Advising third-country nationals

A training resource for EU Employment and Careers Services

niace
promoting adult learning

impact

Beratungszentrum für Migranten und Migrantinnen

Gemeente Groningen

EuroQualità
innovazione, formazione, promozione

Tür an Tür
Integrationsprojekte gGmbH

The Impact Project is part-funded by the European Integration Fund

Advising third-country nationals

A training resource for EU Employment and Careers Services

niace
promoting adult learning

impact

21 De Montfort Street
Leicester LE1 7GE

Company registration no. 2603322
Charity registration no. 1002775

NIACE has a broad remit to promote lifelong learning opportunities for adults. NIACE works to develop increased participation in education and training, particularly for those who do not have easy access because of class, gender, age, race, language and culture, learning difficulties or disabilities, or insufficient financial resources.

For a full catalogue of all NIACE's publications visit
http://shop.niace.org.uk

Designed and typeset by Book Production Services
Printed in England by Latimer Trend

Contents

Foreword

The IMPACT (Integrating Migrants through the Provision of Adaptability and Competence Training) project (2008–2010), aimed to address high rates of unemployment among particular groups of third-country nationals legally residing in the EU. The project developed methods to enable managers and practitioners in mainstream employment services to recognise and audit the skills and qualifications that migrants, who are third-country nationals, have acquired prior to their arrival in the EU, in order that such services can support the social and vocational integration of migrants. The methods developed by the IMPACT project partners from five countries are described in this training resource.

The employment rate of migrants living in the EU is lower than that of EU nationals, with many migrants working in low skills occupations that are not commensurate with their qualifications and experience. At the same time, the changing demography of the EU indicates the future increasing reliance upon migrants' contribution to the labour market. Various studies provide evidence to suggest that migrants bring with them a range of skills and qualifications which go largely unrecognised. Few EU countries have effective systems to assess and validate these skills, resulting in the lack of understanding by employers of what migrants have to offer, and maintaining higher levels of unemployment and under-employment.

The primary objective of the IMPACT project was to produce a training resource for public employment agencies and local /regional authorities, to enable their staff better to understand the needs of third-country nationals and to become familiar with helpful approaches that can be used to support third-country nationals. This resource has been written by Rob Gray, Ljaja Sterland and Jane Watts of the National Institute of Adult Continuing Education (NIACE), in England and Wales, the lead partner of the IMPACT project and based on the work of all the project partners:

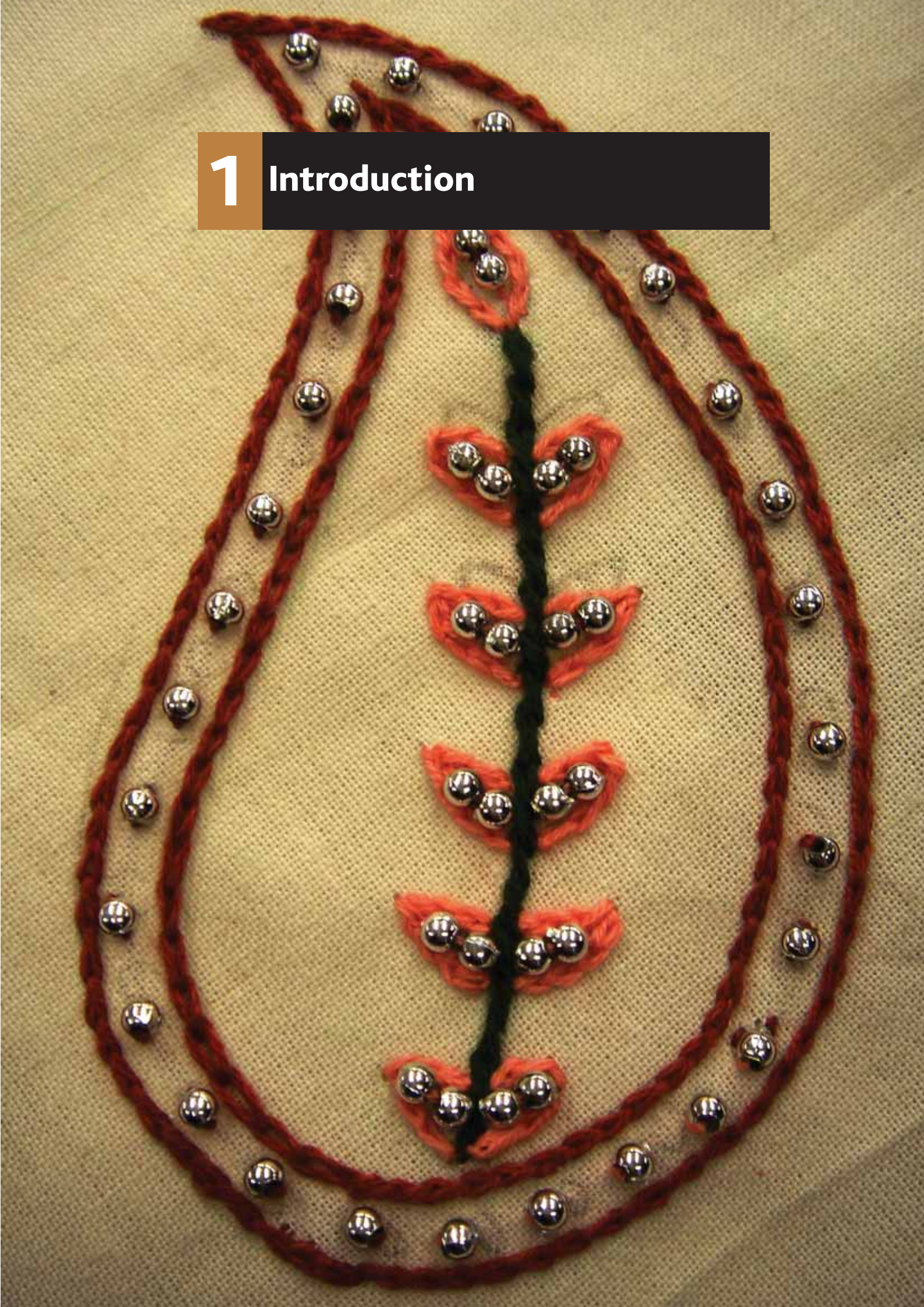
Beratungszentrum für Migranten und Migrantinnen – Austria
Tür an Tür – Germany
Euroqualità – Italy
Gemeente Groningen – Netherlands
NIACE – UK (in partnership with Leicester City Council)

