possible criteria to be kept in mind when designing, carrying out and evaluating projects and practices for young vulnerable persons who are disadvantaged with regards to the educational as well as to the labour market system. However, the present criteria checklist has limits with regard to the assessment of some national programmes and is more apt for (local) projects run by smaller institutions and NGOs than for nationwide programmes. National programmes are often very generalising in their approach and measures or governmental programmes address overall problems like “reducing youth unemployment” or “reducing long-term unemployment”; others are named “national programme for social inclusion” etc. So mostly on national level an overall employment or educational strategy is formulated

which then will be carried out by regional and local actors (e.g. Public Employment Services). Thus national measures often do not address the specific needs of the defined target group. In Slovakia many programmes address the specific ethnic group of Roma people indirectly, targeting “social inclusion” or “equal opportunities” or “people from socially disadvantaged environment (people from SDE)”; thus the very first question on our checklist of criteria is a very controversial one, namely the question of “targeted policies” (see also chapter 5): should a policy be targeted to a specific ethnic or social group or not and how will this group be defined?

As the Slovak report states, stigmatization and discrimination of their population make Roma very reserved to claim their ethnic affiliation (nationality). And given this long history of discrimination up to present days it is prohibited to collect data on ethnic background in Slovakia. This is positive, as “specialized measures” for a certain group might fortify racist prejudices and culturalistic views and consolidate the picture of a “problem group”. On the other hand projects should also not ignore specific problems the “target group” (young persons with migrant background, Roma) is confronted with, first of all (institutional) discrimination or disadvantages because of their socio-economic background. Thus the aspect of anti-discrimination within a programme or measure is an essential one, because projects on behalf of the country defined target groups should have an anti-discriminatory effect as an overall objective; as has the ILO-INTI approach. In the checklist, this aspect has probably been underestimated and it should be an object for further development to determine when a project or measure is anti-discriminatory and how to make anti-discrimination the basis for all measures with regards to migrant and vulnerable youth. In this sense, one further development of the checklist may go towards a more distinct separation of questions directed to policies or to projects.

It is also difficult, and thus fragmentary, to set up criteria for both educational as well as labour market centred projects and measures. Some criteria are more useful to apply for educational policies, others more apt for projects with regard to the labour market. However, we tried to cover the crucial aspect of the “transition from education to the labour market”, which often causes the biggest problems. Often the overall quality of a measure has to be improved (such as the bad quality of training programmes that were mentioned in Turkey), sometimes the contents of the curricula are outdated. With the criteria list it is impossible to make a quality assessment, which only a content evaluation can do. Another problem appeared to be the clear differentiation between national, regional and local projects or measures, because in many countries projects are interlinked with other administrative levels by means of funding (local, regional projects funded nationally or even EU-wide etc.). Especially the clear distinction between regional/local administrative levels differs in each country, therefore for some cases it seems problematic to stick to the administrative use of the term “regional”. For the AQua project however, we tried to focus on the interlinkage also with regard to the project content, probable networks of experts, collaboration between the levels and the exchange of experiences.

Some criteria are overlapping with general evaluation criteria (definition of aims, needs, etc.), but performing an evaluation is a qualitative and time consuming process and should allow a deep insight into the whole project. Only through a quality evaluation can it be unmasked, for instance, how participants with migrant background are treated during (language) training courses or if members of the target group are placed in the adequate measures e.g. by Public Employment Service (PES) staff through national programmes or if they are excluded of getting access to certain official measures because they are not registered at the PES. Thus one limit of the checklist is that “good practice” criteria are often examined by means of general project descriptions easily accessible on websites and more seldom – because of non-availability – from high level evaluation reports or in depth interviews carried out with project coordinators. And those reports available mostly do not contain information about the real impact of the project or its results (including also unfavourable ones). In this sense the checklist may be developed further towards the inclusion of more items considering the impact and results of the project or measure.

As a conclusion it may be said that the checklist criteria for good practice can be considered as a starting point when designing and planning a project and thus can be used for checking some aspects which are important when working with migrant young persons or ethnic minorities in the labour market and educational field. This tool was developed for the purpose of the AQua project and has been tested in the six partner countries and may be a good start for following projects in this thematic area when being used as basis for further development.

## *2.6 Methods for (Re-)Evaluation of the Selected Examples*

As the role of evaluation in projects and measures was a main topic of the AQua project, the existence of any form of documented evaluation was an important criterion for the selection of our three “good practice” examples.

To analyse their evaluation practice, we elaborated another tool, a “**checklist for evaluations**” designed for the international project team. This checklist focused mainly on types, quality and aims of the evaluation, their dissemination and use of results and if there were any outcome or output analysis.

Besides this, most partners made in-depth expert interviews with evaluators of the national, regional and local “good practice” examples and thus gained insight into their evaluation practice. As for Austria most projects could be found on local level, the Austrian partner additionally elaborated an interview guideline for carrying out telephone interviews with representatives of local level institutions and NGOs in order to attain an understanding of their evaluation practice. The sample of interview partners comprised mainly the contacts which were established via the Inventory (Guideline see annex in Austrian country report).

### *2.6.1 Some Comments on Tool 2 –Checklist for Evaluation*

Although the existence of any form of formal evaluation was a main selection criterion, some selected practices have not been evaluated as such or information about evaluation was not available for our project partners. This was the case for some projects in Slovakia, Cyprus and Turkey. In Slovakia, only the national example has been evaluated, and for the regional example monitoring has been carried out and some recommendations have been formulated. The Turkish partner describes the situation as following: “On national, regional and local levels, the most common method of evaluation is self-evaluation and in many cases it may be said that the projects lack the process of evaluation.” (Turkish country report, p.20). In Cyprus the situation regarding evaluation was even worse: “In all the policy documents, measures and projects that were found regarding the target group of migrants, none of them were formally evaluated internally or externally.” (Cyprus country report, p.27) As a result the Cypriot partner only had the possibility to make the evaluation himself by personally speaking to the beneficiaries or recipients of the projects and to discuss with them directly their own personal opinions and evaluations of the policies. Given this background it becomes clear, that the evaluation checklist could simply not be used by some of our project partners.

### *3 Background Analysis*



## 3 Background Analysis

### 3.1 The Situation Regarding Migration in the Partner Countries Overview

In present social theory, migration is considered as a “network-driven process” (Portes and Rumbaut 1996, p.32). Indeed, once a migration movement is triggered, mostly by states as in the case of recruitment policies or colonization, it could easily become self-sustainable by the construction of social ties between migrant communities and the communities they left in their country of origin. Hence, migration is not only a network-creating, but also a network-dependent process (Portes and Rumbaut 1996, p.272). This implies that migration itself is not so closely linked to economic and labour market conditions as immigration policies are. As Castles and Miller point out:

*“The failure of policy-makers and analysts to see international migration as a dynamic social process is at the root of many political and social problems. The source of this failure has often been a one-sided focus on economic models of migration, which mistakenly claim that migration is an individual response to market factors. This has led to the belief that migration can be turned on and off like a tap, by changing policy settings which influence the cost and benefits of mobility for migrants”. (Castles and Miller 2003, p.31)*

The underestimation of migration as a dynamic social process by European governments and policy makers indeed led to many social problems. Unemployment, discrimination or segregation are only some of them. Finally, in the last few years, the negative consequences of „guest-worker“ immigration policy have been recognized as one of the biggest social issues in Europe. New programmes and measures on integration of foreign population were set up and implemented.

Our project reflects these integration measures in six European countries: Austria, Cyprus, Germany, Slovakia, Sweden and Turkey. Despite substantial differences in these countries, we can identify two main groups in the context of European integration, immigrants and ethnic minorities' integration policies and measures:

1. immigration states (old EU countries: Austria, Germany, Sweden)
2. states in transition or emigration states (new EU countries: Cyprus, Slovakia; non-EU country: Turkey)

Table 2 demonstrates that the old EU countries have considerably higher numbers of immigrant population than the new and non-EU countries.

Country	Foreign born residents	Foreign population
Austria	13.5	9.7
Cyprus	NA	NA
Germany	12.5	8.8
Slovakia	3.9	0.5
Sweden	12.4	5.3
Turkey	1.9	NA

*Source: OECD 2007*

Despite some common features within the immigration states, there are also significant differences in the historical development of immigration policies and main sources of migration flows. Contrary to Germany and Austria, Sweden has never adopted the guest-worker system. Since 1954, there is a common labour market among the Nordic countries and Finland has always been the main source of labour force immigration. Non-European immigration started to grow with asylum seekers in the beginning of the 1980s. Sweden has one of the most liberal asylum systems. Currently, people from Iraq, Iran and Bosnia-Herzegovina belong to the largest immigrant groups. The Swedish asylum system is still developing further towards supporting immigrants rights.<sup>8</sup>

<sup>8</sup> A new system for appeals has been introduced in 2006, and so-called “migration courts” have replaced the former Aliens Appeals Board. Appeals are thus no longer an administrative process but a judicial one. (OECD 2007, p.284)

Cyprus, Slovakia and Turkey are the countries, where emigration has prevailed until the very recent time. Turks form the largest community of immigrants in Germany and the second biggest in Austria. After joining the EU in 2004, young or unemployed Slovaks started to seek jobs in Great Britain and Ireland, the countries with no labour market restrictions for the new EU member states.

The following sections give a broad overview on the immigration situation in the six countries, which among other has influenced current state educational and labour market policies for immigrants.

### *Turkey*

From the beginning, the Turkish national state, gave exclusive priority to accepting immigrants who were either Muslim Turkish speakers to start with, or who were officially considered to belong to ethnic groups that would easily melt into a Turkish identity such as Albanians, Bosnians, Circassians, Pomaks, and Tatars from the Balkans. From the establishment of Turkey in 1923 to 1997, more than 1.6 million immigrants came and settled in Turkey, more than half of them by the early 1950s. The immigrants were successfully assimilated into the „Turkish“ national identity (Kirisci 2003).

The major piece of legislation that governed this policy, the Law on Settlement of 1934, actually restricted immigration to Turkey only to persons of „Turkish descent and culture.“ The 1934 settlement law which generally restricts immigration to persons of “Turkish descent and culture” was altered in September 2006 to relax this restriction for refugees to ensure compatibility

with the 1951 Geneva Convention. This measure forms part of the national action plan of 2005 which envisages a complete reform of immigration legislation and comprehensive institutional changes by 2012, to gradually align the Turkish immigration framework with the EU *acquis* (OECD 2008, p.284).

Today, officially sanctioned immigration into Turkey has for all intent and purposes dropped to a trickle. Since the early 1990s, however, Turkey has witnessed a new form of irregular immigration involving nationals of neighboring countries, EU nationals, and transit migrants. Turkey allows nationals of Armenia, Azerbaijan, Georgia, Iran, Moldova, Ukraine, Russia, and the Central Asian republics to enter the country quite freely either without visas or with visas that can easily be obtained at airports and other entry points. A large number of these people are involved in small-scale trade. However, some overstay their visas and illegally work as household help, commercial sex workers, and laborers, especially on construction sites and in the tourism sector. Ultimately, since the second half of the 1990s, the number of irregular migrants using Turkey as a transit route to Europe has grown. These people are mostly nationals of neighboring countries in the Middle East such as Iraq, Iran, and Syria, as well as Afghanistan and Pakistan.

### *Cyprus*

Two main issues have recently emerged within the discussion about migration to Cyprus: the resident status of third country nationals in contrast to EU citizens, and undocumented forms of immigration (Thomson 2006).

The rising trend concerning the number of migrant workers has been distinguishable for a number of years in Cyprus, and notably prior to EU expansion in May 2004. This is despite immigration policy, being protectionist in nature and formulated to ensure that migrants' stay remains short-term, temporary and restricted

to specific sectors. Third country nationals on the island fulfil particular roles in the labour market for which Cypriot nationals cannot be found. Work permits are only issued to them once employers can demonstrate that no

Cypriots are available to undertake the required work, and, the permit is tied to the one employer, preventing migrants from easily changing employer or occupation. Permits are issued on a short-term basis, the length

depending on the type of occupation, and can now only be renewed for up to a total of four years (until recently permits expired after six years). This latest change in policy is a clear response to concerns that the recent EU directive on the long-term residence status of third country nationals could grant them the right to settle permanently in Cyprus after five years

In sectors such as construction where predominantly migrants from Syria, Egypt and the Ukraine work, however, there appears to be a growing proportion of EU workers (*ibid.*)

Government figures from mid-2003 estimated that 80% of irregular migrants arrived from the Turkish-occupied part of the island; a percentage that

has risen to 90% according to more recent official estimates. This has encouraged further speculation about the number of irregular migrants living and working in Cyprus, ranging wildly from 6,000 up to 45,000.

Irregular immigration from the north, implied as it is in the wider context of Cyprus as a divided island, also has implications for the EU. Cyprus, situated on the south-eastern edge of the EU, is responsible for the Union's external borders there. However, the partition line does not officially constitute an EU external border since the Turkish Republic of Northern Cyprus is not recognised as a country in its own right. The focus on irregular flows from the north seems politically motivated to the extent that irregular immigration is a problem framed within discussions about the division of the island. (ibid.)

### *Slovakia*

Slovakia has the lowest rate of foreign population among OECD countries. In 2006, based on statistics of Bureau of Border and Aliens Police, 32 153 immigrants were registered with legal long-term or resident permit in Slovakia<sup>9</sup>, which makes only a little more than 0.5 per cent of total population. If we do not take into account EU nationals foreigners, who take advantages of their status of being EU citizens, the biggest immigrant group is the one consisting of Ukrainians. Ukrainian immigrants comprise almost one third (3 927) of the total number (12 631) of immigrants from third countries. They represent a new type of "working-class poor", working mostly in construction industry. Because of high demand on cheap labour force from Slovak companies on one hand and bilateral agreement limiting inflow of Ukrainian workers to Slovakia for only 200 per year on the other hand, there are many possibilities for illegal immigration, the smuggling industry and discrimination at work. Nevertheless, Ukrainian immigration is a new phenomenon and it is not still perceived as a social problem by political elites. Moreover, no academic case studies exist on this issue.

<sup>9</sup> Available at: <http://www.minv.sk/uhcp/new/rocenky/2006-rocenka-uhcp-en.pdf>

The immigration trend until 2004 was relatively stable, the number of the immigrated was remaining within a level of 2-2.5 thousand annually. This number has been practically doubled since 2004, which is connected with the accession of Slovakia to the Union and more liberal conditions for the entry and stay of persons from the European Economic Area and Switzerland into the country, but net migration as a whole still stands at low levels (Divinsky 2007, p.76).

### *Germany*

In 2005 there were 67.1 million people (81%) without migration background and 15.3 million people (19%) with migration background in Germany (Statistisches Bundesamt 2006a, p. 73). Because of general increase in population and consequential extension of population with migration background living in Germany, the state government had been forced to change its exclusivist model, granting automatic integration only to ethnic Germans living abroad

while guest workers' stay in Germany was considered as temporary and bound to the granted job. A corresponding first immigration law was passed in 2002 and went into action in the beginning of 2003.

The biggest immigrant group in Germany are Turks. There are approximately 1.8 million Turkish citizens living in Germany (Statistisches Bundesamt 2007, p. 48) and in addition roughly 730.000 naturalized people of Turkish descent (Sen 2003, p. 1). At the same time young migrants till the age of 30 meanwhile represent 60% of the Turkish society in Germany and circa 36% of young Turkish migrants are born in Germany (ibid.). However the immigrants from Turkey do not form a homogenous group. Important differences result from varying origins, such as geographical and demographical background within Turkey. By now people with a Turkish migration context live in Germany in the first, second and third generation. The first generation immigrants identify themselves more distinctly with the Turkish nationality than successive generations. The life situation and the subjective mood of the second and third generation differ considerably from the group of the first immigrants. While the first generation clings tightly to the idea of repatriation this perspective is frequently irrelevant for the succeeding generations. Younger migrants rather expect to find a secure existence and acceptance in Germany. Turkish adolescents had to experience though that access to attractive occupations was denied and that they were looked upon as "Turks" and culturally foreign. This insecure status between society of origin and society of the host country can make it very difficult for the adolescents to construct identity.

In Germany, this population is currently defined as either immigrants or persons who have two foreign-born parents. It is planned to expand this definition to persons with a migration background on the basis of the place of birth (instead of nationality) to other data sources. In the year 2005, the Federal Statistical Office first calculated the population percentage of the inhabitants "with migration background" in Germany. The data evaluation now distinguishes residents with and without migration background: Germans without migration background are those who have never had another citizenship and whose parents do not have any migration background. People with migration background are all foreign persons, the late "resettlers"<sup>10</sup> and descendants of these.

### *Sweden*

The modern era of immigration to Sweden can be divided into four more or less distinct stages, with each stage representing different types of immigrants and immigration:

1. Refugees from neighboring countries (1938 to 1948)
2. Labor immigration from Finland and southern Europe (1949 to 1971)
3. Family reunification and refugees from developing countries (1972 to 1989)
4. Asylum seekers from Asia, Africa and Eastern Europe (1990 to present) and the free movement of EU citizens within the European Union.

<sup>10</sup> "Ethnic Germans (late resettlers) returning to Germany, whose spouses and descendants are persons who acquired German citizenship, abandoned their regions of origin in the states of Eastern Europe or the successor states of the Soviet Union and have settled at a new domicile under the coverage of the Basic Constitutional Law" (Federal Statistical Office 2006, p. 66).

As a result of these differing flows, the once dominant Scandinavians, who composed well over half of Sweden's foreign born population in 1960, made up only one-fourth of the foreign born in 2004. A significant number of foreign born today are from the former Yugoslavia and, to a lesser extent, Iraq and Iran. (Westin 2006)

Sweden does not register religion, ethnicity, or race as categories in its census. The official key categories are country of birth, citizenship, and parents' citizenship(s). Ethnicity or national identity of an immigrant group may sometimes be inferred from this information, but in most cases it is problematic and may lead to erroneous conclusions (ibid).