The project worked with public employment agencies, local and regional authorities, non-governmental organisations and migrants in Austria, Germany, Italy, the Netherlands and the UK in order to:

- raise awareness of migrants' needs;
- demonstrate methods involved in recognising migrants' skills and qualifications by recruiting migrants and public officers to work together with the project's experts;
- monitor, study and evaluate the characteristics, methods and outcomes of the demonstrations and publish the findings from the five locations;
- use the findings of the demonstrations to develop and pilot training programmes for public employment agencies in the five locations;
- develop and publish a training module (this resource) for use by employment agencies across the EU; and
- make recommendations for the development of employment strategies to integrate third-country migrants and disseminate the training module and these recommendations through a series of conferences at a national and European level.

We hope that you will find the resource useful and that it will help you in providing your service.

Jane Watts, NIACE
Project Coordinator



1 Introduction

1 Introduction

The IMPACT (Integrating Migrants through the Provision of Adaptability and Competence Training) project addresses the problem of high rates of unemployment among particular groups of third-country nationals legally resident in the European Union.

Intentions of this resource

This resource is a training module for use by public and private employment services in EU member states to enable staff and public officials to:

- become aware of third-country national circumstances and needs;
- consider their organisational and individual intercultural competences to work effectively with third-country nationals;
- become aware of the approaches through which third-country nationals may be supported to gain employment and further training that is commensurate with their skills and experience;
- become familiar with the nature of skills and qualifications third-country nationals bring with them from other countries;
- examine different countries approaches to the effective assessment and validation of skills and experience; and
- practise using these approaches.

How to use this resource

This resource has been designed for trainers wishing to deliver specialist training in supporting third-country national beneficiaries to employment agencies' staff and public officials based in different EU member states. Section 2 covers approaches that underpin working with people from other countries. This section is particularly relevant for managers and practitioners who have not provided advice services previously for people originating from other countries.

Section 3 considers the origins, circumstances and needs of third-country nationals. This section will be helpful for managers and practitioners who have not worked previously with third-country nationals. Section 4 introduces practical methods used in supporting third-country nationals. This section will be useful for managers and practitioners who would like to learn about the approaches used to support third-country nationals during the IMPACT project. Section 5 consists of the training activities referred to in sections 2, 3 and 4. Section 6 contains the appendices.

Providing advice for third-country nationals requires some specialist skills and knowledge, but it also draws heavily upon competences developed during an adviser's initial professional training. This resource does not seek to replace professional advice training but to supplement it by providing helpful methods and approaches for use in this specialist field.

Many of the core components and competences are similar, but approaches to advice work do differ across the EU. This can result in slightly different methods being adopted by advice practitioners from different EU states. We have tried to design this resource to enable it to be used in all EU states where one to one advice is provided for third-country migrants. Individual training activities will need to be tailored by the trainer to accommodate differences in approach and perspective taken in different EU states. The resources can be used to develop short training workshops or to embed into existing training programmes. Work with stakeholders in the IMPACT project showed that there is a range of training opportunities and methods at play in each member state.

Several EU countries, for example Germany, the Netherlands and the UK, have service provision that is more 'personalised', that is, provision that will provide services attuned to an individual's needs and wishes, as opposed to a *one size fits all* approach.[1] Previous *one size fits all* approaches rarely met the needs of minority groups such as third-country nationals. It is likely that a more personalised approach will result in third-country nationals receiving support towards their specific needs, such as the assessment and validation of their particular skills and qualifications. We have therefore tried to design this resource to be useful within provision based on personalised approaches.

1 *Raising expectations and increasing support: reforming welfare for the future,* Department for Work and Pensions, London, 2008.

Who are third-country nationals?

Within the EU integration policy context, the term third-country national refers to people who are legally living within the EU but who:

- are not nationals of any of the 27 EU member states; or[2]
- are not seeking asylum from an EU state; or
- have not been granted refugee status or other form of subsidiary protection from an EU state.

The employment rate of migrants living in the EU is lower than that of EU nationals, with many migrants working in occupations that are not commensurate with their qualifications and experience.[3] Due to demographic ageing of the EU population, there will be an increasing reliance upon the contribution of third-country nationals to the labour market and therefore it is important EU advice providers develop the means to support third-country nationals to find appropriate employment. Evidence shows that third-country nationals bring skills and qualifications with them, which often go unrecognised and unutilised because few European countries have easily accessible services to assess or validate migrants' skills.[4] Without effective assessment or validation of skills, employers struggle to understand or have confidence in what third-country nationals have to offer. This contributes to the relatively high levels of unemployment and underemployment experienced by migrants.

The failure to recognise third-country nationals' existing skills results in a loss of potential talent to the EU and creates a barrier to integration. Third-country nationals are frequently isolated by unemployment and underemployment and a dependence on social welfare, which can exclude them and their families from participating in different spheres of mainstream society.

Previous work in this field by the IMPACT project partners and their associates has demonstrated that agencies often do not take into account the previous non-EU work experience and qualifications of third-country

2 Also citizens of EEA states.

3 *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – Towards a Common Immigration Policy* (2007) For more information, go to: http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52007DC0780:EN:NOT

4 *Integrating migrants into the EU labour market through recognition, skills development and awareness raising*, Migrants, Employment, Empowerment and Training (MEET) Closing Conference, 2007.

nationals or make use of assessment and validation systems where they exist. This can result in skilled migrants being directed to unsustainable low skills occupations or inappropriate education and training programmes.

Small-scale, short-term projects have attempted to address the problem of the lack of recognition of the skills and qualifications of migrants including third-country nationals. Many of these projects, usually led by non-governmental organisations, have been successful in working with small groups of migrants in particular locations. For example, Progress GB (an ESF Equal project), worked with migrants with previous experience in particular vocational fields, of whom 60 per cent gained employment as a result of their skills being validated in the UK. Ultimately, in order for the problem to be comprehensively addressed, mainstream public bodies in all EU countries need to be supported to use the assessment and validation systems that exist and to seek to develop these further where they appear to be deficient.

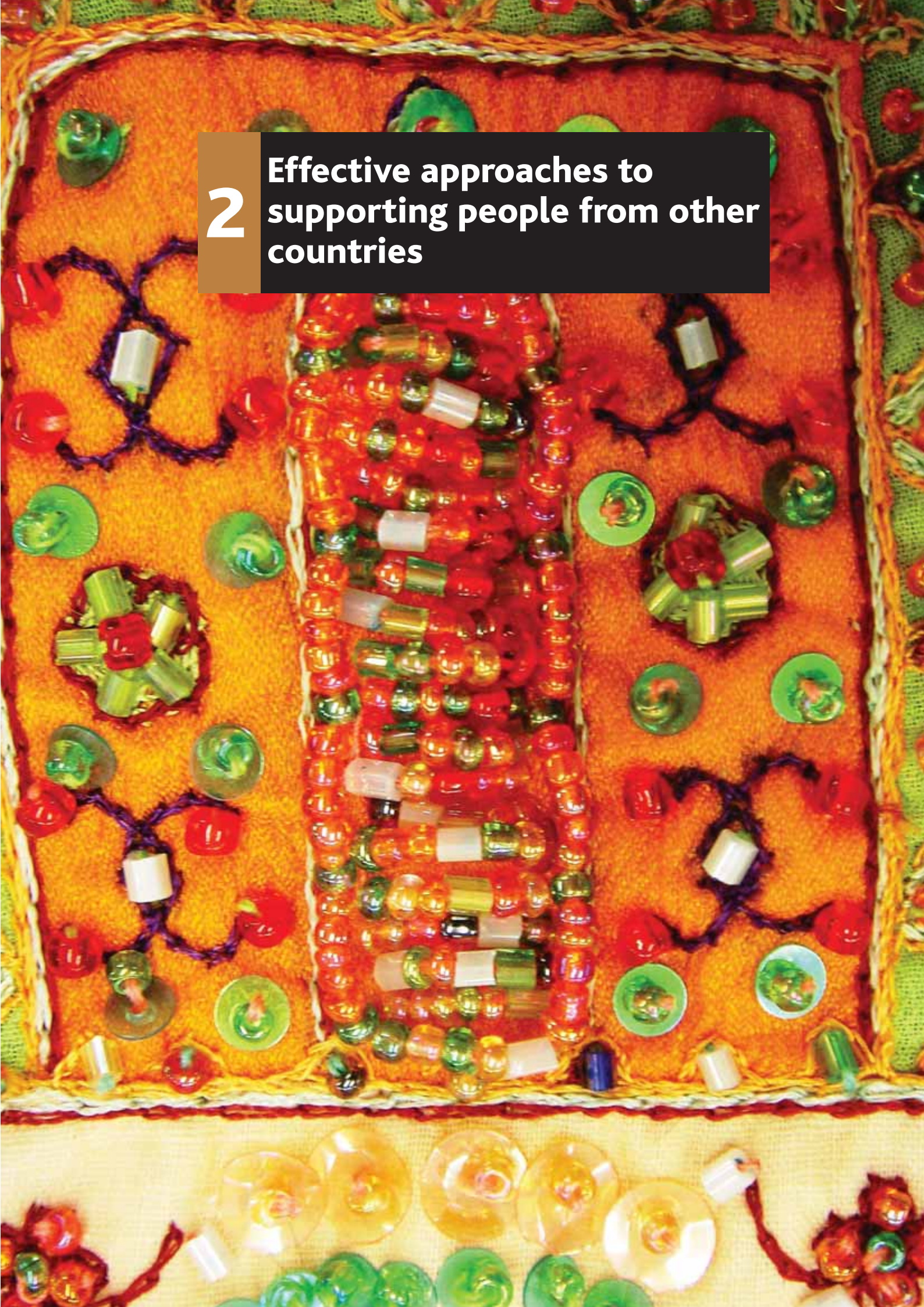
EU policy in relation to third-country nationals

In 2004, the European Council adopted a series of principles to underpin developments to aid integration of migrants.[5] In response to this, the Commission put forward a common agenda for integration,[6] which constituted a framework for developing a European approach to integration of third-country nationals in the European Union. This approach was developed further during an Informal Meeting of EU Ministers responsible for Integration in 2007.

More recently, the European Council stressed the need to promote a global and coherent approach to integration policies, migrant flow management and co-operation with the countries of origin, as well as the complementary linkage between migration and integration.[7] The idea that integration is a dynamic two-way process involving both immigrants and the host society and the need to continue to strengthen the managing of diverse society was emphasised. The role of local stakeholders, including in particular local governments and cities in designing and implementing integration programmes, was also underlined.

5 *Common Basic Principles for Immigrant Integration Policy in the European Union*, 2004, European Council Document 14615/04.
6 *A Common Agenda for Integration*, 2005, COM (2005) 389 final.
7 *Council Conclusions on the Strengthening of Integration Policies in the European Union by Promoting Unity in Diversity* , 2007, Council document 10504/07.

Within this context, in order to reflect the integration strategies agreed in these policy instruments, and taking into consideration discussions within the framework of the network of National Contact Points on Integration, the work programme for the European fund for the integration of third-country nationals, *Community Actions 2007*, identified a number of priorities and objectives to be pursued through community actions of which this project addresses the objective relating to 'difficulties associated with the formal recognition of qualifications , developing more flexible ways of addressing and validating skills and preventing brain waste'. The IMPACT project was proposed to, and funded through, the European fund for the integration of third-country nationals *Community Actions 2007*.