Asylum seekers in 2003 and 2004 mainly came from Afghanistan, Azerbaijan, Iran, Iraq, and Turkish Kurdistan in the Middle East. Smaller numbers came from Somalia and various other states of the Horn of Africa and West Africa. Asylum seekers have also come from Serbia Montenegro (mainly Albanians from Kosovo), Bosnia-Herzegovina, and Russia (ibid.)

In 2004 the population of Sweden passed the 9 million mark, of these 1,1 million were born in a foreign country. Today a little more than 12 % of the Swedish population is foreign born. This puts Sweden in the same category as Austria, Germany and United States, when it comes to the proportion of foreign born people in the country. Out of the 1.1 million foreigners, one third was born in the Nordic Countries, one third was born in the rest of Europe and one third in countries outside of Europe.

In Swedish official statistics a distinction is made between people with foreign background and people with Swedish background. You have a "foreign background" if you are either born outside of Sweden or if both parents were born outside of Sweden but you were born in Sweden. Before 2002, official statistics also included people with one parent born abroad in the category "foreign background".

### *Austria*

According to the most recent data (January 2007), the Austrian population amounts to 8,298.923 people. 10% of the Austrian and 19,1% of the Viennese population do not have an Austrian nationality (Austrian statistical yearbook 2008, p.51).

The main representative country of origin of the migrant population is Ex-Yugoslavia (excluding Slovenia). This is due to the "policy of guest workers" that promoted a supposedly temporary possibility for formerly Yugoslavian nationals to work in Austria and then return home. A lot of these "guest workers" decided to stay and had their families move to Austria, too. Alone between 1970 and 1990, about 133.000 people (most of whom had come to Austria as "guest workers") became naturalized Austrian citizens.

In the course of the last few years, people with an old or a new EU-country background have started making up the second largest group, thus replacing Turkey which still held this place a few years ago due to the fact that like Ex-Yugoslavia it has been a country of origin for guest workers since the 1960es. Turkey makes up the third largest group at present.

Because of the longer tradition and experience with international immigration in the old EU countries, they now have a greater population of people with migrant background from the so-called second and third generation. For this reason we have to differentiate between first generation immigrants and people with migration background. However no clear criteria and definitions internationally exist yet. Thus different countries use different data. For instance, OECD, one of the leading institutions gathering migration data and working on their unification and standardization, distinguishes foreign and foreign-born population:

*“The foreign-born population can be viewed as representing first-generation migrants, and may consist of both foreign and national citizens [...]*

*The concept of foreign population may also include immigrants having retained the nationality of their country of origin as of the second and third generations born in the host country.“ (OECD 2007, p.328)*

We must also take into account that the concept of foreign and foreign born population is similar but not the same as the concept of first and other generations. Therefore all three old EU countries use their own definitions of second and third generation of migrants. Even within Austria, different definitions exist. According to Herzog-Punzenberger (2003, p.7), the children of immigrants are defined as members of the second generation with a migrant background; those second generation migrants were either born in Austria or immigrated before school age. They were either born as Austrian citizens or became naturalized or they are non-Austrian nationals (Herzog-Punzenberger 2003, p.7). Their children constitute the 3<sup>rd</sup> generation.

### *People with Migration Background in European Statistics*

So far, no reliable comparable data on second and third generation are available in European statistics. For the purpose of our project, we have to content ourselves with the data on characteristics of young immigrants in its international comparison. In Table 3, we can see that the unemployment rate of the foreign-born individuals is much higher than the unemployment rate of the nationals on all educational levels. On the other hand, a higher educational level diminishes the risk of unemployment in both groups.

TABLE 3: UNEMPLOYMENT RATE BY PLACE OF BIRTH AND EDUCATIONAL LEVEL IN 2007 (%)						
Country	Nationals			Foreign Born		
	Low (ISCED 0/1/2)	Medium (ISCED 3/4)	High (ISCED 5/6)	Low (ISCED 0/1/2)	Medium (ISCED 3/4)	High (ISCED 5/6)
Austria	8,6	3,8	2,2	12,7	9,4	5,1
Germany	15,6	10,4	4,4	20,3	14,7	12,5
Slovak Republic	49,8	16,4	5,2	43,6	23,8	5,7
Sweden	8	5,3	2,9	18,3	11,6	8,8

*Source: Eurostat 2007*

The scope of our project concentrates on young immigrants, because not only the place of birth, but also the age does matter. In all selected countries, young foreigners have a higher probability of being unemployed than their older peers (Table 4) .<sup>11</sup>

<sup>11</sup> Of course, age is very closely linked to educational level, especially if we take into account the age group under 25. Because of the increasing period of time spent at school, students with university degree very often finish later than at the age of 25.

Country	Nationals		Foreigners	
	15-24	25 -	15-24	25 -
EU	15,3	5,7	18,9	11,3
Germany	11,2	7,4	19,2	15,8
Cyprus	8,9	3,1	16,4	4,2
Austria	7,8	3,1	16,1	8,4
Slovakia	20,3	10	NA	NA
Sweden	18,8	4	33,5	10,7

Source: Eurostat 2007

### *3.2 The Situation of Young Migrants, Minorities and Young Persons with Migration Background in the Educational System and on the Labour Market*

#### *Introduction*

The project partners in the different countries have dealt with the topic by looking at the diversity of the target groups and their distinct situation in each of the six countries. Their various social, legal and cultural conditions will come into effect when discussing the question of their participation in the educational system and on the labour market. The reports from Germany and Austria, countries with a more than thirty-year-long history of immigration which reaches back to the so-called “Guest Worker Programme”, look at the situation of immigrants of the 2<sup>nd</sup> and 3<sup>rd</sup> generation within the educational system and on the labour market. Sweden, however, has never known any comparable developments, but for many years it has been absorbing different groups of refugees. In the other participating countries – Cyprus, Slovakia and Turkey – the conditions of the chosen target groups show yet again new aspects of migration and/or social exclusion. The example of Cyprus gives insights on temporary labour immigration, the Slovakian report describes the situation of an “ethnic minority”, the Roma, and the report from Turkey informs its readers about the situation of internal migrants using the example of the city of Istanbul. Despite the differences all the reports have one thing in common: the group of migrants achieve significantly lower than their native counterparts in the educational system as well as on the labour market as the following analysis of the six country reports will show.

### *3.2.1 The Situation of Young Migrants, Minorities and Young Persons with Migration Background within the Educational System*

The historically developed educational systems differ in several features within Europe. Sweden, like all the other Scandinavian countries, for example, has a relatively well equipped educational system with nine years of compulsory school attendance and without separating students according to their skills at an early age. In general this also applies to Turkey, Slovakia and Cyprus, even though, due to the less furnished educational system, equal opportunities cannot be guaranteed. Germany and Austria on the other hand divide children after fourth grade of Elementary School into two or three school paths: Hauptschule, Realschule (Germany only) and Gymnasium. While the separation is officially in accordance only to their skills, socioeconomic background often plays the major role.

In the comparing analysis of the social systems in Europe some authors use specific terms to characterise the differences between the educational and social systems within countries (see Pohl/Walther 2006). According to them Sweden belongs to the group of countries with a “universalistic” educational and welfare system that offers young people the chance to develop their personality. The corresponding systems in Greece and Turkey are termed “under-institutionalised”, as they theoretically are designed to integrate, but due to the lack of supporting institutions and programmes cannot grant the right to fair access to education and work for everyone. Cyprus can not be fully assigned to this category as it has – because of its island position and small size – been able to keep its school system relatively flexible. The Slovakian system is in this context called “postsocialist”, a system that was formerly regulated by the state and has been exposed to fast societal changes. Germany and Austria have “employment-focused systems” and differentiate strictly between in-company training and higher education.

This typology has to be substantiated and refined, but does already give evidence of the difficulties when comparing European countries. The characteristics of the specific situations of the target groups in the participating countries of the project can be seen in the following examples:

In Sweden the differences between the native population and young migrants can especially be seen after the nine mandatory years of schooling. The Swedish report indicates that there are disregarded obstacles concerning the transition of migrants from compulsory school to the vocational system. Young people with a foreign background often have lower qualifications than their native counterparts, especially when they come to Sweden at school age.

The German report concentrates on the situation of young adults with a Turkish background. This target group forms a high percentage of the pupils of Hauptschule (lowest secondary school degree, grades 5 to 10). 48.3 % of 15-year-old pupils with Turkish background attended the Hauptschule, but only 16.6 % of young Germans in this age group. While 33 % of the German

students visit a Gymnasium (highest secondary school degree), only 12 % of the Turkish students study there.

In Austria approximately half of the non-Austrian pupils do not have an official school degree, whereas only 13.5% of the national pupils leave school without a degree (see Austrian Report). Poor school results are, however, not only a result of their ethnic background, but even more linked to their family situation, the social and spatial surrounding, their language level or their missing pre-school education. In general it can be said that girls show a better educational performance than boys.

In Turkey, especially in Istanbul, the educational problems can be seen when looking at migrants in secondary education. Almost two thirds of the internal migrant youths between the age of 17 and 24 are without a degree in secondary education. Many girls are not even enrolled in secondary schools. The author of the Turkish report summarises the situation by saying that the access to the educational system for these target groups is very limited and that they are victims of social and spatial segregation.

Cyprus has not had so many young people with a foreign background yet. Normally immigrants have to leave the country after five years. Almost 6 % of the primary school pupils are non-Greek (see report of Cyprus). According to the report of the Ministry of Education in 2005, courses to support language and cultural knowledge in this group need yet to be established.

The Slovakian report describes the difficult situation of the Roma population. There are only few reliable surveys describing the educational achievements of the Roma. 35 % of the Roma population have not graduated from any schools and 36 % have primary school education only. That implies that more than 70 % of the Roma population do not enter the secondary educational system at all.

This overview of the national reports shows that, at an average, the country specific target groups only gain poor results at schools and often drop out. In Turkey, for instance, two thirds of the 17 to 25 year olds do not finish their secondary education. Austria has a migrant dropout rate which is about twice as high as the average and almost half of the 20 to 24year olds without an Austrian citizenship do not have a completed formal school education. In Germany 40 % of the migrants who leave school early achieve basic competences only at a low level. In Slovakia, 70 % of the young Roma do not even start secondary education. Another fact that can, for instance, be observed in Slovakia, is the high percentage of Roma at schools for children with special educational needs.

In Sweden where there is no separation within the secondary school system the differences between migrants and their national counterparts can be measured by means of the PISA results. The PISA tests did not show remar-

kable differences when comparing schools, parts of the country or the socio-economic background of the students. It did, however, display that students with a foreign background had other results than the Swedish students. In addition to that, it was evident that the higher the percentage of migrant pupils at the school was, the worse were the results of the individual students, especially when the percentage of immigrant students exceeded 40 %.

In Germany the PISA assessment proved that by now a quarter of the children who grow up within the German educational system are migrants and they represented 32 % of pupils at the Hauptschule. This type of secondary school has meanwhile more or less become a haven for socially disadvantaged children and immigrant pupils. The PISA assessment has revealed that the German school system does little to fight social inequalities which are a crucial factor for the level of success at school. Similar results have been found in Austria where immigrant students achieve inferior results compared to native students when tested for their reading competences. The PISA survey also revealed significant educational problems in Turkey and distinguished the non-existence of equal opportunities – especially for girls. There are no results on Roma children in the PISA survey, but in general Slovakian pupils had poor achievements especially when tested for their reading abilities.

### ***3.2.2 The Situation of Young Migrants, Minorities and Young Persons with Migration Background in Vocational, Further and Higher Education***

All reports demonstrate to which regard poor school qualifications have an immediate effect on possibilities of post secondary education. The authors elaborate particular problems of students who belong to the country specific target group when proceeding from school to a working life. These difficulties are related to problems in the educational systems which are hardly comparable in the different participating countries. Vocational education in Sweden mostly takes place in the form of full time classes at schools, in Slovakia mainly at secondary schools that offer a technical and vocational training and in Turkey at vocational training high schools. In these cases the central barrier for young adults is the transition from their vocational education to the labour market. In Germany and Austria the dual system of vocational training dominates. The apprentices work in the company and are taught at a vocational school. This system provides a barrier for the transition from school to vocational education and in consequence a second one for the transition to the labour market. For young people who do not get an in-company training position a system of vocational advice services, placement support and the training of further qualifications has been developed.

In all of the participating countries of the project AQua we encounter a strong relation between qualification and employment. In greater detail the transition of migrants from school to the labour market can be characterised as follows: In Austria and Germany we find the dual system of apprenticeship which is more affected by the labour market than by the educational system.

In the course of the last years Austria has had more and more applicants for apprenticeships than vacant positions. Young people with ex-Yugoslavian and Turkish background often work in the same low paid occupational sectors (service sector, trade, building industry, hotel and restaurant industry or in seasonal branches) as the adults and often choose an apprenticeship in these sectors. In Germany, the effects of the apprenticeship position scarcity are especially serious for young immigrants. In 2005 every fourth applicant with a migration background took part in a programme of practical or educational basic job preparation instead of doing a vocational training. 37 % of the young migrants between the age of 20 and 29 remain without a profession.

In the other partner countries educational measures are also taken to support the integration of young people. Subsumed under the term *post-secondary education* this may comprise further education, life-long learning as well as university or vocational education. Defined in the narrow sense of the context of lifelong learning, as the Swedish report does, further education stands for the tertiary non-academic education which is offered after the completion of the vocational training. If you look at the level of education of 20 to 24 year olds in Sweden, the proportion of people that continue studying after secondary upper school is very different among the groups – by birth region and at least 10 years stay in Sweden: 32 % of Swedish women continue, but only 22 % of the men. For people from Africa these numbers are 15% to 9%, Asia 29% to 19%, for those from Latin America 19% to 13% (see Swedish report). Defined in the broader sense, the term further education can, however, include parts of the apprenticeship or the qualifications offered at the transition state and therefore describe a wider range of educational offers. None of the other reports discussed this educational sector of lifelong learning and its meaning for migrants to a wider extent.

Two country reports give information concerning foreign students:

The report from Cyprus differs from the other reports in this context, as it offers further detail regarding the situation of international students. Approximately 20% of the students in Cyprus are of foreign origin, only two thirds of that group graduate. The graduates are usually men from countries in the Middle East or Africa. To finance their costs of living and tuition fees they are often dependent on a job which they have legally not been allowed to so far. In Cyprus the national law strictly forbids foreign students to work while visiting the country on the basis of a student visa. Currently, a new bill is expected, which, if passed, will allow foreign students from third countries to work for a maximum of 20 hours per week after completing their first year of studies. In Turkey students generally enter the country as a result of bilateral educational agreements. They do not have the right to obtain work permits and hence work illegally.

### *3.2.3 The Situation of Young Migrants, Minorities and Young Persons with Migration Background on the Labour Market*

In many European countries the labour market situation was tense at the beginning of the millennium. The unemployment rate was especially high for young people and adults from abroad. The target groups of the project AQUA have thus been affected by unemployment in two ways: Difficulties to find a vocational training place and difficulties to find a job. Problems could be seen in Germany and Austria where young adults were not able to acquire an apprenticeship position in the employment focused vocational education system. In countries with a scholastic vocational training system migrants faced severe problems finding an adequate job after completing their apprenticeship.

When comparing the six European countries and the situation of young migrants on the labour market, differences as well as similarities can be detected. The differences result from the varying history of migration and from the general employment situation in each country. The situation of migrants is similar in Germany and Austria, because after the mid 1960s both countries recruited substantial numbers of “guest” workers. The largest share of migrant employees is found in low paid occupational fields. Sweden never adopted the “guest worker system” and at no time had colonies. Therefore the situation there is different from the situation in other European countries. In Cyprus the immigration model is primarily based on the short-term employment of migrant workers with a maximum period of five years and restricted to specific industrial sectors until today. Slovakia has the lowest rate of foreign population among the OECD countries, excluding members of the traditional minorities from the Czech Republic and Hungary who were mostly granted Slovakian citizenship. Although immigrants from Ukraine are a new phenomenon, the survey focuses on the Roma ethnic minority group. Turkey was once a country of emigration, but in the 1990s also became one of immigration. The report concentrates on types of migration within the country. This development also indicates new patterns and migrant groups, e. g. international settlers, refugees and irregulars in Europe.

Despite the different initial situations common ground can be defined relating to the group of young migrants and international youths. There are for example many young people with low school or apprenticeship qualifications in this target group, many of them have major problems entering the labour market and they are very often employed in underpaid and unqualified positions. Long range youth unemployment is another serious obstacle in the focus of the activities of the European Commission.

In Sweden youth unemployment has three characteristics: It is about twice as high as general adult unemployment, but the length of the periods without work is much shorter for young people than for adults. Youth unemployment is additionally dependent on the general economic activity of the society. The unemployment rate among people born abroad, aged 20 to 64, is between two and three times as high as this rate among their native counterparts. A certain

amount of the immigrants have neither an apprenticeship nor a job. Approximately one third of the young African women belong to this group and very often they are not even registered as unemployed. The author sums it up as follows: Many young migrants are caught between the stools of public activities.

In accordance with the survey by Weiss (2007) Austrian unskilled workers are in the younger age group: Among the 16 to 20 year olds, 30 % of second generation youth are either unskilled or semi skilled workers, compared to 17 % of the Austrians (Weiss 2007, p. 38, see Austrian report). The situation on the labour market has become more difficult for young people during the last years. To illustrate this, the report examines examples from Vienna: Whereas the Austrian youth unemployment rate of 10.3 % in 2005, however, is not very high compared to the EU average, the situation differs in Vienna. According to an internal survey of the Public Employment Service (AMS) for Youth in Vienna, 12.000 young people applied to the job center of the AMS for help in 2007, two thirds of which had a migrant background<sup>12</sup>.