2 Effective approaches to supporting people from other countries

2 Effective approaches to supporting people from other countries

Intercultural competence and effective intercultural working

The Intercultural Competence Assessment (INCA) project defines intercultural competence as 'enabling you to interact both effectively and in a way that is acceptable to others when you are working in a group whose members have different cultural backgrounds'.[8]

CILT[9] defines effective intercultural working as 'working with people from different countries or diverse cultures in ways that promote open and respectful interaction, better understanding and improved performance'. The standards describe effective intercultural working as leading to:

- better communication;
- mutually respectful and supportive working relations;
- increased productivity; and
- improved customer service.

Gaining intercultural competence is not straightforward as it relies as much on an adviser's personal approach as it does on knowledge and skills. This is because in order to develop intercultural competence an adviser needs to:

- be sensitive to notice changes in a person's behaviour, body language or tone of voice;
- be interested to wonder how people may be feeling or perceiving a situation;
- be reflective and insightful to appreciate how they may be perceived by others;
- be able to change how they do things in response to the above insights.

8 *NCA Assessor Manual*, INCA, 2004.
9 *UK National Standards for Intercultural Working*, 2008, CILT.

The *UK National Standards for Intercultural Working*, therefore, describe effective intercultural working as something that is learned over a period of time through experience and reflection.

Some attempts have been made to identify how to help someone to become inter-culturally competent. The Papadopoulos, Tilki and Taylor model[10] for developing cultural competence in staff working in the health care sector defines cultural competence as 'the capacity to provide effective health care taking into consideration people's cultural beliefs, behaviours and needs'. The model illustrated below involves a cyclical process in which an individual begins by developing their cultural awareness, then their cultural knowledge and having done this develops their cultural sensitivity. On developing their skills in the light of this enhanced sensitivity the person becomes more culturally competent. As culture is recognised to be diverse and dynamic, there is no limit to which an individual can become culturally aware. Therefore the development of cultural competence is an ongoing, reflexive process.

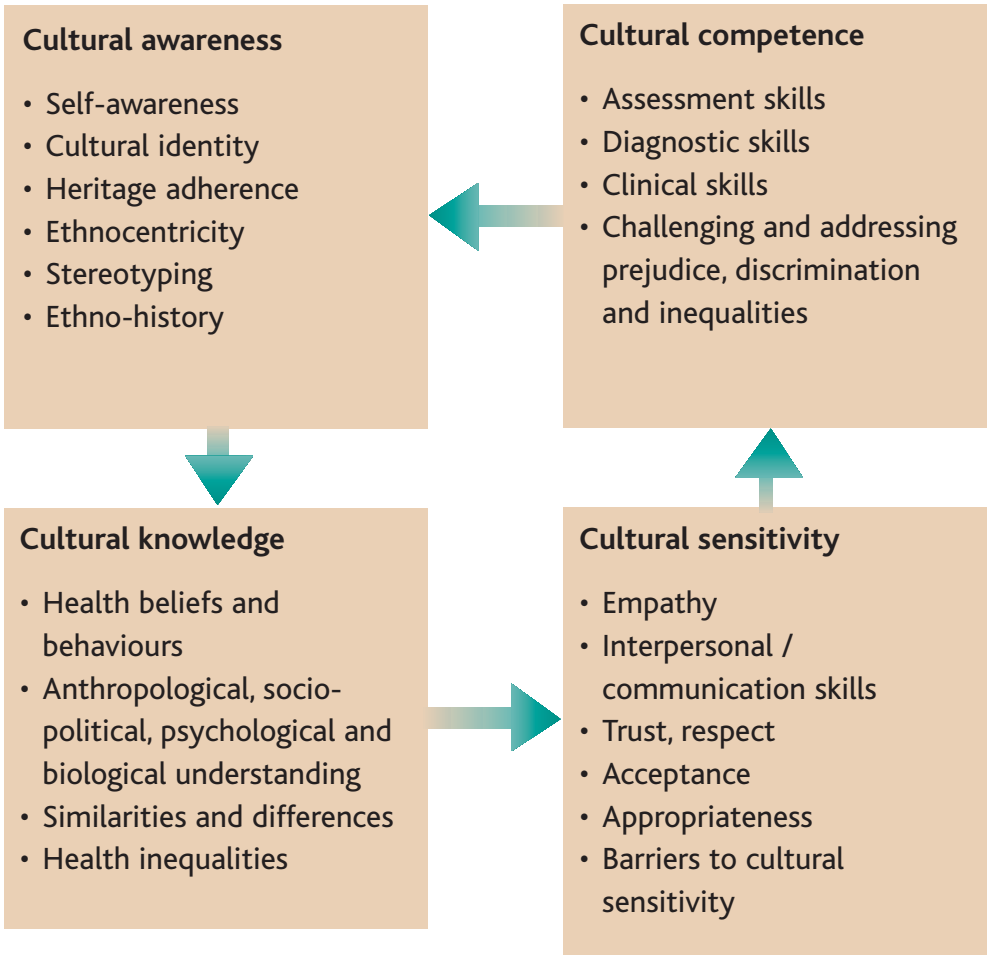


Figure 1. Developing cultural competence: the Papadopoulos, Tilki and Taylor model.

10 *Trans-cultural Care, A Guide for Health Care Professionals,* Papadopoulos, I., Tilki, M. and Taylor, G., 1998.

We could develop a similar diagram to illustrate how intercultural competence is developed when supporting third-country nationals on a programme that assesses and validates their skills and qualifications. For instance, on gaining knowledge about the education and work arrangements in other countries, an adviser is likely to have a greater understanding and be able to communicate more effectively when subsequently discussing qualifications and skills possessed by a third-country national client. As a result the adviser will undertake an assessment and validation process more effectively resulting in a more comprehensive and accurate assessment.

➤ See Section 5, Training activity 1

Case study: Alma

Alma Duran Merk's father is Catalan and her mother American. She herself has American citizenship. Alma (48) became multilingual (Catalan, Spanish and English) during her childhood in Mexico and the USA. At university in Mexico, she studied Social Communication Sciences with a specialisation in Mass Media, Anthropology and Literature. After her degree, she worked for a Mexican TV channel for five years, where she produced documentaries and cultural programmes. She also completed a two-year course at the University of California, Los Angeles, where she specialised in Film and TV production.

'My work has always been very international,' she says, after collaborating with directors from all around the world. When she met her husband, she initially travelled back and forth between Los Angeles and Augsburg but this became 'very problematic and expensive'. She therefore decided to move to Germany, thinking that, with almost 20 years of professional experience in the media industry and her degrees, her specialisation and numerous prizes won for her work, there would be no difficulty in continuing her career.

After her wedding in 2000, she began to learn German; but due to the economic consequences of the terrorist attack on 11 September 2001, several production companies went bankrupt and the USA media sector, her main customer, commissioned much less in general. She was forced to re-think her professional life and applied to undertake a Master of Arts qualification. She had all her degrees translated at her own expense but nobody could tell her how to get her documents

compared and approved. She was sent back and forth between different organisations and individuals within organisations. People continually asked her in astonishment why she wanted to continue studying – 'you are too old,' they would say. She was shocked when an adviser at the employment centre told her that people with Hispanic backgrounds had a good chance of finding a job as a cleaning lady or could train to become a nurse or, in the best case, could give Spanish lessons. She never expected this in Germany.

Despite everything, she managed to register at a university even though her degrees were not being acknowledged. In 2007, she completed her degree in Sociology, Ethnology and Literature with a final grade of 1,2. She then found work at the University of Augsburg, firstly as tutor for foreign students, afterwards as a research assistant and, since 2009, as a research member of staff. Currently, she is completing her PhD in European Ethnology.

Providing advice support for people with language needs

Use of the resources in this publication requires communication that is both non-specialised, that is 'everyday' language use, and specialised, as in vocabulary relating to specific occupations and employment and education generally. Clients without the ability to have a basic conversation in the relevant EU language will need interpreter assistance to benefit from the materials. A client's reading ability may be very much better or much worse than their ability to speak the EU language. Therefore translations of information may be still needed for clients who can speak the host country language quite well.

With interpreting as a key component in the facilitation of culturally appropriate and sensitive provision of advice, it is important to consider how different models of working can advance and encourage such practice. A range of provision may be available to provide language assistance within advice settings, including:

- in-house interpreter and translation service;
- in-house bilingual professionals;
- local authority or other public service provision;

- externally commissioned interpreter and translation services either through interpreting agencies or migrant support groups; and
- national telephone interpreter help lines, where they exist.

The cost of interpreter and translation services can be very high. These costs can be reduced:

- if partnership arrangements are established between advice services and migrant and refugee support groups who may be willing to provide interpreter support;
- if the advice provider seeks to employ people as advisors (bilingual professionals) that have second-language skills in the main languages of its third-country national clients; or
- if people with second-language skills and interpreting skills are encouraged to offer volunteer support to the advice service.

➤ **See Section 5, Training activity 2**

Resource requirements when supporting third-country nationals

In order to support third-country nationals, additional resources need to be in place within advice organisations. These may include:

- increased training budgets and time to enable advisers to become proficient in supporting people from other countries;
- funding for interpretation and translation of advice materials to support people with language needs;
- time for advisers to spend with third-country nationals to undertake assessment and validation processes;
- funding to cover the costs of translation of documents pertaining to skills and qualifications;
- enhanced referral arrangements to enable staff to use services such as NARIC and make use of services provided by professional and regulatory bodies; and

- additional flexibility to enable advisers to respond to the unforeseen circumstances and unusual situations which will arise when working with a diverse client group in challenging circumstances.

Provision for third-country migrants can be poorly resourced as national spending priorities often lie elsewhere. In these circumstances, it is important to closely monitor the impact of low levels of resources on the service provided, to ensure the service is maintained at a satisfactory level. In some EU states, specialist provision such as services for third-country nationals can be contracted out to service providers as opposed to being an element of the state-provided employment advice provision. Contracted-out service provision can be particularly prone to low-level resourcing as funders seek to minimise contract costs and small-scale provision does not benefit from the economies of scale available in bigger operations.

Case study: Camaran

Camaran Al-Jaff is of Kurdish origin and comes from Iraq. After taking the school leaving certificate he studied at the Technical University in Baghdad, Iraq, where he completed his four years of electric engineering studies. Following that he gained a well-paid employment as an electric engineer in Kirkuk.

Mr Al-Jaff was forced to break off his professional career due to political reasons and in 1992, at the age of 30, he moved to Austria. Apart from Kurdish, he has a good knowledge of Arabian, German and English in both writing and speech.

He initially thought that he would not have permission to work in Austria. For this reason he took his existing certificates and registered in 1993 at the Technical University of Vienna, in the field of study of electrical engineering. He had his subjects credited at various departments and afterwards he began to study. Unfortunately, for personal reasons, he was unable to finish his studies, with attendance at just the one lecture, one laboratory tutorial and the completion of a thesis remaining.