<sup>12</sup> The AMS Vienna for Youth defined „migrant background“ on the basis of German as a second language by asking clients (AMS/KMU 2007, p.8). This definition has been criticized by several migration experts as being methodically inadequate.

The European Monitoring Centre report 2003, discusses a lack of awareness in government reports for problems of discrimination on the labour market (EUMC 2003, p.29). The EUMC report draws information on different forms of discrimination from the Racism-Report by ZARA (ZARA 2001, 2007) and informal contacts with NGOs, which report that discrimination occurs in connection with job announcements, application processes and everyday work relations (EUMC 2003, p.36).

Although there is no official record of Roma population's unemployment in Slovakia, the Slovakian report shows the unemployment rate of Roma men at working age reaches up to 72 %. The unemployment rate of Roma women is nearly 20 % lower (52 %) but that is linked to the fact that they use the possibility to go on maternity leave. In general the unemployment rate in Slovakia reached 13.4 % last year and youth unemployment rate was 26.6 %.

One fifth of the youth in Turkey is unemployed, according to the 2007 research of the Ankara Chamber of Commerce (see Turkish report). There are 12.1 million young people between the age of 15 and 24, while 3.7 million of these are unemployed. Many young people work in the so-called informal employment sector. Levels of unemployment and involvement in the informal sector are higher among migrant groups than among other mainstream groups. In the informal sector child labour is quite common. According to the results of the survey of the project group in the İli Municipality, more than 80 % of the young people were unemployed and have never completed an apprenticeship. Many work in the informal employment sector to make their contribution to the family's income. Because of the massive migration movements the report talks about a “new culture of poverty”.

The report from Cyprus points out to which extent migrants in Cyprus are not affected by the issue of unemployment as much as migrants living in other European countries. The unemployment rate of 5 % is comparatively low.

This is due to the fact that in order to enter Cyprus migrants must first have a job, as their stay in the country is dependent on being employed. According to statistics from 2005 there are approximately 6,000 young immigrants (between the ages of 15 and 24). Only 419 of the people from EU countries and 287 from third countries in this age group were unemployed. It has to be admitted though that many of the highly qualified migrants have unskilled or low-skilled jobs (such as work in restaurant kitchens or in households) which could be described as structural unemployment. Additionally it is estimated that up to 3,000 immigrants work illegally in Cyprus.

#### ***3.2.4 Conclusions***

Looking at the facts mentioned above, it becomes obvious that the foundation of the labour market-specific exclusion of young migrant people is to be seen in the lack of chances of getting a proper, well paid and safe job. It seems to be of crucial importance to start with integration measures as soon as possible, thus making it possible for the target group to complete their school education or vocational training and to be able to settle in the labour market more easily.

As a conclusion it can be said that access to a good education is only partially implemented in the partner countries of the AQUa project. Germany and Austria officially offer equal chances in the educational system for the native population and naturalized immigrants, yet the school qualifications of people with migrant background are much lower compared to their national counterparts. The state has only little influence on the dual apprenticeship system, but tries to compensate the unequal chances for migrants with certain measures and supporting programmes to help with the transition into the labour market.

In Slovakia, Cyprus and Turkey the vocational education is part of the school system which in theory guarantees equal chances for natives and young international or internal migrants. Because of the fact that some of these young people are not registered in any way, are illegalized or spatially segregated and therefore often excluded, the efforts by the state and regional authorities are insufficient in insuring implementation.

Compared to the other countries Sweden is an exception: Their general school education and the scholastic vocational education offers relatively good conditions for high qualifications, regardless of where the young adults come from. Problems exist, however, when they proceed from school to work life, but by establishing a job guarantee for young people they try to implement equal chances for all.

### ***3.3 Policies and Measures for Young Migrants, Minorities and Young Persons with Migration Background***

In all of the participating countries the national administrations play an outstanding role in the planning and the implementation of measures and projects to support young migrants. It is foremost the ministries of education that

are directly responsible for the regulation of school and vocational education. On the other hand there are measures taken by the departments of employment to support integration on the labour market and the social and family ministries to secure the costs of living. The administrations act on the basis of national and regional legislation of the parliament and other self-governing bodies.

Another important factor concerning the support of young migrants is the employment service, which is represented on national as well as on regional and local level. Usually these employment services are under ministry supervision and act according to the given political guidelines. In Germany and Austria, however, the employment services are not financed by taxes but by social security contributions, making them independent from governmental action to a certain extent, yet on the other hand in times of high unemployment their financial resources are limited.

The third important constituents are the welfare institutions, social partners and nongovernmental organisations. These organisations act on all levels of the different programmes, but are to a high extent independent from state finances. Often they are connected to particular groups of stakeholders, for instance employers, trade unions, churches or social associations.

Policies and measures for the target group focus on different things: In all countries the support of school education and the language proficiency are an important element of the measures. Furthermore action is taken with the focus on advisory services, mediation and socio-psychological support. While the national institutions are mostly responsible for the legislation, funding and central coordination of policies and measures, the districts on the local level organise the activities and the social support of the affected young migrants. The extent of activity on the various regional levels often differs. These differences are more relevant in states with federal structures such as Germany and Austria; the national reports give a few examples:

In Sweden the national level is more dominant when dealing with policies and certain measures for the target group. That applies especially to the education and school sector. In the employment sector the employment service works on the national as well as on the regional and local level. In rural areas mostly regional institutions operate, while the communities are very active in the big cities such as Stockholm, Gothenburg and Malmö. The introduction of navigation centres in the last few years made it possible to link the different supporting programmes. The right to an appropriate education is implemented to the greatest possible extent. There are special programmes for language education, the advisory services and support for migrants. The most recent development is the attempt to guarantee jobs for all young people who have completed a vocational training, something also young migrants would profit from. Regional immigration boards are responsible for the newcomers.

In Austria the Austrian Federal Ministry of Economics and Labour is responsible for issues regarding the labour market. It assigns Austria's Public Employment Service to implement national labour market goals and secures

the maintaining of a livelihood for the unemployed. In cooperation with other ministries, the employment agency and social institutions campaign against youth unemployment with training and employment programmes. These are executed on a regional and local level. Other examples are given from Vienna. The authors, however, see a great deficit in the national goals of the reduction of unemployment of migrants: There are no specific labour market integration measures for young people with migration background.

Germany has a relatively long history of immigration, the actions taken to support young migrants, however, are very often quite hard to trace. On the one hand that is because the 16 federal states are responsible for education and on the other hand because of the fact that only with the passing of the immigration law in 2005 Germany has referred to itself as an immigration country. Measures taken for young migrants are often understood as “supporting the disadvantaged”. Germany has nevertheless a well developed system of measures for advisory services, job placement and vocational training organized by governmental and nongovernmental institutions to support young people in the transition from school to employment. Welfare institutions are quite important for the realisation of these measures. These measures are, however, often taken for people who have come to Germany as migrant labourers, their descendants and the large group of emigrants of German origin from Eastern European states (resettlers). The report only gives few information about refugees and asylum seekers for whom specific institutions and integration courses have been developed.

In Turkey it is the Ministry of Education that steers and controls the activities that support the target groups. These are, however, foremost measures relating to school and vocational education. Many migrants, especially in the part of Istanbul that was discussed above, cannot be reached by the official educational system. Sectors of informal production and separate living spaces have developed which are very important for the living and educational situation of migrants. Local NGOs operate in these sectors for example, by establishing apprenticeship training centres, to improve the educational conditions of the target group.

Before joining the EU in 2004, Cyprus did not have an official integration policy and only a few programmes for immigrants. Migration is still seen as a “short term solution” and national and migrant population are clearly separated. The position of migrants is legally and politically vulnerable and their status in society is not very high. The nongovernmental organisations therefore see their primary work in the establishment of basic rights for migrants and social support.

In Slovakia measures of support for the Roma do not have a long history. Although many organisations have been working in this field for years, systematic work and cooperation of governmental and non-governmental institutions have been developed only few years ago. One of the most important

factors for that was the EU membership and implementation of EU social policy programmes into national policies, which was financially supported by the EU Structural Funds. The main goal of education is to reduce the dropout rate of Roma pupils from elementary schools, to decrease the number of Roma pupils in special elementary schools and to increase the rate of Roma children attending secondary and higher level schools.

### *3.3.1 Conclusions*

Most of the countries' reaction to youth unemployment is the establishment of advisory or training services which are usually carried out on a local level. State administrations typically set the national goals and finance these programmes. The implementation of these programmes is often done by several organisations which are either state owned, welfare-oriented or private. These programmes regularly aim at young migrants, but they only include specific measures and supporting programmes relevant for the project AQUa to a small extent. Policies and measures should be more orientated on the European Pact for the Youth (cf. European Commission 2005). The objectives of this pact are the improvement of education, mobility and integration of young people in occupation. At the same time international comparisons, as a method to the advancement of measures for several target groups, are to be promoted. The situations in the partner countries described above will be looked at again in the chapter "Evaluation of Policies and Measures". In the following chapters we will present "good practice" examples.

*4 Analysis of Issues: Policies & Measures  
and their Evaluation*



# *4 Analysis of Issues: Policies & Measures and their Evaluation*

## *4.1 Good Practice Examples<sup>13</sup>*

<sup>13</sup> A detailed description of all selected good practice examples can be found in the six country reports

The importance of evaluations in national and transnational policy-making is constantly growing in the EU member states. Heikkinen (2004) argues that evaluation is becoming an important part of the “management by projects” policies, supported and sponsored by the European Commission. Ultimately the AQua project is an evidence of the “ongoing shift in national and transnational policy making” (Heikkinen 2004, p.497). According to Heikkinen’s point of view, the growing demand for best practices illustrates the pressure on public administration to conceive education as a managerial activity, wherein educational expertise becomes substituted by subcontracted, policy-led research. Their main task is to provide “nationally and internationally comparable and reliable information for improving the competitiveness of national education systems” (ibid. p.493). Of course, the same remark can be applied not only to education systems, but also to other public policy areas, especially to the labour market. The EU took over the logic of competitiveness known from the industry sphere and the civil sphere in its public policies and thus turns into a so-called “busnocracy”, as an expression of the penetration of business standards into public administration.

In accordance to our experience, older EU member states are better adapted to the new environment of policy-making, which can be understood as a consequence derived from more experience with EU projects. It does not necessarily mean that their projects or measures have better outcomes. They simply have learned to follow official rules and criteria, including evaluation more precisely. However, whether evaluation is substantive and therefore actually is substantial, is unclear. In Germany, very few projects provide information about their evaluation concept. In particular they don’t inform about formative evaluation even though this can be an important quality indicator for the improvement of educational processes. Similar experiences were collected in other countries.

Selection criteria on good practice examples vary within administrative levels. Each level has some advantages and some disadvantages. On the national level, measures are run by state institutions such as Public Employment Services (Austria, Slovakia and Sweden). One of the largest positive aspects of this is that the programmes are institutionalized by law and therefore certain financing is secured. An Austrian specific programme called “Integrative Vocational Training – Apprenticeship without Barriers“ provides vocational training for disadvantaged young people who can not be placed in a regular position by Public Employment Service (PES). Education in school is completely funded during the duration of the programme and enterprises receive additional funding for these integrative apprentices. Young immigrants are very often part of the category „without compulsory education“. This can somewhat be explained

by the fact that several of the finished compulsory education outside of Austria and their certification is not accredited (Heckl et al. 2006, p.47). Other young people do not finish compulsory school only because of deficiency in German language knowledge (Heckl et al. 2006, p.104). In Slovakia, several measures have been institutionalized by the law concerning young Roma population indirectly. The Ministry of Labour, Social Affairs and Family and the Ministry of Education manage programmes such as community social work or teaching assistants. Both programmes offer jobs for young Roma people, working as assistants in the localities with high Roma population.

Programmes on national level have often been criticized as being too rigid with little effort for innovative approaches. Such innovations have been found in the Swedish good practice example. In the Swedish PES programme “New Start Jobs for Youth”, employers who employ persons aged 20 to 24 who have been registered as unemployed for 6 months or more, do not have to pay the general payroll tax for as long as the individual has been unemployed (maximum one year).

Cooperation and network-building are other criteria for choosing good practice examples on the national level. The German example presents the programme “Integration through Qualification”, run by the German Ministry of Labour and Social Affairs (BMAS) and the Central Agency for Advanced Training in the Skilled Crafts (Zentralstelle für die Weiterbildung im Handwerk) from 2005 to 2007. The project initiated a nationwide network for information and counselling. A goal of the project is the coordination of a country-wide information and consulting network for the vocational integration of migrants in co-operation with six regional development partnerships. Regional projects engage themselves in a network for the integration of persons with migration background in the vocational training and labour market. In Cyprus, the non-governmental organisation KISA runs the project “Centre for Migrant Support”, through which miscellaneous cheap or free courses in cooperation with various colleges and high schools are provided. In Cyprus and Turkey, nationwide state organisational structures helping young immigrants to improve their educational attainment or to seek the job have not yet been created yet and the work must be supplemented by non-governmental institutions.

The most criticism on national projects and measures for young immigrants concerns the lack of individual approaches and too broad definitions of the target groups. For instance, Austrian vocational training programme embraces many target groups including young people without compulsory education, which is a very heterogeneous category. Thus many young people do not achieve the compulsory education degree simply because of the lack of German language knowledge or the compulsory qualification made outside Austria is not recognized and vocational training is recommended. But especially in urban areas (such as Vienna) most apprentices are placed in vocational schools although their only problem is deficient language knowledge. Similarly in Slovakia, young Roma fall into different other categories defined as disadvantaged groups that are too broad or some measures are limited spatially for places where Roma segregated settlements are located. In Turkey, projects are

not directed at the employment of migrant youth, but at dwellers in the neighbourhoods mostly occupied by migrants.

In those countries where national measures are run by Public Employment Services (Austria, Sweden, Slovakia), the target groups are touched on just indirectly. The measures cover many disadvantaged groups like young people, immigrants and other groups, but no measure is targeted exclusively at young unemployed people with migration background. In Chapter 5 we shortly discuss the advantages and disadvantages of specifically “targeted measures”.

On regional and local level, programmes and projects are run by local governments, regional branches of PES, local NGOs or by private companies. One innovative method for capturing an issue and gaining more insight is to make an analysis based on a case study. In Vienna, the regional office of PES conducted a survey, interviewing young migrants and people with migration background from Vienna as well as PES employees working in everyday contact with young migrants. This analysis of the AMS counselling process shows that, besides general problems, AMS staff faces challenges as a result of linguistic barriers and “cultural” or religious differences between them and the clients. They find themselves caught within a certain area of conflict between “cultural” consideration and specific requirements of PES and the Austrian labour market. On the other hand, more than one tenth of the youngsters had the impression of being treated “differently” (AMS 2006/2007, p.4). As a consequence the survey results, some fields of action and intervention were identified for optimizing counselling and customer assistance (AMS/KMU 2007, p.51ff).

In Slovakia, the local level example represents a project which demonstrates outcomes of good cooperation between the different actors from public, private and third sector: US Steel Kosice, the biggest employer in eastern Slovakia, leases unemployed Roma from surrounding municipalities which have a high proportion of unemployed Roma population and local NGOs. If they work well, training for a skilled position is offered to them and they can become regular employees. The NGO’s role is to select those Roma who are considered most likable to integrate on this workplace.

The establishment of a sustainable network in order to cooperate and optimize the vocational qualification of young people with a migration background and the encouragement of equal opportunities is the main goal of the project “BQN” run by the regional labour agency in Rostock, Germany. Besides sustainability and cooperation, another reason for the selection of this project as good practice model was their dissemination practice. The project coordinators issued a periodic newsletter. The third newsletter discussed the successful implementation of “days of job orientation” within the network. The project team evaluated design and developed guidelines for future activities of organisations in the region. Several events were extremely well attended, such as the “JobFactory” in Rostock with 18.000 visitors, but there, an individual job-counselling was not possible. At the end the newsletters reported that the project supplied the partner network with a catalogue of successful activities

to ensure the sustainability of the project results (cf. Newsletter BQN Rostock 3/2005).

The biggest advantage of regional and local measures is that they can reach the target group more directly and can operate on an individual basis. In the case of Sweden, the municipality of Stockholm runs the project "Job-Square". This project supplements the role of PES by placing the groups concerned (those at risk of social exclusion including immigrants and young individuals living on social welfare) on the labour market. Job-Square Stockholm has purchased two activity-models from independent education contractors for their clients. The clients stay for a maximum of 6 months, there is some clear orientation towards the successful job-placement of their clients, for example household services, and the payment to the outside producers is distributed in three parts: 50 % after two weeks, 25 % after the client receive a job contract and the remaining 25 % after further 3 months of work.

In Cyprus, another model of cooperation appeared to be successful: an academic institution as a mediator between governmental and non-governmental organisations. Intercollege School interacts actively with the government and various non-governmental organisations, often formulating programmes as joint ventures, however these are limiting due to budget constraints and lack of direct contact with the target groups. Most of their activities are funded or co-funded by the European Commission. Their projects cover the following activities: facilitation of the integration of third country immigrants and refugees, implementation of the measures that will help eliminate discrimination and support the social and economic integration of asylum seekers in Cyprus as well as provision of Greek language courses.