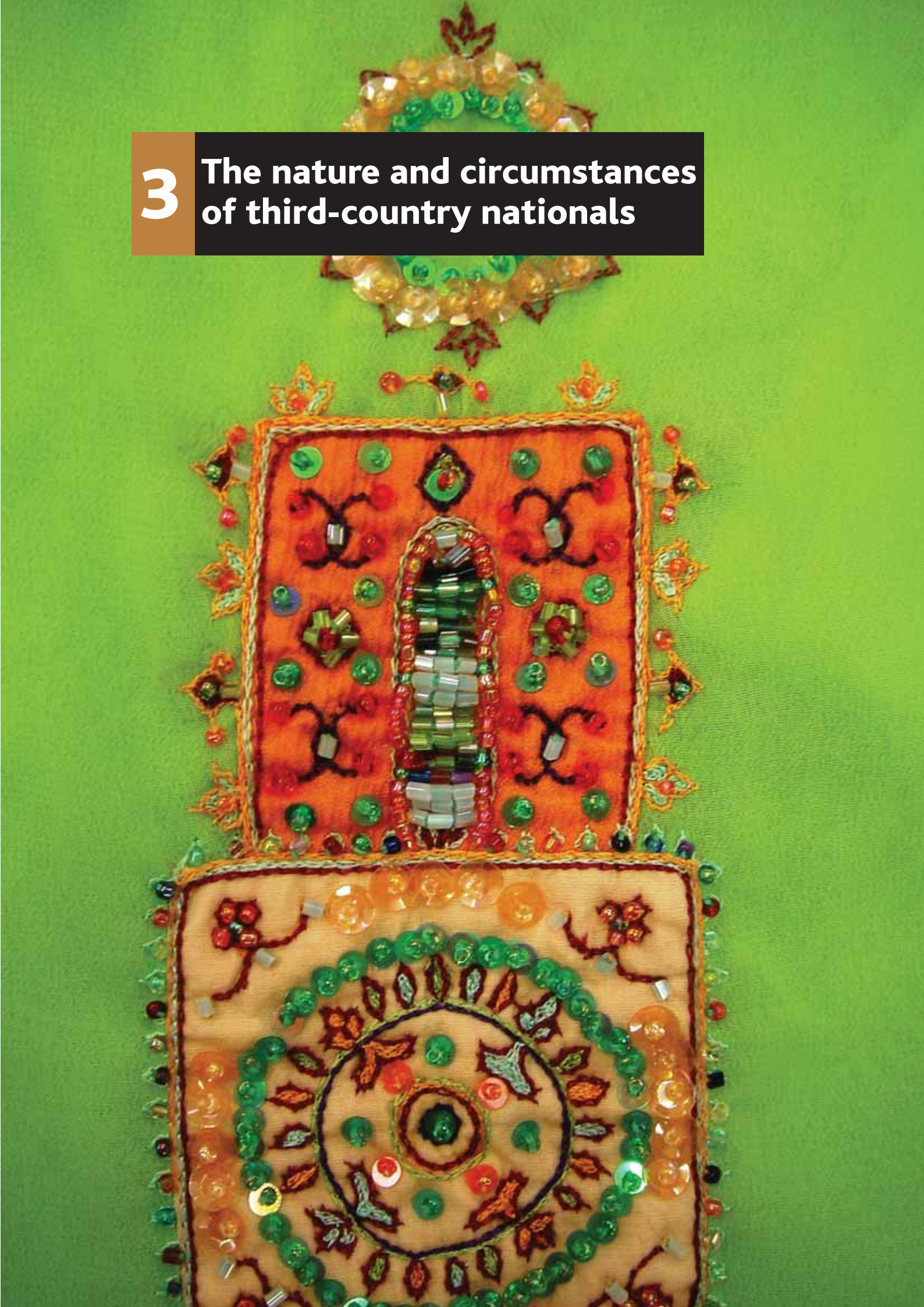
Mr Al-Jaff was given the opportunity to attend several German courses free of charge; initially as a beginner, and afterwards as an advanced student. Subsequently he was able to eke out a living in working and everyday life. Furthermore, he succeeded in improving his English

language skills with a focus on engineering by taking individual classes with the support of the Employment Service Vienna (AMS).

Having acquired the necessary knowledge related to electric engineering, Mr Al-Jaff was in a position to work in his profession in Austria. However, at the beginning he lacked the necessary computer skills which he could only acquire through a UNIX course. Even though he told his counsellor at the Employment Service about this, he was only granted an 8-week LINUX course with the argument that the UNIX course would be too expensive. As a result, Mr Al-Jaff obtained a European Computer Driving Licence but this was not relevant for the pursuit of his profession. Consequently, Mr Al-Jaff had to make his own arrangements to study the required course.

Despite his foreign educational attainment and subsequent studies in Vienna, Camaran found it very hard to find work. When he did, he was exposed to massive discrimination and racist attacks until he could no longer cope with the mental pressure and abandoned his work. Mr Al-Jaff stated that at the beginning of every working day his fellow workers read out the Austrian newspaper *Kronenzeitung* to him and quoted various criminal acts committed by foreigners. To continue working in his profession Camaran made numerous applications but most of these were not even answered by the companies to which he applied.

He began to earn his livelihood by taking on various jobs such as cooking, translating and repair works. Cooking is a favourite pastime and he occasionally provides catering services for friends. He now wishes to open his own restaurant and for this purpose he has already undergone a course for entrepreneurs at the Employment Service in Vienna. However, he still lacks the required funds for the realisation of his desire. He currently enjoys looking after his two-year-old daughter and taking care of housework. His partner is an Austrian woman who works in her profession as a scientist, thereby financially supporting the family.



3 The nature and circumstances of third-country nationals

3 The nature and circumstances of third-country nationals

Who are third-country nationals?

The term third-country national refers to people who are legally living within the EU but who:

- are not nationals of any of the 27 EU member states; or[11]
- are not seeking asylum from an EU state;
- have not been granted refugee status or other form of subsidiary protection from an EU state.

Numbers of third-country nationals in the EU

Sourcing statistics for the number and nature of third-country nationals in the EU is challenging because trans-EU data sets often have gaps in the data for one or more EU states and national data sets are sometimes incomparable with each other because different survey criteria have been used. To overcome these difficulties, the statistical office of the European Communities (Eurostat) provides guidelines and instructions to Member States to enable them to send appropriate data to Eurostat from their administrative records or national surveys. Eurostat data in Figure 2 gives the numbers of third-country nationals entering a selection of EU member states in 2007.[12]

11 Also citizens of EEA states.
12 Data from the remaining EU states is, unfortunately, not available from Eurostat.

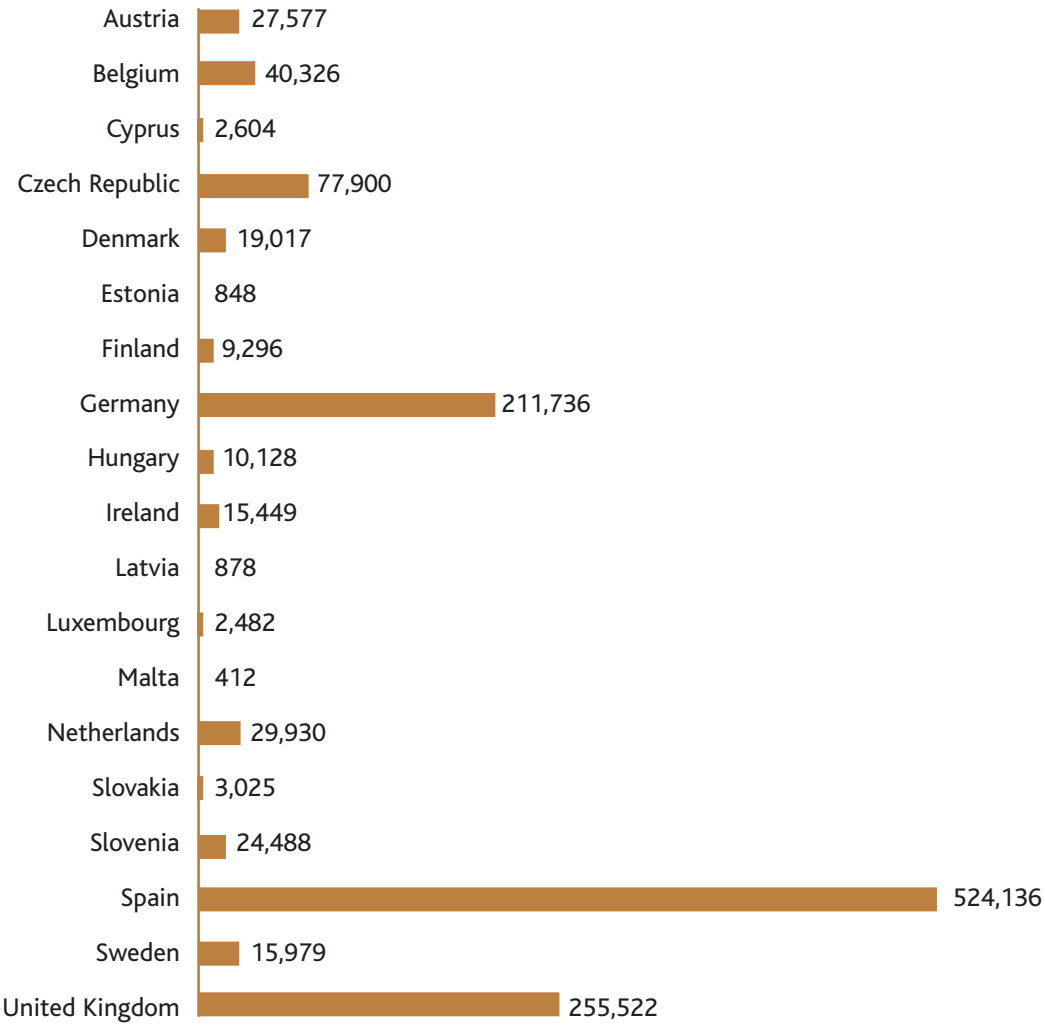


Figure 2. Third-country nationals entering EU states in 2007.[13]

Annual variations in the numbers of third-country nationals in each EU state

The total number of third-country nationals in an EU state in a particular year depends on:

- ***The annual rate of third-country national immigration***.
  This is influenced by political factors such as changes in immigration policy, economic factors such as an increase or decrease in the availability of employment, or social factors such as an increase or

13 Number of people entering EU states as given by Eurostat adjusted to subtract both the number of people entering through asylum applications, as given by Eurostat, and the number of people entering as EU nationals, as given by Eurostat. For Eurostat see **http://epp.eurostat.ec.europa.eu/portal/page/portal/statistics/themes**

decrease in places within higher education for students from outside the EU. The data in Figure 3 shows how the number of third-country nationals entering Austria fluctuated between 2002 and 2007.

- ***The annual rate of third-country national emigration***. Factors that influence the rate of emigration include economic factors such as a decline in available employment in the state or a rise in employment available in their country of origin, political factors such as changes in legislation affecting third-country nationals or social factors such as increased or decreased access to housing or benefits.

- ***The annual rate at which third-country nationals become EU citizens***. On gaining nationality of an EU state people are no longer considered third-country nationals. The rate at which third-country nationals become citizens is mainly influenced by legislative change in the requirements of applicants for citizenship.

The interaction of these factors is illustrated in Figure 4.

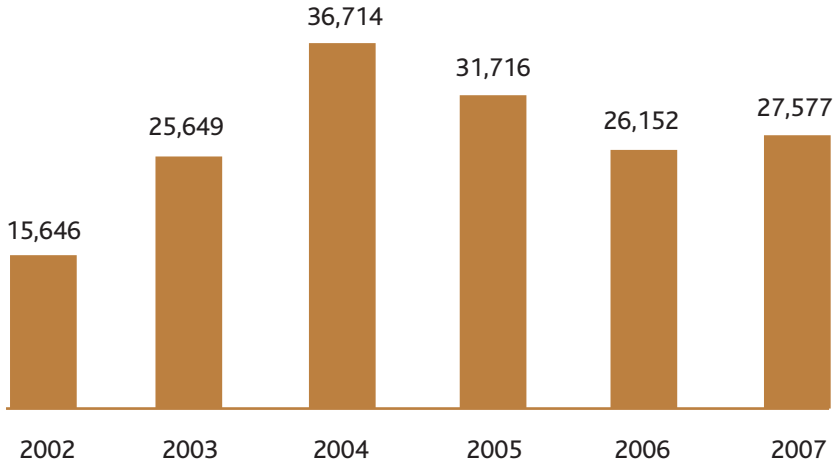


Figure 3. The fluctuation in the number of third-country nationals entering Austria between 2002 and 2007.[14]

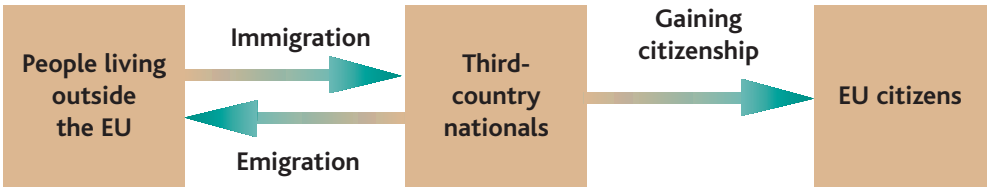


Figure 4. Factors affecting the number of third-country nationals in an EU state.