As in Cyprus, the involvement of academic institutions plays a crucial role in social inclusion measures in Turkey. One such project of the Istanbul Bilgi University's Centre for Migration Research to create a community centre in Tarlabası has been put into practice. Tarlabası is a major area of interest for the Migration Research Centre, which concerns itself with the historic roots and problems related to migration. The neighbourhood represents one of the city's most problematic and poorest districts. The greater part of the population of the district consists of migrants from eastern and south-eastern regions of Anatolia, Roma, and other unregistered migrants. The Community Centre provides educational service, social service and sport activities for young people from Tarlabası district. The Tarlabası community project is funded by the European Commission's Democracy and Human Rights Micro Project.

Contrary to official EU Lisbon strategy to develop knowledge based society, we are witnesses also of the opposite trends. Because of the growing number of disadvantaged people on the European labour market and because of its changing structure, the new so-called "advanced marginality" (Wacquant 1996, 1999) became a significant phenomenon. Loïc Wacquant uses the term "advanced marginality" to describe rising social inequalities resulting from new conditions of liberalized labour markets. According to Wacquant, one of the distinctive properties of "advanced marginality" is the weakening of the wage-

labor relation. In contrast to the age of modern or industrialized society, in which the wage-labor relation constituted a major condition of relatively secure and stable social life, this can not be applied to our age of “post-industrialized” or “late modern” society, in which “the wage-labor contract has turned into a source of fragmentation and precariousness”, because of “the growth of part-time, ‘flexible’, variable-scheduled positions with fewer benefits, negotiable extension and benefit clauses, revised wage scales, and the various avenues pursued to evade the standard, homogenizing effects of state regulation of wage work” (Wacquant 1996, p.124) One consequence of this process was the emergence of a “dual occupational structure”, where immigrants together with other underprivileged groups have fallen into a new form of poverty or “advanced marginality”. Wacquant calls it “advanced” by reason that it “results not from economic backwardness, sluggishness or decline, but from rising inequality in the context of overall economic advancement and prosperity” (Wacquant, 1999, p.1641).

In the context of advanced marginality, the growing demand for high-skilled jobs supports the supply for unskilled service and manual jobs, while immigrants became an important labour source that substitutes the domestic labour force<sup>14</sup> in the lower occupational structure. It seems that our good practice examples reflect this situation.

<sup>14</sup> Or there is even competition between newly arrived immigrants and already established immigrant communities on the labour market.

#### *4.2 Evaluation*

In Austria, Germany and Sweden, evaluation of national programmes in the educational and labour market sector is a meanwhile common use and the benefits of evaluation are generally recognized.

##### *Sweden*

In Sweden, evaluations are very regularly done on different levels. On the national level, the Institute for Labour Market Policy Evaluation (IFAU) was established in 1997. Since 2007 it is a research institute under The Swedish Ministry of Employment. Evaluations on labour market policy measures are mostly done by IFAU (see report) but sometimes also Economics Departments at different Universities as well as other private institutes evaluate on this level. This includes both the regional and local level. Projects are mostly evaluated on two different levels, at programme level as well as project level. Different kinds of EU funding are evaluated in the same way. Depending on what type of evaluation the financier wants, the evaluation starts at the beginning of the programme and will provide process evaluation etc. Or at the end when more effect and goal-achievement evaluation is done. Among our partners, Sweden obviously is an exception, as there are many evaluation-institutes specialized in different topics, which are competing, and evaluation is done mostly on a higher level. There is also a lot of information compiled, which make it possible even to make follow-ups of individuals; a fact which is impossible in other countries. In the other hand, although sufficient evaluation is done in Sweden, comparatively little information on evaluation is openly available.

## *Austria*

In the case of Austria, evaluation of national programmes is mostly carried out by external and independent research institutes, which deliver structured and scientific evaluation reports and use a variety of qualitative and quantitative evaluation methods, including interviews with the relevant actors involved in the programmes and the beneficiary groups.

Compulsory evaluation is required from NGOs and institutions funded by the Public Employment Service (PES) or other public funding institutions in order to obtain financing. Pressure is growing on NGOs supported by the PES, because of newly installed PES funding directives and calls for tender: In the future the 3 years framework contracts will be cut down to 1 year, NGOs will have to apply annually for their funding. The evaluations of NGOs are mainly considered as a controlling tool and results are brought into the authorising committees of the PES. However it was also reported to us by NGO representatives, that some projects, which had excellent evaluation results, have been closed nevertheless; in other cases money was cut down, even if evaluation showed that, for instance, before receiving their first counselling interview, clients wait for more than one month. The PES evaluations of NGOs, carried out by PES officials, are mostly administrative or financial and rarely content related; their quality is often questioned.

According to telephone interviews with NGO representatives of local projects, it can be summarized that NGOs generally evaluate their work, but the forms of evaluation depend on whether it is used for funding institutions or for internal use only. Evaluation methods sometimes are predetermined by the funding institution; some of them demand quantitative results/outputs (e.g. how many clients could be placed into a job, surveys on customer satisfaction) whereas others leave NGOs to choose their own evaluation methods. Internal or self-evaluation is mostly carried out on a qualitative basis with the aim to improve the process as well as the quality of their work.

The evaluation tools mainly used are interviews with participants or project team members and other employees of the measure (trainers, etc.). The working process is evaluated by holding regular team meetings and Jour fixes and by regular discussions between employers and employees. Gender mainstreaming, anti-discrimination and political work may also form an essential part of NGO tasks. Evaluation is mainly used as a tool to verify if aims have been met and in how far the measure corresponds to the needs of the participants/beneficiaries. Results are discussed by the team internally and may also flow into new project proposals.

Mostly evaluation results are not published; they are only made for internal use and are disseminated to sponsors and colleagues. But NGOs publish yearly reports where evaluation results also may flow in.

National educational or labour market programmes are evaluated through content evaluation and by external evaluators, and their quality is high. But there is practically no co-ordinated evaluation or meta-evaluation on national

level. One exception is the evaluation of the Austrian EQUAL projects by the Federal Ministry of Economics and Labour, whereas projects of the first round were evaluated also on a qualitative basis, EQUAL II projects only on a quantitative level.

Although there are generally many evaluations conducted in Austria, there are not so many networks or co-operation on the topic as such. Evaluation experts, together with experts in the fields of education, youth work, migration and relevant protagonists within the labour market, need to exchange more often. New research findings, respectively on specific target groups may then become more commonly spread as well as easier to access.

On regional level some social or integration departments of Provincial Governments (Bundesländer) like Vienna (MA 17), Upper Austria, Salzburg, Styria, Tirol and Vorarlberg have developed integration concepts (Integrationsleitbilder) (or are beginning to start) using qualitative evaluation methods or define indicators for measuring integration.

Smaller organisations and NGOs are more likely to evaluate their work on a regular qualitative basis; they experiment with different forms of reflected self-evaluation and mainly use evaluation to improve their daily work. Often NGOs evaluate with a high commitment on a voluntary basis.

If evaluations of NGO projects are carried out by or on behalf of their funding institutions, mostly quantitative evaluation approaches are applied. One example is the Public Employment Service (AMS). These external evaluations are often used as controlling instruments and are the basis for further funding. However decisions to cut down funding are not always transparent; sometimes even projects with very good evaluation results are closed down.

As we see for the NGO sector, there is a certain ambivalence of evaluations: they are seen as a very useful means to enhance the quality of the work but if they are linked with funding institutions, NGOs existence highly depends on it.

### *Germany*

In the middle of 1990's a substantial criticism concerning the effectiveness of vocational educational measures became widely accepted in Germany. Consequently vocational education projects acquired the necessity to justify their results. Relevant proofs of efficiency and effectiveness of the used instruments, sustainability of learning results and effects on individual development of competences are now more frequently demanded. Successful vocational integration or the success of the factual transfer of learning into everyday life acting is an important issue. Formative or summative evaluations were released as a suitable instrument for the examination of results of vocational and educational training measures.

Although evaluation of professional training measures has a certain tradition - in particular in European Union promoted projects - they are only a small part of relevant literature discussing the suitable procedures

and favourable factors on evaluation results, which could make derivatives possible for the design of evaluation concepts. In the political program of the European Union the demand of sustainability is a dominant factor. However the transfer of evaluation results to experts still needs to be improved.

There is a lot of scientific debate on different forms of evaluation. Formative evaluation affects its objects and by doing so, changes them. Evaluation also includes elements of design and leads thereby to an „unavoidable subjectivity“. The summative evaluation appears in comparison with the formative evaluation as a science of „second quality“. This has been the central cause of reluctance against formative evaluation in the scientific community.

Another problem results from the practice in projects to grant the evaluation only during the project time-frame, at best with a time extension of few months. Thus the requirement cannot be achieved to evaluate sustainability of learning, to observe transfers into everyday life or to ground statements about long-term integration successes. Evaluations, which lock with project end, supply frequently only short-term impressions. Very often the evaluation contracts were temporary and the processing of the results of the evaluation is done by persons, who are not familiar with the subject of the measure.

The thesis that training and educational effects are dependant of subject developments is of fundamental importance (cf. Tietgens 1993). The evaluation of experiences happens with the goal of making „competences more strongly conscious and regarding its individual use for biographic transitions“ (Hendrich 2003, p.154). The evaluation process must be related to individual person and to promotion of personal development considering factors of environment, social and local situation.

Many programs have only been evaluated from a single perspective. The projects are usually tested for their effects on youth unemployment rates. This approach however neglects educational effects which only become evident in subjective biographies. Concerning the field of adult education it must be agreed upon, that the effects could reach far beyond a narrow vocational educational and gainful-employment-oriented perspective of empowerment. Evaluation should be designed continually with long term monitoring of processes and has to be considered as a lasting process of self- and external reflection on the policy as well as on the practice level. This form of evaluation must be planned previous to the beginning of activities and takes longer than a project or qualification measure. Evaluation designs should base on participative development. Synergy of perspectives can only through contribution, exchange and co-operation of different stakeholders. Each actor on national, regional and local level must accept that without systematic and budgeted evaluation there will be no comparable quality of activities. As a result, implementation of continuous evaluation is not a technical problem but rather a question of attitude and a new culture of policy and measures. Evaluation is fundamentally important for the quality of educational and vocational measures and this is where the course is set for future participation (or non-participation) in continuing education.

### *Slovakia*

In Slovakia, the main impulse to start evaluation was initiated by the European Structural Funds, which financed educational and labour market related EU Projects last year.

Evaluation carried out by the Sectoral Operational Program Human Resources (SOP HR) Evaluation Committee <sup>15</sup> stresses non-performance of indicators that were not systematically and optimally set up. Indicators are very important in monitoring fulfilling the conditions of contract between the Managing Authority (MA) and the final recipients (FR), because they precisely measure outcomes and impacts of confirmed project.

In *Turkey*, the most common method of evaluation is self-evaluation and in many cases it may be said that the projects therefore lack evaluation in the professional definition.

In *Cyprus*, evaluation does non existent, except for EU or internationally funded projects.

<sup>15</sup> The Slovakian Ministry of Labour, Social Affairs and Family is the Managing Authority (MA) of the Sectoral Operational Program Human Resources targeted partly to support further education and employment of socially disadvantaged groups on labour market.

*5 Final Conclusions and Aspects for Further  
Development – A Catalogue of Measures*



# *5 Final Conclusions and Aspects for Further Development – A Catalogue of Measures*

## *5.1 Final Conclusions – New Insights*

In all selected countries the unemployment rate of people with migrant background is much higher than the unemployment rate of people born in the country on all educational levels. Additionally, young migrants have a higher probability of being unemployed than older migrants. This can be seen in relation to an often lower educational achievement of migrants and ethnic minorities compared to the majority population.

A higher educational level diminishes the risk of unemployment considerably for people with migrant background as well as for those born in the mentioned country as ethnic minorities.

Regarding the availability of reliable data on the children and grandchildren of migrants, there is still a big lack in European statistics. For the purpose of our project, we have to content ourselves with the nationally available data in the six partner countries. But regarding the process of data collection, the researchers faced major obstacles regarding the statistical visibility of the target groups and accessibility of data on them, the availability of information on measures and policies for these groups or including these groups as well as on evaluation of these measures and policies.

### *5.1.1 Situation in the Educational System and on the Labour Market*

In order to fight the exclusion of young migrants from the labour market, it is of great importance to support them in completing their school education or vocational training. The access to a good education is only partially implemented in the partner countries of the project AQUA.

Germany and Austria officially offer equal chances in the educational system for the national and immigrated population with national citizenship, but the school qualifications of people with migrant background are much lower compared to their national counterparts. There is a tendency that migrants and pupils with migration background rather attend lower secondary and vocational schools than schools with higher academic demands (high schools). The probability of being sent to a school for children with learning difficulties (special education schools – *Sonderschule*) is much higher for pupils with migrant background; they often end up there solely because of German language deficiencies or because of the inadequately negative labelling of their behaviour. One crucial factor is the generally very selective educational systems in both countries.

There are some national measures and programmes which are supposed to help in the transition into the labour market, but as there are many disadvantages for people with migrant background at the roots of society – especially in social structure, on the institutional level and in law – unequal chances prevail.

As on the state level these inequalities are not challenged, the measures taken are only treatments more or less on the surface.

In Slovakia, Cyprus and Turkey the vocational education is part of the school education. Although this theoretically should guarantee equal chances for native and immigrated or ethnic minority youths, a lack of support for the minority groups makes it impossible to reach this aim. Another issue is the school enrolment: Some young people can just not be reached by the educational system – a problem that would probably be a smaller one, if discrimination in school was less of an issue.

Compared to the other countries Sweden is an exception: With their general school education and the scholastic vocational education it offers relatively good conditions for high qualifications, regardless of where the young adults come from or which national background they have. Problems exist, however, also on the transition from school to work life. A job guarantee for young people is supposed to help in implementing equal chances for all.

Regarding measures against youth unemployment, most of the countries' reaction is the establishment of advisory or training services. Those are usually carried out on a local level. State administrations usually set the national goals and finance these programmes. The implementation of these programmes is often done by several organisations which are either state-owned, welfare-oriented or private. Many of these target young migrants, but they only include specific measures and supporting programmes relevant for the project AQUa to a small extent.

### *5.1.2 Policies & Measures for Young Migrants, Minorities and Young Persons with Migration Background – a Selection of “Good Practices”*

#### *National Level*

On national level, measures are run by state institutions such as Public Employment Services (PES) (Austria, Slovakia and Sweden). One of the most positive aspects is that the programmes are institutionalized by law and therefore financing is secured, which ensures continuity.

Programmes on national level have often been criticized as too rigid with little effort for imaginative approaches. One such innovation was found in the Swedish good practice example. In the Swedish PES programme “New Start Jobs for Youth”, employers who employ persons aged 20 to 24 which have been registered as unemployed for 6 months or more, do not have to pay the general payroll tax for as long as the individual has been unemployed (maximum one year).

Good cooperation and network-building are other criteria for choosing good practice examples on the national level.

The most criticism on national projects and measures for young immigrants concerns the lack of individual approaches and too broad definitions of target groups.

In those countries where national measures are run by Public Employment Services (Austria, Slovakia, Sweden), the target groups are referred to only indirectly. The measures cover many disadvantaged groups such as young

people, immigrants and other groups, but no measure is targeted exclusively at young unemployed people with migration background or resp. Roma.

### *Regional and Local Level*

Regional and local measures often can address the target group more directly and can work with it on an individual basis.

On regional and local level, programmes and projects are run by local governments, regional branches of PES, local NGOs or by private companies.

One such example, a Managing Diversity project, is carried out in Vienna, Austria, by the regional section of the Vienna Public Employment Service (AMS Vienna) for Youth. After a survey among clients and PES staff it was found that counselling and customer assistance shall be optimized and measures against discrimination of clients with migrant background implemented.

In Slovakia we came across a good cooperation amongst the different protagonists of the public, private and third sector.

In Germany the BQN Rostock is an outstanding example concerning sustainability and cooperation. Another reason for the selection of this project as good practice was their dissemination practice.

In Sweden, the municipality of Stockholm runs the project "Job-Square", supplementing the role of PES by placing the groups at risk of social exclusion including immigrants and young individuals living on social welfare on the labour market. Job-Square Stockholm has additionally purchased two activity models from independent education contractors for their clients. These remain in the program for a maximum of 6 months; there is a clear orientation towards the successful job-placement of their clients which is related to the payment to the outside contractors divided into three parts: 50 % is paid after two weeks, 25 % when there is a job contract and the remaining 25 % after 3 months of work.

In the case of Cyprus, another model of cooperation appeared to be successful: an academic institution as a mediator between governmental and non-governmental organisations.

The involvement of academic institutions plays a crucial role in social inclusion measures in Turkey.

Contrary to official EU Lisbon strategy to develop knowledge based society, we are witnesses also of the opposite trends: Because of the growing number of disadvantaged people on the European labour market and on account of its changing structure, the new so-called "advanced marginality" (Wacquant 1996, 1999) became a significant phenomenon. Loïc Wacquant uses the term "advanced marginality" to describe rising social inequalities resulting from new conditions of liberalized labour markets. According to Wacquant, one of the distinctive properties of "advanced marginality" is the weakening of the wage-labour relation. In contrast with the age of modern or industrialized society, in which the wage-labour relation constituted a major condition of relatively secure and stable social life, this can not be applied to our age of "post-industrialized" or "late modern" society, in which "the wage-labor contract has turned into a source of fragmentation and precariousness", because of "the growth of part-time,

'flexible', variable-scheduled positions with fewer benefits, negotiable extension and benefit clauses, revised wage scales, and the various avenues pursued to evade the standard, homogenizing effects of state regulation of wage work" (Wacquant 1996, p.124). One consequence of this process was the emergence of a "dual occupational structure", where immigrants together with other underprivileged groups have fallen into a new form of poverty or "advanced marginality". Wacquant calls it "advanced" by reason that it "results not from economic backwardness, sluggishness or decline, but from rising inequality in the context of overall economic advancement and prosperity" (Wacquant, 1999, p.1641).

### *5.1.3 Evaluation of Policies & Measures*

#### *5.1.3.1 Overview of Terms Used in the Field of Evaluation*

In looking at evaluation by coming back to the basic AQUA project aim to re-evaluate projects - that means evaluate the evaluations - we focused on three main evaluation principles: goals – types – indicators

#### 1. What are the goals of evaluation?

The goal of the evaluation aligns the whole evaluation process and tells us how the results will be used.

Main types of goals:

- Improvement of programmes and projects
- Deliver a foundation for decision making
- Gain of insight
- Justification of funding

#### 2. Types of evaluation:

- ***Ex-ante evaluation:*** It takes place before a project actually starts. The aim is to figure out what the impact could be. Ex-ante evaluation works with impact models.
- ***Formative evaluation:*** Optimally it starts before the project starts and accompanies the project management all way through. Also an external evaluation can be a formative evaluation.
- ***Summative evaluation or ex-post evaluation:*** It is applied after the project has ended. The aim is to check the results. This form may be problematic especially when the objectives of a programme were not clearly defined in the beginning and when the indicators of success were not defined. Thus, when it comes to evaluation, it is impossible to evaluate if the success was actually reached if the success was not defined in the beginning.
- ***External evaluation:*** The evaluation team is not part of the project.
- ***Internal evaluation:*** The evaluators are part of the institution, but not part of the project team.

- *Self evaluation:* Evaluation is done by the same persons doing the programme or carrying out the project
- *Mixed forms*

3. Indicators of a good evaluation:

- Goal of evaluation defined
- Detailed evaluation plan
- Objectives and indicators of success of project defined
- Triangulation of methodology in order to look at the topic from different perspectives and by using different methodologies (not only questionnaires, also in depth-interviews, standard survey, etc.)
- The use of the results: What is the goal of the results? Were they used?

#### *5.1.3.2 Evaluation of Selected “Good Practices”*

The following table (Table 5) has been established corresponding to our Tool 2 „checklist for evaluations“ for all three selected so-called „good practice“ examples in all partner countries.

**TABLE 5: EVALUATION OF SELECTED „GOOD PRACTICE“ EXAMPLES IN ALL PARTNER COUNTRIES**

COUNTRY	ADMINISTRATIVE LEVEL	NAME OF PROJECT	FORM OF EVALUATION	METHODS USED	
<b>Austria</b>	National	<b>IBA</b>	Comprehensive external scientific evaluation	Variety of different qualitative and quantitative methods of empirical social research <ul style="list-style-type: none"> <li>• Secondary analysis of documents and statistical material (monitoring material)</li> <li>• Survey among the apprentices</li> <li>• Interviews with experts, young people, teachers, parents and training assistants</li> <li>• Workshops with stakeholders</li> <li>• Survey in Companies and training schools</li> <li>• 10 on site visits on single apprenticeships</li> <li>• Focus groups with young people</li> </ul>	
	Regional	<b>AMS Vienna for Youth</b>	Accompanying (formative) internal and external evaluation	Two main surveys have been conducted: <ol style="list-style-type: none"> <li>1. among PES employees</li> <li>2. among PES customers</li> </ol> Qualitative: analysis of documents, participant observation, interviews with AMS consultants and experts quantitative: secondary analysis of statistical material and primary surveys	
	Local	<b>MAIZ</b>	Self-evaluation, external evaluation	Self-evaluation as main applied method; experimentalising with tools (e.g. participative action), whereas one focus lies on models of process evaluation	
<b>Cyprus</b>	National	<b>KISA</b>	No formal or informal evaluation		
	National*	<b>Intercollege</b>	Scientific internal and external evaluation; accompanying (formative) evaluation by cooperating partners	Questionnaires for participants; follow-up of students	
	National*	<b>Rep. of Cyprus, UN and UK</b>	Information about evaluation not available		
<b>Germany</b>	National	<b>ProInteCra</b>	Internal evaluation	Individual evaluation elements	
	Regional	<b>BQN</b>	Internal evaluation and evaluation by the National Coordinator	Individual evaluation elements	
	Local	<b>MIA</b>	Formative and summative evaluation	Interviews with participants, Interviews with teachers and practical tutors	

	PURPOSE OF EVALUATION / USE OF RESULTS	EVALUATION REPORT (YES/NO)	DISSEMINATION
	Analysis, if the IBA as legal instrument is an adequate tool to labour market integration of disadvantaged youth. The evaluation results are a basis for recommendation for the further development of this programme against the background of the limitation of the law until December 2008	Publicly available	Downloadable from Homepage of the Ministry of Economics and Labour <a href="http://www.bmwa.gv.at">www.bmwa.gv.at</a>
	To gain more insight about clients needs and expectations on the consultancy practice at AMS as well as on the characteristics and labour market relevant parameters of this target group; recommendations of the evaluators flow into the further design and improvement of the pilot project	Survey among PES customers publicly available	Downloadable from Homepage of evaluators <a href="http://www.kmuforschung.at">www.kmuforschung.at</a>
	Develop new evaluation tools (e.g. an evaluation model combining "evaluation and empowerment"); use results to constantly improve the work with migrants	Evaluation results for internal purpose only	Some evaluation results form part of the yearly reports
	Justification for funding; project quality improvement (for future applications for EU)	Internal reports by external evaluators	Internal use only; Not publicly available
	Deliver recommendations for the practice, seminars/ attractions and catalogues of successful activities to ensure the project results	Evaluation report not yet published, but coordinators edited a newsletter	Dissemination activities and products in newsletters
	Recommendations for quality improvement; evaluate the outcomes of the project	No evaluation report published but coordinators edited a periodic newsletter, where some results of internal evaluation were described	Via periodic newsletter
	Quality improvement; the formative evaluation lead to changes of the project (changes applied to the composition of the group, the learning offering of the project, the arrangement and the choice of internships); the evaluation had activated and supported process innovations	Evaluation published in: Kollak, I./Wiesner-Rau, C. (2008): Welche Chancen bietet das Gesundheitswesen für Migrantinnen. In: Rommelspacher/ Kollak. Interkulturelle Perspektiven für das Sozial und Gesundheitswesen. Frankfurt, Mabuse Verlag	Downloadable: <a href="http://www.berlin-transfer.net/produkte/migrantinnen-in-die-arbeitswelt-mia-ein-qualifizierungsprojekt-fuer-die-kultursensible-p.html">http://www.berlin-transfer.net/produkte/migrantinnen-in-die-arbeitswelt-mia-ein-qualifizierungsprojekt-fuer-die-kultursensible-p.html</a>

COUNTRY	ADMINISTRATIVE LEVEL	NAME OF PROJECT	FORM OF EVALUATION	METHODS USED	
Slovakia	National	<b>Roma Teaching Assistants</b>	External evaluation	Interview with policy-makers and also with teachers, principals and NGO representatives School case study	
	Regional	<b>Local Job Consulting Centres</b>	External evaluation	Questionnaire, semi-structured interviews and panel discussions with project actors	
	Local	<b>US Steel Kosice</b>	Not evaluated yet		
Sweden	National	<b>JOB; NSJY</b>	Scientific evaluation by IFAU (research institut under Swe-deish Minitry of Employment)	Different scientific monitoring and evaluation methods	
	Regional	<b>Job Square Stockholm</b>	Internal formative evaluation and external scientific evaluation	Monitoring of participants during measure	
	Local	<b>Navigation Centres</b>	External summative evaluation by Swedish National Board for Youth Affairs; internal evaluation	Interviews with staff within municipalities and project leaders	
Turkey	National	<b>İSMEK</b>	Internal Self evaluation; informal non-scientific structured evaluation	No information (Access to information denied by ISMEK)	
	Regional	<b>Employment for Female High School Graduates</b>	Informal evaluation	There is no scientific evaluation method being used.	
	Local	<b>Tarlabası Community Centre</b>	Informal evaluation	There is no scientific evaluation method being used.	

\* In the case of Cyprus as a small island republic, the distinction between national-regional-local is not useful, as localized policies and measures envelop the entire state territory, incorporating all levels of society, authorities and agencies

	PURPOSE OF EVALUATION / USE OF RESULTS	EVALUATION REPORT (YES/NO)	DISSEMINATION
	Writing research report, no link with policy-makers	No, only research reports and web publications	Websites
	Recommendations for quality improvement and sustainability of the project	No	Websites
	Analyse effects of the labour market policies	Yes	Assignment to disseminate all evaluation results that they become accessible to different interested parties in Sweden and abroad
	Compare results within the own organization and compare with results from outside suppliers	No information	No information
	Improvement of quality of the projects; gain insight about the local needs	Evaluation report published	Available as book
	No information	No information publicly available	No information
	No information	No report	No information
	Being able to secure further funding is considered as evaluation!	No report	No information

Table 5 gives a short overview about the evaluation of an already pre-selected set of "good practice" projects on behalf of young migrants, minorities and young persons with migration background in our six partner countries. Concerning the evaluation of the "good practice" examples, information about the *purpose of evaluation, the methods of evaluation* as well as the *use of the evaluation results* was very often not available in Turkey and Cyprus. Regarding the *dissemination and availability of evaluation reports* the situation was even worse. But this holds true for some other countries, too, where dissemination of full evaluation reports (containing detailed evaluation results) even of successful and approved projects is rather an exception.

One of such an exceptional example is Sweden where at national level an assignment to disseminate all evaluation results exists. Generally we can say that if evaluation is done, mostly multiple forms of evaluations are applied within one project or measure corresponding to its size or duration. This could be by using both external and internal forms of evaluation during pilot projects, within measures of bigger size carried out by national administrations or PES or small NGO initiatives and projects. Also most of our "good practice" projects used more than one *type of evaluations* for their evaluation, such as formative or summative evaluation and different forms of self-evaluation, etc. With regard to the evaluation methods and tools we can observe that different scientific monitoring and qualitative methods, such as participant monitoring, surveys and questionnaires are dominating tools. They are followed by experimental forms and individual evaluation methods, whereas the use and definition of indicators are rarely found, as little as the follow-up of project participants or impact assessment. Concerning the purpose of evaluation we can summarize that the majority uses evaluation to improve the quality of the project. In one specific national case (Austria), the purpose of evaluation is to deliver a foundation for decision making for political leaders (the government). In Turkey and Cyprus little experience regarding the positive effects of evaluation is found; and due to international/EU donors the evaluation purpose "justification for funding" is overrepresented.

In Sweden – according to the national assignment to dissemination - evaluation is used to compare results with other evaluation results and to measure the effects of labour market policies as well as to gain insight into local needs.

In some Austrian and German projects information was available about how evaluation will be used or has been used in order to improve the quality of specific processes within the project. It is a generally difficult task to get information about this interesting topic.

Besides this, the improvement not only of projects but also of evaluation itself has been found to be an issue which could not be much explored within the AQUA project. In one specific NGO project in Austria, different types of evaluation and tools are used as a field of experimentation and constant innovation. Also new evaluation tools have been created focusing specifically on the empowerment of migrant participants.

## *5.2 Improvement of Policies & Measures for Young Migrants, Minorities and Young Persons with Migration Background – A Catalogue of Measures*

In the following chapter we want to address some of the crucial issues which occurred when analysing the field of policies and measures on behalf of young vulnerable persons, who face disproportionately higher unemployment or lower educational achievement. The aim is firstly to describe specific factors, which may influence the success of a project or challenge it. The following selection of factors is the outcome of the findings and experiences of all six partners made during their research. To begin, we will shortly describe some contextual factors, which influence policies and measures from a structural level and where recommendations are addressed more or less to policy makers and actors in education and labour market, which are in the position of decision making on all relevant political levels, be it regional or national or even EU wide. These contextual factors encompass the legal, institutional and socio-political environment, the dimension of racism and discrimination in a country's society, the availability of data about a defined target group and policies and measures on behalf of them and the amount of available financial resources. Then, more comprehensively, we want to focus on challenges with regard to the specific practice of designing and implementing a project or measure and to point out to some issues which could be enhanced or be object of further development. Those issues which have been selected to be the most important ones are as follows:

- Definition of target group – Question of “targeted policies”
- Definition of Needs and Aims
- Access to Information and Access to the Measures
- Quality of Policies and Measures
- Cooperation and Networking
- Campaigns & Public Relation
- Potential for Mainstreaming

Evaluation is treated as a separate issue in the chapter that follows the next one.

### *5.2.1 Contextual Factors*

#### *Discrimination*

The comparatively low educational attainment and high unemployment rate of young persons with migrant or ethnic minority background is due to a complex set of factors. It appears that (ethnic) discrimination and inequalities in society contribute to this situation. Migrants and ethnic minorities are confronted with different forms of direct and indirect discrimination, including institutional ones like, for instance, inadequate pedagogical approaches or legal discrimination. With regard to policies and measures for the defined target groups, an overall observation was the widespread “deficit perspective” in educational and labour market policy approach. Generally migrants and their

descendants as well as ethnic minorities (Roma) are in many countries more or less seen as groups with specific “deficits” or even as “problem groups”. In the educational system that is reflected by an over-representation of pupils with migration background in special education schools which again negatively affects the educational and future employment opportunities of these pupils (EUMC 2004, p.30f) or the difficulties for Roma to get employed. Another factor is the sometimes very subtle discriminatory practice by the staff at Public Employment Service helpdesks or by teachers in schools or during training courses. Discrimination and racism may even lead to the mere exploitation of migrants during employment measures, when project staff sends a group of migrants to work for employers for free, as one case was reported from Turkey. It is a general result that there is no awareness on accompanying measures against racism and discrimination. Very little measures have been found which focus on the awareness raising or which pick out racism or discrimination as important factors young persons with migrant background are confronted with. Instead of highlighting the resources of the defined target groups, the “deficit perspective” remains the main focus when designing and implementing projects and measures for young persons with migrant or ethnic minority background.

#### **Possible directions for further development:**

- Strengthening antidiscrimination laws, establish legal equality
- Develop anti-discrimination policies and raise awareness on national level and in the private sector (employers)
- Conducting awareness raising and anti-discrimination measures for counselors, PES staff, trainers, school teachers, employers, etc.
- Highlight resources and potential and competences of target groups and develop a new view on the role of members of target groups (diversity)
- Address the raising importance of the empowerment of people with international and migration experience (intercultural competences training)

#### ***Legal, Institutional and Socio-political Framework of Policies and Measures***

Each policy or measure is based in a legal and institutional framework and in a certain social context. Thus there are general legal and social factors that can on the one hand enhance or impair the positive effects of a policy or measure and on the other hand be prevalent within the measure itself. For our partners countries the legal, institutional and socio-political framework played an important role with significant influence on the quality, existence and sustainability of policies and measures for the defined target groups. In Turkey, for instance, education is the most significant battleground in the present society. Thus, the political orientation of course providers, private or otherwise, is a big issue and many positive and negative comments are attached to various institutions in terms of political positions. The political context cannot be kept out of view, as shows the Swedish case, when in Stockholm two promising Navigation Centres were closed down because the political majority in the municipality changed. Also the Slovak report mentioned that the quality and sustainability of measures highly depend on the engagement and willingness

of mayors and social policy makers at regional and local level. With regard to policies and measures for the target group of Non-European migrants, Cyprus describes a certain ignorance among public servants towards existing EU law (implementation of EU directives) and a lack of awareness to and of the international community. Another problem described by all partners is a general lack of involvement of civil society actors and experts. Sweden stressed lack of trust, communication and cooperation between the state level and the municipalities which leads to too little harmonisation of goals and non-coordination of measures.

Thus the national context may be favourable or non-favourable for a projects continuity especially with regard to the availability of financial resources. In many countries it can be observed that – when it comes to the distribution of money - too little qualitative and too many quantitative criteria are applied.

#### **Possible directions for further development:**

- Awareness raising among policy makers and important stakeholders
- Strengthening of anti-discrimination laws
- Fostering structures for enhancing the sustainability of projects and measures
- Harmonisation of goals
- Involvement of civil society actors and experts
- Cooperation between different stakeholders

#### ***Financial Resources***

According to our findings, programmes and projects for the chosen target groups in the new EU countries and EU applicant countries were much more reliant on EU and international funding than those programmes and projects in older EU countries. One major question for projects in this context is if there are enough financial and personnel resources to carry out a measure in a sustainable way. NGOs in particular claimed that there are too little qualitative criteria for the distribution of money. Many smaller non-national organisations and NGOs are deeply confronted with the cutting down of national resources and rely on money from EU and international funds, which is accompanied with more complexity in project application and administration. Many countries report problems with the non-permanency of projects because of the lack of further or basic funding.

#### **Possible directions for further development:**

- Increased recognition of the efforts and quality of the work of NGOs and smaller independent institutions by regional and national authorities.
- Transparency in the distribution of funding, and also in evaluation, if results are used as a basis for it
- Developing long-term strategies and visions, especially at the national level, and providing funding for it
- Establish evaluation as a fixed budgetary item
- Promote incentives for potential employers (e.g. time-limited wage subsidies for employers to hire unemployed)

### *Data Availability*

In general the lack of (differentiated) data constituted one of the main challenges for the AQua project partners (see also Chapter on Methodology). These difficulties regarding data availability were concentrated on four main areas:

1. On the general national situation of internal or international migration flows and the situation of migrants in the country (Cyprus, Turkey)
2. On the educational and labour market situation and performance of the defined country specific target groups due to a lack of official definitions of those groups and thus lack of data about them (e.g. Roma, 2<sup>nd</sup> and 3<sup>rd</sup> generation, naturalised migrants)
3. On policies and measures for the defined target groups
4. On evaluation of policies and measures

Especially our partner countries Cyprus and Turkey faced difficulties during research because of a general lack of data on the national situation of migration. For Cyprus this is due to the fact, that parameters of migration flow changed with the EU accession and immigration is a quite new phenomenon there. Additionally the country is - because of its geographical strategic position - confronted with a high proportion of illegalized migrants and refugees seeking access to the European Union via the island republic. Data on this group, which is in a precarious situation and finds jobs mostly in the shadow economy, is not available. In Turkey the situation of internally displaced persons and migrants from the eastern parts of the country has until now not yet been a topic of research and thus quantitative or qualitative data on this group and their situation in education and on the labour market is not available. An equally difficult situation has been described by our Slovak partner who faced problems in drawing a precise picture of the specific group of Roma people, because no national data exist on that group. The non-availability of differentiated data on naturalized migrants and young persons of the so called 2<sup>nd</sup> and 3<sup>rd</sup> generation of migrants made it also difficult for the Austrian and German partner to gather exact data on their educational and labour market situation. Also differentiated data on the effects of educational and labour market policies and measures on the specific group of 2<sup>nd</sup> and 3<sup>rd</sup> generation migrants are hardly available, because they often fall into mainstream programmes for e.g. unemployed youth. With regard to the dissemination and availability of evaluation reports, Turkey, Slovakia and Cyprus reported most difficulties. Our Slovak partner stated that much evaluation material is not publically accessible and most evaluations are based on analysing methods, which focus mainly on strengths and weaknesses of a project in a very superficial manner. A general result for all partner countries is an overrepresentation of financial and administrative evaluations compared to comprehensive qualitative forms of content evaluation. This is often due to the fact that evaluations are seen as a certain “duty” to fulfil on behalf of the funding institutions and less emphasis is thus made on evaluation as a quality commitment, where also “less positive outputs” are described and analysed in order to improve a project in a next stage. However, smaller non-governmental institutions often carry out good evaluations and use their results for the improvement of their work, but dependence on

external (often governmental) funding institutions keep them from disseminating their evaluation results in order to protect their work.

**Possible directions for further development:**

- Increase of funding for scientific research on the topic of migration in EU and accession countries and their national situation of migration and on the performance of specific vulnerable groups in education and on the labour market and on policies and measures on behalf of them
- Increase of funding for scientific forms of evaluation of policies and measures for young migrants, minorities and persons with migrant background
- Promote scientific evaluation including forms of self-evaluation especially among smaller institutions and NGOs, which are already carrying out policies and measures for the country specific target groups
- Creation of databases, where evaluation reports on the topic can be disseminated and exchanged

*5.2.2 Some Issues regarding the Improvement of Policies and Measures*

*Definition of Target Group – Question of “Targeted Policies”*

Educational and job-oriented policies and measures are often not directed to and designed for a clearly defined target group, especially at the national levels; that means that specific vulnerable groups like 2<sup>nd</sup> and 3<sup>rd</sup> generation migrants or ethnic minorities fall into other categories of measures like for “young unemployed” or “disadvantaged persons/youth” or “people of socially disadvantaged environment” (Roma). Often these national programmes and measures are too generally designed and do not meet specific needs of the target group; it happens also that certain people are not placed in the adequate (training) programmes. National employment and training measures are mostly carried out by the PES and require registration there, but in case of spatially much segregated persons or people not registered at the PES, all those measures cannot apply to them. But specialized measures or “targeted policies” bear a risk: they may lead to fortify the picture of a “problem group” and foster centralistic prejudices about persons already suffering from various forms of racism and discrimination. This is especially important for countries with strong right wing parties and a negative public and political discourse about migrants and their descendants. This might also become an issue in countries like Turkey and Cyprus, where “migration” and “migrants” are still taboo topics and little awareness exists. There the complete lack of data on the situation of the defined target groups makes it hardly impossible to design policies.

**Possible directions for further development:**

- Clear definition of beneficiary group which should profit from the measure/policy by being at the same time aware of not culturalising problems and thus fostering prejudices as a “problem group”
- Make an anti-discriminative approach the basis for all policies and measures designed for young migrants, ethnic minorities and persons with migration background

- With regard to this anti-discriminative approach: Identification of “target group” of anti-discrimination measures (e.g. PES staff) and of “beneficiary groups” (e.g. young migrant job seekers), with a focus on empowerment, must be clear

### *Definition of Needs and Aims*

Generally, needs (with regard to gender, age, educational background and so on) and aims are clearly defined in most of the projects, which is also a precondition for their evaluation. Here a special focus should concern the inclusion of the beneficiaries or participants during the process of specifying their needs and aims, and thus in the efforts within the projects themselves for the self-support and empowerment of the participants. In designing needs and aims it is important to tackle specific (often ignored) topics like bridging the gap between completing education and labour market entrance. Also the gender issue is an important one, as stressed by the experts. Female migrant youth in Turkey, for instance, are the most excluded section of the target group and there is a need for specific policies for them.

Spatial segregation and exclusion are also important as most existing educational and training opportunities exist in urban centres and even access to these seems to be burdensome for the target group.

### **Possible directions for further development:**

- Definition of indicators to measure the coherence between the needs and aims and activities within the measure and to verify the results
- Ensuring the participation of beneficiaries or participants in the design and assessment of the needs and aims of the projects
- More consideration of other contributing factors (gender, housing, spatial segregation, socio-economic background, legal status, language knowledge) which have profound effects on the education and labour market performance of the target group
- Evaluation of whether the measure actually improves the situation of the target group, leads to self-support and considers the individual chances of the participants

### *Access to Information and Access to the Measures*

National policies and programmes are often very generally designed and may not reach the target group, especially when it concerns young people with migration background or migrants with great distance to education or the labour market. The assessment, if vulnerable groups can be accessed with a measure, not necessarily forms part of a project evaluation. Therefore national policies are often commissioned to and carried out by NGOs or smaller institutions on local level. The advantage is that NGOs and projects on local or regional level tend to reach those target groups in a better way, because they have a better contact to migrants self-organisations and better access to specific vulnerable groups because of a more trustful relationship. Thus, people get information on measures from there and are more likely to make use of it. Another important factor is the amount of daily expenses for participating in

a measure. It appears that, in general, it is those projects that offer a certain amount of money for transportation and daily expenses which attract more attention and at which attendance is greater, as was reported by interviewed experts from Turkey.

The legal frameworks may also constrain access to certain measures for specific groups such as asylum seekers or illegalized migrants. In those cases, as was stated by the Cyprus partner, EU and international projects come into play because they may reach those groups more easily.

#### **Possible directions for further development:**

- Amendment of access to information and measure by beneficiaries (e.g. distribution via migrant communities and migrant self-organisations; active dissemination of information)
- Facilitate participation for all groups through financial support (e. g. for training and daily expenses) and other infrastructural facilities
- Consideration of the legal framework which may constrain access for certain groups (asylum seekers, illegalized persons) – in those cases, EU and international projects come into play, because they may reach those groups more easily.
- National authorities may commission NGOs and local institutions to carry out measures, because they often have better access to target groups and networks
- Assessment whether target group is reached by the measures
- Improvement of interlinkage between wider local, regional and national context

#### ***Quality of Policies and Measures***

For some countries (especially new EU and EU applicant countries) policies and measures targeting young people with migrant or ethnic minority background is a relatively new issue. Especially within public authorities in Turkey experts on these topics are not yet established which impedes the improvement in adult education and life-long learning policies as well as in the quality and quantity of adult education and vocational training courses.

#### **Possible directions for further development:**

- Involvement of researchers and other experts as well as experienced practitioners
- Involvement of members of the target groups in design, implementation and evaluation of policies and measures
- Highlight resources, potentials and competences of the target groups and develop a new view on the role of members of target groups (diversity)
- Develop adequate support structures for beneficiaries – e.g. strengthen the guidance of unemployed youth
- Exchange experiences, establish networks, etc.

#### ***Cooperation and Networking***

Cooperation between different stakeholders and different administrative levels is often absent or not satisfying because of unequal partnerships or a lack of exchange of information and outputs. There is also little cooperation between projects and measures with the effect that they run parallel without being

interlinked. One important emphasis could also be the cooperation between different stakeholders joint together within one project, as for Slovakia for instance; this could include actors from the public, private and third sector. In the educational sectors cooperation between school, vocational training school and employer is a crucial factor. Job-oriented projects and measures, where various organisations such as trade unions, employers' associations, chambers of commerce and other actors in the labour market form partnerships, appear to be a way forward. In many countries of our study, most successful projects seem to be those that are realized with such partnership.

#### **Possible directions for further development:**

- Establish cooperation between different administrative levels and between different stakeholders
- Synchronization of goals on national levels in order to interlink measures – national organizations as managing authority have other views than final receivers
- Establish interdisciplinary cooperation between different actors and experts coming from different fields in the educational and labour market sector
- Create networks of existing projects for interchange of experiences and (good) practices
- Involve experts in projects to raise quality, e. g. link with research institutes and NGOs (practical experience)
- Foster international scientific and also legal support to develop measures, policies and evaluation practice in all countries
- Establish national and international partnerships and exchange of experiences
- Organise international conferences on the topic

#### ***Campaigns & Public Relation***

The promotion of training and employment opportunities for vulnerable young persons with migrant background may be accompanied by campaigns and public relation addressed firstly to the general public and also to the members of disadvantaged groups. Carrying out national campaigns against discrimination and racism, which address the problem of disadvantages and unequal chances for specific groups in a country in a sensitive way could be one step forward to sensitize potential employers and members of the majority. Equally the success of ambitious projects and measures for young migrants, ethnic minorities or young persons with migration background may be diminished considerably in an environment that is hostile towards the benefiting groups.

On the other hand, educational and job-oriented projects which shall help to reduce educational underachievement and unemployment shall be communicated to their potential beneficiaries, namely migrants and their communities. The widely stressed prejudice of migrants and their descendants as “problem group” may lead to a certain reservation from their side against measures and projects made for “them”. Thus, campaigns and information directed to beneficiaries and potential participants of measures should include

members of the communities, like migrant self-organisations or migrant or ethnic businesses. In the educational sector, the low frequentation of 2<sup>nd</sup> and 3<sup>rd</sup> generation migrants in pre-school programmes is a disadvantageous factor described in many country reports. Awareness raising among parents on the negative effects may increase the participation of their children. With regard to job-oriented measures, the PES Vienna for Youth in Austria, for instance, decided to address also parents via information leaflets in different community languages about training possibilities and job-opportunities and tries simultaneously to open “majority” networks for migrants and their descendants with a mentoring project. Another option is the promotion of role models of successful members of different migrant communities: their career may encourage young persons to higher educational attainment and to choose an academic career. With regard to public relation and information for participants it came out, that in Turkey most of the young migrants interviewed during the project didn’t know much about the courses available for them. Our Turkish partner noted, that there is a need for public awareness campaigns about the educational opportunities available for adults in general, and young migrant youth in particular. In Cyprus, too, the degree of information about language courses and employment programmes among refugees and immigrants was very low.

#### **Possible directions for further development:**

- Public awareness raising campaigns on national level against racism and discrimination
- Dissemination of information about policies and measures using channels like migrant community self-organisations and migrant community media
- Awareness raising among parents of 2<sup>nd</sup> and 3<sup>rd</sup> generation migrants and members of the communities
- Value and highlight positive professional careers of migrants and ethnic minority members as role models
- Organisation of information events bringing together actors in the educational and labour market sectors with parents and members of migrants and ethnic minority communities

#### ***Potential for Mainstreaming***

The efforts made by NGOs, private foundations and independent smaller organisations are often of high quality compared to public or state owned ones: NGO projects are mostly innovative and individually adapted and designed for the specific needs of their participants. As a result, such projects are successful, their outcome has high quality and participants are satisfied. But generally, those projects are not directed to a large majority of people because NGO and small organisations do not have the financial capacities to mainstream good projects; often their resources are limited to the project’s end. In some cases, positively evaluated punctual local initiatives get supported and thus sustained by public funding authorities. In the luckiest cases, former NGO initiatives or projects become mainstreamed at the national level by becoming a public programme. One such case has been found in Slovakia in the example of the Roma teaching assistants. The first Roma teaching assistants have been set

up in the 1990s as a result of an experimental project run by the Wide Open School Foundation. In 2002, the Slovak Ministry of Education adopted an Act (Act No. 408/2002 Coll.) and created the position of the teaching assistant.

With the transformation of successful measures and programmes into national or provincial legislation, the highest degree of mainstreaming and sustainability is achieved. At an operational level, when it comes to implementing and allowing for further training programmes or job-oriented measures, the national employment services bear the highest potential for mainstreaming, because they reach the largest number of unemployed persons. Locally or regionally developed pilot projects, as shown by the example of the AMS Vienna for Youth, may have a far-reaching outcome when such projects are mainstreamed on a national level.

#### **Possible directions for further development:**

- Look at or detect successful individual projects that bear the potential to become transformed into mainstream programmes
- Develop and promote good evaluation methods and monitoring techniques and encourage their dissemination in order to establish a quality tool to adapt the projects.
- Good projects often depend on individual enthusiasm of the project promoters, who should be supported and encouraged to continue their work
- Develop long-term strategies and visions especially on higher administrative levels
- Mainstreaming of successful projects by adopting them into national or regional law

### *5.3 A New Culture of Evaluation on National, Regional and Local Level*

#### *5.3.1 Evaluation of Policies and Measures*

If we want to address the question how measures can deal in a responsible manner with individual, material and institutional resources, evaluations will be the main tool used to answer it. Each actor at the national, regional and local level has to accept that without systematic and budgeted evaluation there will be no comparable quality of activities. So the implementation of continuous evaluation is not a technical problem but rather a question of attitude and a new culture of policies and measures.

In the course of our research a set of important questions arose whilst tackling the topic evaluation in our six partner countries:

- How can we cope with different evaluation practices and experiences, for example informal versus formal evaluation practice?
- How can countries (with different evaluation experience and practice) profit from each other? How can cooperation and exchange be promoted?
- How to deal with the apparently high commitment to evaluation and self-reflection on a voluntary basis among many NGOs and smaller initiatives in an appropriate way?

- How to tackle the ambivalence which is inherent in evaluation as on the one hand “quality tool” and on the other hand “control tool”? This relates to the question how to make a transparent interlinkage for evaluation as basis for (further) funding. Or how to cope with the use of evaluation results, especially if the existence of smaller institutions (NGOs) depends on evaluation results?

Generally, the AQua project primarily addresses project evaluations and less policy evaluations, because information on project evaluation was easier available.

Regarding the countries' experiences with evaluation, we can distinguish different groups of countries:

The reports from Turkey and Cyprus show that there is very little tradition of evaluation and clear conception of its role. In Cyprus, evaluations are almost exclusively to be found in EU-funded projects. In **Turkey**, evaluation exists to a very limited degree and is more applied in the form of monitoring or as a mere control mechanism. In **Slovakia** there are more and more evaluations which also largely operate at the monitoring and controlling level and very seldom tap the full potential for quality improvement through evaluation. In **Austria** and **Germany** evaluations are common though not to an overall standard, as their quality varies greatly and they are rarely linked. Evaluation here is often mainly oriented towards funding. As a result of this, recommendations for quality improvement are rarely found. Evaluations are often mainly used and perceived as a tool of control and not as a tool for learning and for the improvement of projects. This has to be understood in the context of the use of evaluation results: Especially in the case of smaller institutions (NGOs) the linkage of evaluation with the financing inhibits a positive use of evaluation results. In Germany, it can be summarized, that many programs are evaluated only from a single rather quantitative perspective. The projects are usually tested for their effects on youth unemployment rates. This approach however neglects educational effects which only become evident in subjective biographies. **Sweden** is the country within the AQua project with the longest experience regarding evaluations. There is a wide agreement on the necessity to assure that public money is spent correctly and effectively, which is one of the tasks of evaluations. Therefore evaluation nowadays is an integral part of most programmes and is conducted at various levels in Sweden. Projects are usually evaluated at two different levels, at the programme level and the project level. Depending on what type of evaluation the financier wants, the evaluation will provide process evaluation or effect and goal achievement evaluation.

### *5.3.2 Using Evaluation as a Tool of Quality Improvement at the Local, Regional, National and European Level*

Taking all this into account, we have aimed at finding ways in which countries with different evaluation experiences and practices can profit from each other's experience and how cooperation and exchange can be promoted. The results from the different reports and the conducting of interviews with experts point to several factors that are crucial for the ongoing development of evaluation as a quality tool:

- Draw attention from individual or socialisation deficits to the task of studying the learning process as such in terms of its inclusive and excluding effects for young persons
- Establishment of international criteria, clear indicators and aims for evaluation in order to make evaluations more effective
- Promotion of qualitative, process-oriented, content evaluation in order to diminish the dominance of financial and purely administrative evaluation
- Promotion of structured self-evaluation and experimental forms of evaluation as quality tools in order to allow for the development of creative evaluation methods
- Development of assessment, evaluation and reporting measures and techniques for the efficiency and sustainability of the projects, including adequate (administrative) follow-up systems for project participants
- Evaluation of projects in the context of the programme they are part of, in order to be able to adequately identify the factors for their strengths or weaknesses
- Analysis of the needs of target groups – promotion of research on the topic
- Design of evaluation procedures with participation of the different stakeholders (e.g. target group of measure)
- Definition of quality indicators to measure outcome and impact
- Promotion and support of independent research-oriented evaluation institutes with basic funding in order to develop a qualitative evaluation practice
- Provision of money for evaluation at all administrative levels
- Ensure that funding for evaluation exceeds project duration and can thus measure outcome and impact adequately
- Ensuring transparency if evaluation is linked with funding – finding an equilibrium between quality and power tool
- Development of cooperation and networks on evaluation practice
- Making evaluation reports publicly available, disseminate expertise on quality evaluation
- Make evaluation a topic of open public discussion e.g. by creating an evaluation magazine or (web) journal, where measures and results are discussed, methods are described and exchange of experience is promoted
- Conducting meta-evaluations

To sum up, the evaluation situation in Germany may hold as a typical example how to promote a new culture of evaluation: “Evaluation should be designed continually with long term monitoring of processes and has to be considered as a lasting process of self- and external reflection on the policy as well as on the practice level. This form of evaluation must be already planned at the beginning of activities and takes longer than a project or qualification measure. Evaluation designs should base on participative development. Only through contribution, exchange and co-operation of different stakeholders can a synergy of perspectives be reached. Each actor on national, regional and local level has to accept that without systematic and budgeted evaluation there will be no comparable quality of activities.” (German country report).

*6 Added value*



## *6 Added Value*

It is evident that there is still a considerable lack of knowledge about the situation of migrants and their descendants as well as minority members in many of the partner countries within AQUa. If background information about at-risk groups is rare or definitions of those vulnerable groups facing a high level of unemployment or characterized by an underachievement in educational performance are merely not available on a national level and in a systematic way, the problems can not easily be addressed nor can countermeasures be found. For our team it was important to point, on the one hand, to some blind spots still existing even in old EU member states, like little or unsystematic national data on naturalized persons (2<sup>nd</sup> or 3<sup>rd</sup> generation migrants) and, on the other hand, to show the non-existence of data on specific vulnerable groups in new EU member or accession states. Our Turkish partner, for instance, made the very first survey among internally displaced persons who emigrated from eastern rural parts of the country in order to settle in Istanbul; this first scientific research included interviews with members of this at-risk group. It was also important to gain insight about Cyprus's situation of migration, which is quite different to the rest of the countries, because Cyprus is facing a disproportionate high problem of illegalised migrants and refugees as a result of being an island.

As for the situation of migration in the different partner countries, an equally unsatisfactory little amount of information can be found for educational and labour market related policies for the country defined target groups in the European context as well as for their evaluation. For many of us it was a challenge to pick out specific measures for our defined target groups within a huge amount of general labour market and educationally oriented programmes and measures. It is an added value to have pointed to this fact and to have established an inventory of practices per country, filtering and compiling policies and measures for the country specific target groups. Out of this compilation it seems valuable to make a selection of three so called "good practice" examples per country and to look on their specific evaluations. It was an added value to give a first overview about the situation of evaluation of those policies and measures and to make a comparison of different evaluation experience and practice in the respective partner countries by means of those selected good practice examples. It may also serve the scientific as well as the NGO community who carry out evaluations to make these findings public which is also a necessity for successful evaluation.

The collection of "good practices" is – especially in EU project context – a widespread means of disseminating successful projects and measures in order to exchange experiences and make incentives for the reproduction of innovative ideas. However, in very many good practice cases, the basic criteria for their selection as "good practice" constitute a mystery, also due to the fact, that ge-

<sup>16</sup> [http://www.ilo.org/public/english/protection/migrant/equality/download/evaluation/first\\_meeting\\_report.pdf](http://www.ilo.org/public/english/protection/migrant/equality/download/evaluation/first_meeting_report.pdf)  
(June 2008)

neral criteria of what is a “good practice” do not exist. It is an added value that we established a *checklist criteria for good practice (Tool 1)* which we made the basis for the selection of all our three “good practices”, thus following a certain systematic approach relevant for our six partner countries. The checklist is mainly based on a set of criteria proposed during an ILO-INTI <sup>16</sup> project, adapted with the feedback of the AQua project partners as well as the members of the steering committee.

While quality controls are increasingly demanded, evaluation of integration measures for migrants are however often made with “home-made” methods and lack the use of scientific and comprehensive evaluation methods. This often goes hand in hand with insufficient definitions of the objectives and approaches when evaluation is carried out. It is an added value to have prepared a *checklist for evaluations (Tool 2)* focusing on measures and policies on behalf of young migrants, ethnic minorities and young persons with migration background, which mainly focuses on the aims, types and quality of evaluations, their dissemination and use of results.

We think that both checklists may serve as reference for other researchers or practitioners who design and evaluate educational and labour market related projects or measures for groups at risk of facing disproportionate higher unemployment or educational underachievement.

Last but not least it can be said that the amelioration of policies and measures for the described target groups will not be feasible without continuous evaluation of those policies and measures. Thus there are still too little resources (financial, evaluation experts) to carry out methodically sophisticated evaluations, and support by external cooperation and exchange with experts in the field (universities, municipalities, schools, labour market actors and other stakeholders) may help to bring this issue forward. It is an added value to have contributed to a first exchange of different stakeholders during our AQua final conference.

## *7 Executive Summary*



## 7 Executive Summary

This synthesis report sums up and compares the results of research in the six partner countries within AQua: Austria, Cyprus, Germany, Slovakia, Sweden and Turkey. It tries to add with its results to the improvement of education and labour market related measures and policies for young migrants or people with migrant or ethnic minority background, putting a special focus on evaluation.

### *7.1 Criteria Checklists for the Selection of Practice Examples and for Evaluations*

In order to make the results of the participating countries comparable, the AQua project partners established and agreed on a set of criteria to select and to compare measures and policies. Thus a criteria checklist for “good practice” examples and a checklist for evaluation were set up, adapting existing criteria derived from an ILO-INTI project<sup>17</sup> and merging them with knowledge from literature research, expert interviews and the expertise of the steering committee and the project partners.

The checklist for good practices involves issues such as a clear definition of the target group, aims and needs of the project, the consideration of the wider local, regional and national context, the collaboration between different protagonists, the existence of evaluation and anti-discrimination as a topic, as well as the question of resources and sustainability.

The evaluation checklist focuses more on types and forms of evaluation, the methods applied, the aims and purposes of the evaluation (e. g. justification for funding, quality improvement) and their dissemination, as well as on the process of evaluation of measures for the target group. The further use of results is also taken into account.

As there is no common understanding regarding what exactly “good practice” or “good evaluation” is, these checklist tools may constitute a basis for additional development of the comparability of the evaluation of measures with regard to young persons with migration background and for more cooperation within the EU.

### *7.2 Improvement of Policies & Measures for Young Migrants, Minorities and Young Persons with Migration Background*

#### *7.2.1 Context factors*

##### *Legal, Institutional and Social Framework*

Each policy or measure is based on a legal and institutional framework and on a certain social context. Thus there are general legal and social factors that can on the one hand enhance or impair the positive effects of a policy or measure and on the other hand be prevalent within the measure itself.

<sup>17</sup> [http://www.ilo.org/public/english/protection/migrant/equality/download/evaluation/first\\_meeting\\_report.pdf](http://www.ilo.org/public/english/protection/migrant/equality/download/evaluation/first_meeting_report.pdf)  
(June 2008)

#### **Possible directions for further development:**

- Strengthening anti-discrimination laws, establish legal equality
- Awareness raising among policy makers and anti-discrimination measures for counsellors, Public Employment Services staff, trainers, school teachers, employers, etc.
- Develop anti-discrimination policies and raise awareness on national level and in the private sector (employers)
- Highlight resources and potential and competences of target groups and develop a new view on the role of members of target groups (diversity)
- Address the raising importance of the empowerment of people with international and migration experience (intercultural competences training)

#### ***Financial Resources***

One of the findings of the AQua project was that programmes and projects for the chosen target groups in the new EU countries and EU applicant countries were much more reliant on EU and international funding.

One major question for projects in this context is if there are enough financial and personal resources to carry out a measure in a sustainable way. Especially NGOs claimed that there are too little qualitative criteria for the distribution of money. Many smaller non-national organisations and NGOs are confronted with the cutting down of national resources and have to find money in EU and international funds. Numerous countries report problems due to the limitation of projects because of a lack of further funding.

#### **Possible directions for further development:**

- Increased recognition of the efforts and quality of the work of NGOs and smaller independent institutions by regional and national authorities
- Transparency in distribution of funding and disclosure regarding evaluation results as a basis for it
- Development of long-term strategies and visions especially on national level and provision of funding for it
- Establishment of evaluation as a fixed budgetary item
- Promotion of incentives for potential employers (e. g. time-limited wage subsidies for employers to hire unemployed)

#### ***7.2.2 Policies and Measures for the Target Groups***

##### ***Definition of Target Group – Question of “Targeted Policies”***

Educational and job-oriented policies and measures are often not directed to and designed for a clearly defined target group, especially at the national levels; that means that specific vulnerable groups like 2<sup>nd</sup> and 3<sup>rd</sup> generation migrants or ethnic minorities fall into other categories of measures, as for “young unemployed” or “disadvantaged persons/youth” or “people of socially disadvantaged environment” (Roma). Often these national programmes and measures are too generally designed and do not meet specific needs of the target group; it happens also that certain people are not placed in the adequate (training) programmes. National employment and training

measures are mostly carried out by the PES and require registration there, but in case of spatially much segregated persons or people not registered at the PES, all those measures cannot apply to them. But specialized measures or “targeted policies” bear a risk: they may lead to fortify the picture of a “problem group” and foster centralistic prejudices about persons already suffering from various forms of racism and discrimination. This is especially important for countries with strong right wing parties and a negative public and political discourse about migrants and their descendants. This might also become an issue in countries like Turkey and Cyprus, where “migration” and “migrants” are still taboo topics and little awareness exists. There the complete lack of data on the situation of the defined target groups makes it hardly impossible to design policies.

**Possible directions for further development:**

- Clear definition of beneficiary group which should profit from the measure/ policy by being at the same time aware of not culturalising problems and thus fostering prejudices as a “problem group”
- Make an anti-discriminative approach the basis for all policies and measures designed for young migrants, ethnic minorities and persons with migration background
- With regard to this anti-discriminative approach: Identification of “target group” of anti-discrimination measures (e. g. PES staff) and of “beneficiary groups” (e. g. young migrant job seekers), with a focus on empowerment, must be clear

***Definition of Needs and Aims***

Generally needs (with regard to gender, age, educational background, a. o.) and aims are clearly defined in most of the projects, which is also a precondition for evaluation. Here a special focus should concern the inclusion of the beneficiaries/participants in the process of specifying the needs and aims and thus the efforts within the projects for self-support and empowerment of the participants.

**Possible directions for further development:**

- Definition of indicators to measure the coherence between needs and aims and activities within the measure
- Ensuring the participation of beneficiaries/participants in the design and assessment of the needs and aims of the projects
- More consideration of other contributing factors (gender, housing, spatial segregation, socioeconomic background, legal status, language proficiency) which have profound effects on education and labour market performance of the target group
- Evaluation of whether the measure actually improves the situation of the target group, leads to self-support and considers the individual chances of the participants

### *Access to Information and to the Measures*

National policies are often too generally designed, especially those for young people with great distance to education or the labour market, and therefore do not reach them. Another important factor is the daily expenses for participating in a measure.

Legal frameworks sometimes constrain access to certain measures for specific groups such as asylum seekers or illegalised migrants.

#### **Possible directions for further development:**

- Enhancement of access to information and measures by beneficiaries (e. g. distribution via migrant communities and migrant self-organisations; active dissemination of information)
- Facilitate participation for all groups through financial support (e. g. for training and daily expenses) and other infrastructural facilities (e. g. child care for young women and men with children in schools)
- Consideration of the legal framework which may constrain access for certain groups (asylum seekers, illegalised persons) – in those cases, EU and international projects come into play, because they may reach those groups more easily.
- National authorities may commission NGOs and local institutions to carry out measures, because they often have better access to target groups and networks
- Assessment whether target group is reached by the measures
- Improvement of interlinkage between local, regional and national context

### *Quality of Policies and Measures*

For some countries (especially new EU and EU applicant countries) policies and measures targeting young people with migrant or ethnic minority background are a relatively new issue. Especially within public authorities, experts on these topics are not yet established. This impedes the improvement of adult education and life-long learning policies as well as the quality and quantity of adult education and vocational training courses.

#### **Possible directions for further development:**

- Involvement of researchers and other experts as well as experienced practitioners
- Involvement of members of the target groups
- Highlighting resources, potentials and competences of the target groups and develop a new view on the role of members of target groups (diversity)
- Development of adequate support structures for beneficiaries – e. g. strengthening the guidance of unemployed youth
- Exchange of experiences, establishment of networks, etc.

### *Cooperation and Networking*

Cooperation between different stakeholders and different administrative levels is often absent or not satisfying because of unequal partnerships or a lack of exchange of information and outputs. There is also little cooperation bet-

ween projects and measures with the effect that they operate parallel without being interlinked.

**Possible directions for further development:**

- Establishment of cooperation between different stakeholders in the educational and labour market sector
- Creation of networks of existing projects to foster the interchange of experiences and (good) practices
- Facilitation of international scientific and legal support to develop measures, policies and evaluation practice in all countries
- Involvement of experts in projects to raise their quality, e. g. by linking them with research institutes and NGOs (practical experience)
- Synchronization of goals on national levels in order to interlink measures – national organisations as managing authority have different views than final recipients
- Realization of international conferences on the topic

***Campaigns and Public Relation***

Especially in the new EU or EU applicant countries there is a need for public awareness about the educational opportunities available for adults in general and young migrants in particular.

**Possible directions for further development:**

- Public awareness raising campaigns on national level against racism and discrimination
- Dissemination of information about policies and measures using channels like migrant community self-organisations and migrant community media
- Awareness raising among parents of 2<sup>nd</sup> and 3<sup>rd</sup> generation migrants and members of the communities
- Value and highlight positive professional careers of migrants and ethnic minority members as role models
- Organisation of information events bringing together actors in the educational and labour market sectors with parents and members of migrants and ethnic minority communities

***Potential for Mainstreaming***

The efforts made by NGOs, private foundations and independent smaller organisations are often of high quality compared to public or state owned ones: NGO projects are mostly innovative and individually adapted and designed for the specific needs of their participants. As a result, such projects are successful, their outcome has high quality and participants are satisfied. But generally, those projects are not directed to a large majority of people because NGO and small organisations do not have the financial capacities to mainstream good projects; often their resources are limited to the project's end. In some cases, positively evaluated punctual local initiatives get supported and thus sustained by public funding authorities. In the luckiest cases, former NGO initiatives or projects become mainstreamed at the national level by becoming a public programme.

Possible directions for further development:

- Look at or detect successful individual projects that bear the potential to become transformed into mainstream programmes
- Develop and promote good evaluation methods and monitoring techniques and encourage their dissemination in order to establish a quality tool to adapt the projects.
- Good projects often depend on individual enthusiasm of the project promoters, who should be supported and encouraged to continue their work
- Develop long-term strategies and visions especially on higher administrative levels
- Mainstreaming of successful projects by adopting them into national or regional law

### *7.3 Evaluation of Policies and Measures*

If we want to address the question of how measures can deal in a responsible manner with individual, material and institutional resources, evaluation will be the main tool to make use of. Each protagonist on national, regional and local level must accept that without systematic and budgeted evaluation there will be no comparable quality of activities. The implementation of continuous evaluation is not a technical problem but rather a question of attitude and a new culture of policy and measures.

The AQua project mainly addresses project evaluation (and not policy evaluation), because this is more easily available. Regarding the experiences with evaluation, there are different groups of countries: The reports from Turkey and Cyprus demonstrate that there is very little tradition of evaluation and not a clear conception of its role. In **Cyprus** evaluation is almost exclusively to be found in EU funded projects. In **Turkey** there is evaluation to a very limited degree and rather in the form of monitoring or as a mere control mechanism. In **Slovakia** there is more and more evaluation which also stays on a monitoring and controlling level and very rarely taps the full potential for quality improvement.

In **Austria** and **Germany** evaluation is common though not overall standard, but its quality differs a great deal and it is rarely linked. Evaluation is often mainly oriented on funding. As a result of this, recommendations for the improvement of measures are scarcely to be found. Evaluation is often mainly used and perceived as a tool of control and not as a tool for learning and the improvement of projects. This has to be understood in the context of the use of evaluation results: Especially in the case of smaller institutions (NGOs) the linkage of evaluation with the financing inhibits a positive use of evaluation results.

**Sweden** is the country within the AQua project with the most experience regarding evaluation. There is a wide agreement on the necessity to assure that public money is spent correctly and effectively, which is one of the tasks of evaluation. Therefore evaluation in Sweden today is an integral part of most programmes and conducted at various levels. Projects are mostly evaluated on two different levels, at programme level and project level. Depending on

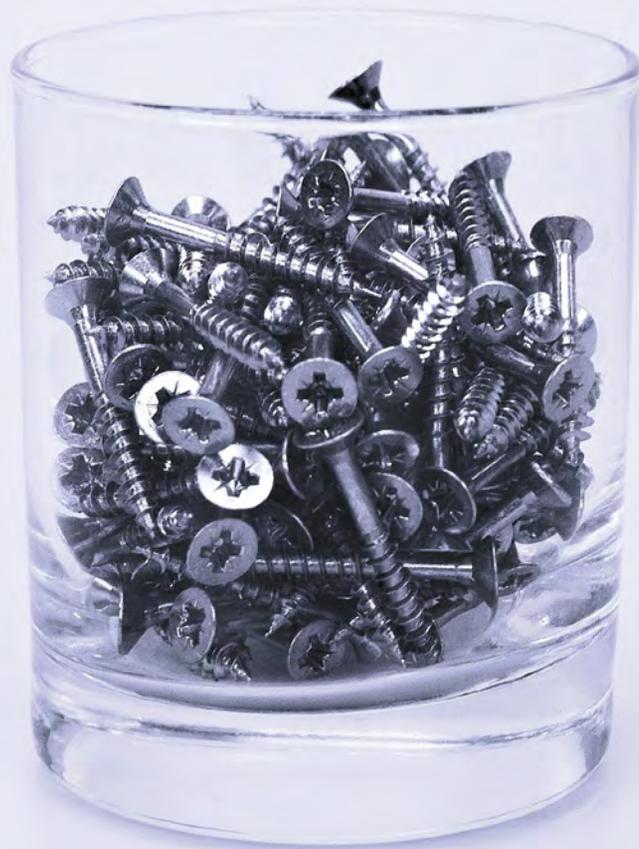
what type of evaluation the financier wants, the evaluation will provide process evaluation or effect and goal achievement evaluation.

*Using Evaluation as a Tool of Quality Improvement on Local, Regional, National and European Level*

While taking all this into account, the AQua project aimed at finding ways how countries with different evaluation experiences and practices can profit from each other and how cooperation and exchange can be promoted. The results from the different reports and conducted expert interviews point to a couple of factors which are crucial for the ongoing development of evaluation as a quality tool:

- Establishment of international criteria, clear indicators and aims for evaluation in order to make evaluation more effective
- Promotion and support of independent research oriented evaluation institutes with basic funding in order to develop a qualitative evaluation practice
- Provision of money for evaluation on national level
- Development of assessment, evaluation and reporting measures and techniques for the efficiency and sustainability of the projects
- Promotion of qualitative, process-oriented content evaluation and diminishment of the dominance of financial and purely administrative evaluation
- Promotion of experimental forms of evaluation such as self evaluation as a quality tool using creative methods
- Evaluation of projects in the context of the programme they are part of in order to be able to adequately define factors for success or failure
- Promotion of positive effects of evaluation on the local level
- Analysis of the needs of target groups – promotion of research on the topic
- Participative design of evaluation including the different stakeholders
- Definition of quality indicators to measure outcome and impact
- Ensuring transparency if evaluation is linked with funding – finding tools of balance between quality and power
- Development of cooperation and networks on evaluation practice
- Making evaluation reports publicly available
- Conducting meta-evaluations

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## *9 Annex*



9.1 TOOL 1 – CHECKLIST: CRITERIA FOR GOOD PRACTICE

AQUA - CHECKLIST CRITERIA FOR GOOD PRACTICE

PARTNER:	YES	NO	NO INFORMATION
NAME OF PROJECT OR POLICY:			
<b>Is there a clear definition which groups should profit from the policy or project?</b>			
Is the (per country) defined target group <sup>18</sup> among those groups?			
<b>Does the policy or measure actually reach the chosen target group (especially if target group has great distance to educational system or labour market)?</b>			
Does the chosen target group have access to information about the projects?			
Is there active dissemination of information about the policy/project? (e.g. via migrant self-organisation networks, etc.)			
Does the legal framework constrain access to the measure (e.g. asylum seekers or young migrants without working permission)?			
<b>Are the needs of the target group (i.e. gender, age, educational background, language, legal status, etc.) met by the policy/project?</b>			
Are the needs of the target group clearly defined?			
Is there inclusion and participation of the population meant to benefit or the population meant to be targeted in the assessment of needs?			
Does the policy/project actually improve the situation of the target group (lead to self support; bridge the gap between education and entrance into labour market)?			
Is there promotion of the disadvantaged group if required (e.g. language support during project, etc.)?			
<b>How does the policy/project fit within the wider local, regional and national context?</b>			
If it is a national policy, does it refer to policies or projects on the regional or local level (bridge gap between national and regional/local actors)?			
If it is a regional policy/project, does it refer to policies/projects on the national or local level?			
If it is a local project, does it refer to policies/projects on the regional or national level?			
<b>Is there collaboration between different actors?</b>			
Are there joint projects involving different relevant actors in the fields of education, labour market, integration, social responsibility, etc. at national and international level?			
Is there cooperation or are there networks between schools, vocational training and labour market institutions, employers, migrant self organisations?			
<b>Are there clearly defined aims/objectives within the policy/project?</b>			

<sup>18</sup> „target group“ refers to the definition elaborated by each national partner, “beneficiary group” is used for the whole group of people that profit from the policy/project. The “target group” can be part of or equal the “beneficiary group”.

PARTNER:	YES	NO	NO INFORMATION
NAME OF PROJECT OR POLICY:			
Are there indicators defined that show that the aims are reached?			
<b>Is there any form of evaluation of the policy/project?</b>			
Is the evaluation calculated within the project budget?			
Is the group that benefits from the policy/project involved in the evaluation?			
Is the evaluation a content evaluation concerning output, outcome and impact or is it an administrative and financial evaluation?			
<b>Economic criteria/resources:</b>			
Are there enough resources (financial, staff, time,...) to carry out the policy/project and to keep the status quo of project quality?			
Does the duration of the policy/project comply with the objectives of the measure?			
Are the resources of the beneficiary or target group taken into account (costs for measures)?			
Infrastructure: Are locations (course classes,...) easily accessible by public transport?			
<b>Is there potential for mainstreaming?</b>			
Has the policy/project the potential to become institutionalised instead of being short-termed?			
Could the policy/project be adapted also in a wider international setting?			
<b>Sustainability:</b>			
Contact with labour market and future employers: Do participants have the opportunity to get in contact with potential employers during the measure (possibilities for internships; mentoring programmes)?			
Is there a follow-up of participants of a project and do they have any support for the period after having finished the programme?			
Does the measure provide any approved certificate (e.g. educational measures)?			
<b>Is anti-discrimination a topic within the policy/project?</b>			
Is staff (e.g. in employment agencies) qualified adequately?			
Is there anti-discriminatory treatment of the target group?			
Are there anti-discrimination measures with regard to employers?			

9.2 TOOL 2 - CHECKLIST FOR EVALUATIONS			
AQUA - CHECKLIST FOR EVALUATIONS			
PARTNER:	YES	NO	NO INFORMATION
NAME OF PROJECT OR POLICY:			
<b>Is there any form of evaluation (informal talks, documentation, verbal feedback, anything that indicates that output or outcome is measured)? If yes, please describe.</b>			
<b>Is there a structured or scientific evaluation?</b>			
If yes, does the evaluation refer to the administrative and financial side of the policy or project?			
If yes, does the evaluation refer to the content side of the policy or project (results, output and outcome)?			
If yes, were different scientific methods used to evaluate the policy or project (interviews, group discussions, surveys,...)?			
<b>Were the aims of the evaluation identified (improvement of policy or project, to check that the aims of policy or project were reached - output and outcome)?</b>			
<b>Is there an evaluation report?</b>			
If yes, was the report distributed to other institutions?			
If yes, is it published?			
Were the results of the evaluation used to improve the evaluated or following policies or projects?			

*9.3 Short Description of 3 Selected  
“Good Practice” Examples per Country*



### National Level

Name *Integrative Vocational Training (IBA)*

Description A specific program under the name “Integrative Vocational Training – Apprenticeship without Barriers“ (Integrative Berufsausbildung – IBA) was created in 2003 for the support of disadvantaged young people who cannot be placed in regular positions by the AMS. Through this program, two new ways of vocational training have become available:

- 1) „Extended apprenticeship training“
- 2) “Partial qualification”

Throughout the period of integrative vocational training, all apprentices receive socio-pedagogical, psychological, and didactic support according to the AMS „apprenticeship guarantee“ for disadvantaged youth (vocational training assistance – Berufsausbildungsassistent/Innen)

### Regional Level

Name *Managing Diversity at AMS Vienna for Youth*

Description Managing Diversity is a pilot project at the AMS Youth office in Vienna, which emerged from the context of the precarious labour situation of young persons of immigrant background. The aim of the project is to create better conditions for integrating this specific AMS client group into overall AMS measures and within the labour market. The project measures focus on:

- 1) Young clients of immigrant background, who are confronted with discrimination (or non-consideration) in the labour market
- 2) AMS staff in the service zones and help desks. In 2007 a survey was conducted among younger AMS clients with an immigrant background in order to gain more insight about the needs and expectations of this specific client group as well as information on the consultancy practice of AMS staff.

### Local Level

Name *MAIZ – Autonomous Integration Centre of and for Female Immigrants*

Description MAIZ is an organisation run by and for migrant women. It offers projects for younger people of immigrant background by focusing on the educational sector, such as:

- 1) Preparation for the compulsory education certificate (Hauptschulabschluss)
- 2) Job orientation and career and educational counselling. Special focus is placed on achieving a certified diploma of compulsory education levels, as well as work with computers, anti-racist educational and career counselling and job application training and socio-pedagogical support.

## Cyprus *University of Nicosia, Intercollege*

### National Level\*

Name *KISA*

Description Immigrant resource centre: This is a non-government organization that aims to help all immigrants, irrespective of their origin or current situation. It represents migrant workers and asylum seekers in the legal field, and helps them to blend into society while retaining their own culture, and provides them with the opportunity to find employment and to be able to live in Cyprus without racism or other forms of discrimination.

### National Level\*

Name *Intercollege*

Description Various immigrant oriented projects: Several projects are run by Intercollege in collaboration with the University of Nicosia. Various projects run at random intervals throughout the year, depending on European Union funding, or the awarding of Government of Cyprus tender applications. Intercollege makes it known that they are equal opportunity, anti-racist and non-discriminatory when it comes to the accessibility of education. Within the specific situation of immigrants, numerous English or Greek language courses are held, as well as certain seminars and training courses in job placement and other employability skills. The University of Nicosia also offers scholarships when applicable to certain migrant workers who have a particular standard of education experience. Intercollege trains immigrants and locals alike in various employability skills, ranging from language acquisition and manual skills to more academically oriented classes.

### National Level\*

Name *Republic of Cyprus, The United Nations and the United Kingdom Sovereign Bases- Cooperative Arrangements*

Description Rehabilitation of illegal Immigrants and asylum Seekers:  
Through its Development Plan, the United Nations funds the attempts by the Republic of Cyprus to process and/or integrate these immigrants. Sometimes, due to the strain placed on the Republic's resources, and undue stress upon the immigrants themselves, the British authorities accept the transfer of immigrants to their territory, or to the United Kingdom itself. They actively support and help the Republic's developing immigration processing and integration procedures.

\* The three good practice examples that we have identified that are worth considering are based on the local level, but apply regionally and nationally, due to the fact that as mentioned earlier, Cyprus is such a small island republic that even localized policies, measures and projects envelop the entire territory of the State, incorporating all levels of society, authorities and agencies.

**National Level**

Name

*ProInteCra - Professional integration of immigrants in skilled crafts.*

Description

Central association of the German handicraft industry, from 2002 to 2005: In summary the project is aimed at raising the level of readiness of young people for further training, as gaining qualification helps to reduce unemployment. Young persons with an immigration background also possess various intercultural abilities, which can be very useful for handicrafts

**Regional Level**

Name

*BQN. Professional Qualification Network Rostock*

Description

Exemplary setup and a proven regional cooperation network for the vocational qualification of immigrants within the district labour agency. Incorporated as Society Rostock, 2004 to 2006: The task of the project is to establish and enhance networks for the vocational integration of adolescents with an immigrant background within the labour agency of the district of Rostock

**Local Level**

Name

*MIA, Migrants into the world of work.*

Description

Workers' welfare institution (Arbeiterwohlfahrt), Berlin, 2002 to 2007: The project will contribute on the one hand to facilitate the further opening of the job market to immigrants and on the other to expand the supplying offers for older immigrants (Kollak/Wiesner-Rau 2008).

Slovakia *Institute for Sociology of the  
Slovak Academy of Sciences*

**National Level**

Name	<i>Roma teaching assistants</i>
Description	In 2002, the Ministry of Education adopted Act No. 408/2002 Coll. Together with subsequent regulation, this allowed for the creation of the position of teaching assistant. Their main task is to help children from socially disadvantaged environments (primarily Roma) to adapt to the school environment and to eliminate linguistic and cultural social barriers. There were 381 teaching assistants in 2005/2006 in elementary schools, 323 of them in the three regions with the highest Roma population. In 2005/2006, number of teaching assistants increased to 729, working in 484 elementary schools. Most of them do not have the necessary qualification and therefore must have supplemented this in two years. After 2010, all teaching assistants must have pedagogical education.

**Regional Level**

Name	<i>Local Job Consulting Centres</i>
Description	In 2005, MSF launched the project titled Local Job Consulting Centres. Its main aim is to build a network of local job consulting centres to assist unemployed Roma. 10 centres, mostly in the Presov region, have subsequently been set up. Four other local NGOs have participated in the project as partners of MSF working in the field. After 2 years, a database of 1348 clients was created and approximately 30 per cent of these found a job thanks to the consulting service. The centres have also facilitated meetings with employers and actively contacted the employers willing to use their service. According to internal information, approximately 30 per cent of its clients are young Roma under the age of 25.

**Local Level**

Name	<i>Employee leasing in US Steel Kosice</i>
Description	In cooperation with the surrounding municipalities, which have a high proportion of unemployment among the Roma population, as well as with local NGOs, US Steel Kosice signed a contract with partners to provide them with Roma workers for unskilled jobs such as security. The Roma workers are not hired directly by US Steel but by the municipal representatives, who have the role of subcontractors. This model is called employee leasing. However, the company offers training courses for Roma and after completion they are offered regular employment contracts. Since 2002, 11 out of more than 150 Roma have achieved a regular job with the company.

Sweden *Kunskapsbolaget Integra AB*

**National Level**

Name *Job Guarantee for Youth; New Start Jobs for Youth*

Description JOB is a program run by the Public Employment Services, an organ of the state, and directed at the 16-24 year old age group. It applies when a youth has been unemployed for three months. It consists of three parts. Firstly, an intensified job search and coaching. Stage two: an apprenticeship at a workplace and complementary education. The final stage is a kind of compulsory job in order to force the individual to search for an alternative.

NSJY: This is a policy that makes it cheaper for an employer to hire long-term unemployed youth. The employer does not have to pay the general payroll tax for the individual for the same amount of time as the individual has been unemployed. The maximum time for this reduction is one year.

**Regional Level**

Name *Job Square Stockholm*

Description A regional initiative based in the Stockholm area. The target group is people who essentially live on social welfare and are referred by the Public Employment Service.

The Job Square buys measures from various outside producers, such as the present company. The program is designed to hopefully get people employed in providing home services. The participants often have marginal Swedish language skills. Some have never even been to school in their home countries. The major positive aspect of this policy is that the participants become more visible.

**Local Level**

Name *Navigation Centres*

Description The Navigation Centres focused on the target group of young people who neither study nor work. The aim was to combine the efforts of both the public and private actors who come into contact with the target group. The method of the Navigation Centres was to call on youth within their residential areas

## Turkey *Sişli Municipality – Istanbul*

### National Level

Name	<i>Occupational and Technical Education at ISMEK</i>
Description	Through ISMEK (Istanbul Art and Occupational Training Courses), the Municipality of Istanbul provides adult education courses for those above the age of compulsory school attendance with no occupational training, those who wish to improve their occupational qualifications and/or those who are interested in developing handicraft or other artistic skills. The courses also cater to those in need of rehabilitation and groups which need assistance in adapting to urban life (migrants). ISMEK is the largest adult education programme in Istanbul, and is currently involved in the training of 155,000 individuals. ISMEK provides a variety of different programmes for attendees, ranging from language classes to computer courses

### Regional Level

Name	<i>Employment for Female High School Graduates Project</i>
Description	250 girls aged 17-25 were subjected to a written examination and interview, from which 100 were given the opportunity to attend this professional educational program, inaugurated in April 2007. Along with vocational education, these young women have also received training in foreign languages and by the end of June they are expected to undergo a vocational training period in several five star hotels and various corporations. The main motive behind this initiative is the fact that uneducated young women who are economically and socially disadvantaged face the future risk of being deprived of socio-economic security, as they lack the necessary educational background and certain specific social and cultural qualifications which they need to become occupation-holders.

### Local Level

Name	<i>Tarlabaşı Community Centre Project</i>
Description	This project is aimed at dealing with unemployment in the Tarlabaşı neighbourhood and creating understanding between the different ethnic groups there. The main task of this project is the development of a model which would offer a new strategy for combating poverty through employment and, most important, the creation of a common identity among the various ethnic groups and improved solidarity between these diverse social groups. A project by the Istanbul Bilgi University's Centre for Migration Research to create a community centre in Tarlabaşı has already been achieved. In the make-up of its inhabitants and as one of the city's most problematic and poorest districts, Tarlabaşı directly constitutes an area of interest for the Migration Research Centre, which concerns itself with the historic causes of migration and the problems related to it. As is widely known, the greater part of the population of the district is made up of migrants from the eastern and south-eastern regions of Anatolia, Roma, poor and marginalized urbanites and unregistered foreign migrants.

## 9.4 AQUA Conference „Lost in Space – The Evaluation of Educational Policies and Measures for Young Migrants“

The Final Conference of the AQUa project took place in Vienna, 9th-10th October 2008. The project results – six country reports and one synthesis report, analysing the existing measures and policies for the chosen target groups and the practice of evaluation, as well as existing examples of good practice in the partner countries were presented to the public.



FOTOS: PRESSEFOTOS.AT/ROBERT STRASSER

AQUA Project Team from left to right: Ines Garnitschnig, Helene Trauner, Lennart Frimodig, David Kostlán, Costa Constanti, Jens Friebe, Emre Işık, Stylianos Mavromoustakos, Susi Bali, Elif Demircan



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*AQUA Conference „Lost in Space – The Evaluation of Educational Policies and Measures for Young Migrants”, Vienna 9th-10th October 2008*



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## **Aqua – Availability & Quality**

Final Report

Projektbericht

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Online im Internet:

URL: <http://www.die-bonn.de/doks/aqua0901.pdf>

Online veröffentlicht am: 15.04.2009

Stand Informationen: 1. Februar 2009

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