14 Data from Eurostat.

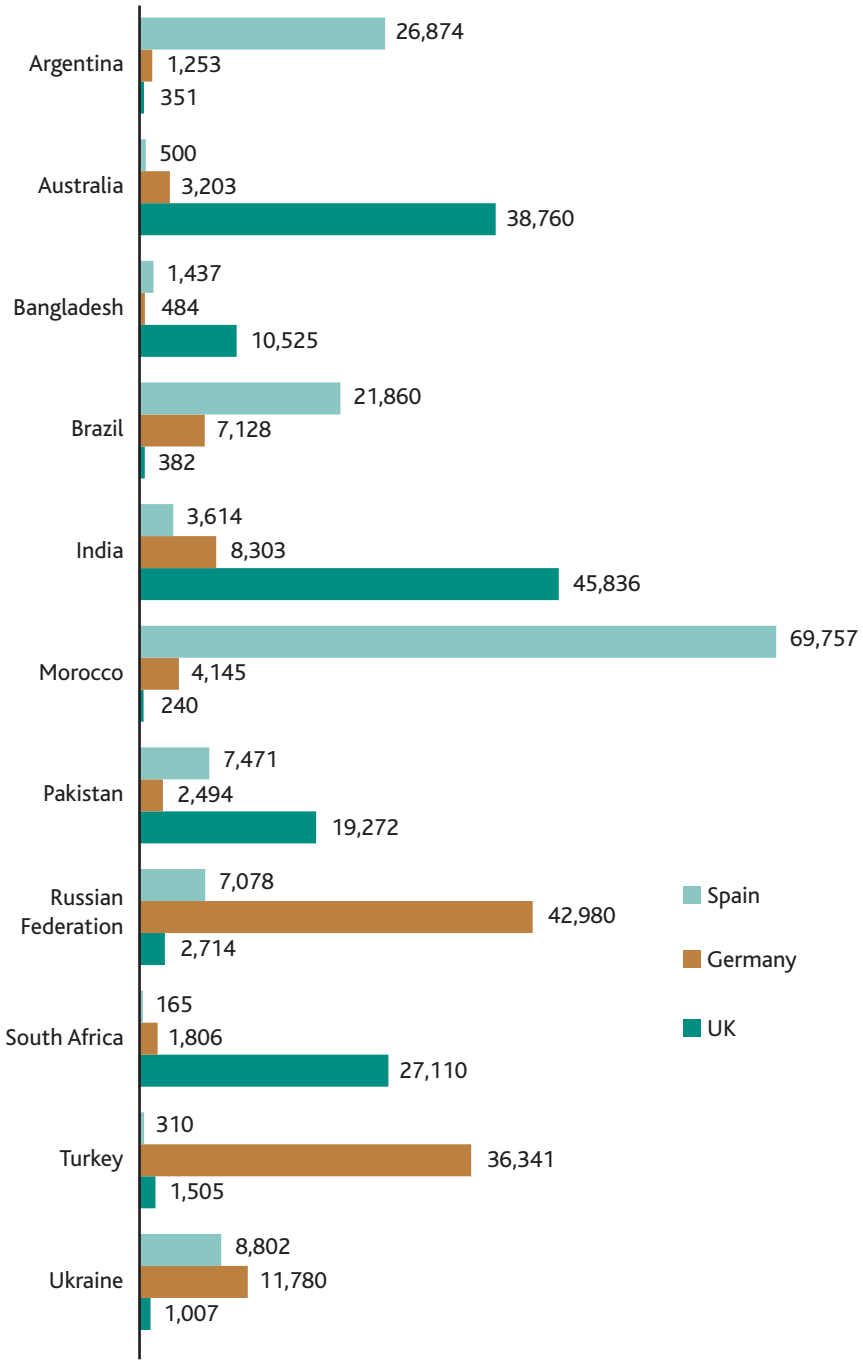


Figure 5. Differences in the country of origin of third-country nationals entering Germany, Spain and the UK in 2005.[15]

15 Data from Eurostat.

Countries of origin of third-country nationals

Although reasons for migration may be very varied – economic need, personal reasons or career progression, for instance – the attraction to migrants of different EU states is often determined by other factors, such as prior historical links between the migrant's country of origin and an EU state (including colonialisation, military interventions, cultural, economic and political links), immigration patterns and policies (which can also be influenced by historical links), citizenship policies, and individual EU state's economic and labour market needs.

For instance, people with German ancestry are attracted to Germany as third-country nationals because German citizenship policy allows them to apply for citizenship on the basis of their ancestry.

➤ **See Section 5, Training activities 3 and 4**

Age profile of third-country nationals

The age profile of the third-country national population in a particular EU state is dependent on the factors that have attracted third-country nationals to enter that EU state and restrictions associated with different entry routes. These factors tend to cause the majority of migrants to be between 18 and 35 years of age, statistical evidence showing a decrease in numbers from about 35 years of age.[16] This is illustrated in Table 1, which gives the numbers of third-country nationals in the UK city of Leicester. Many third-country nationals aged 25 to 35 come to Leicester as spouses of British nationals because Leicester has a large community of people with South Asian ancestry.[17] Other third-country nationals aged 25 to 35 come to Leicester to study at one of the city's two universities.

For most people, third-country national status is only temporary. This is because after five years they generally will have either left the EU state or have applied for permanent residence and subsequently citizenship. The temporary nature of third-country national status accounts for the small number of third-country nationals above the age of 45 in Table 1. If all the third-country nationals living in Leicester who entered the UK at an earlier age had remained third-country nationals, the number aged 45 and above would be much higher.

16 *The Equality Implications of Being a Migrant in Britain.* Kofman, E., Lukes, S., D'Angelo, A. and Montana, N. (2009). Research report 19. Equality and Human Rights Commission.
17 *Overcoming Barriers* (2005) Bangladesh Youth and Cultural Shomiti, Leicester, UK.

Table 1. Comparison by age of Leicester's third-country nationals. [18]

Age	Third-country nationals in Leicester
0–15	2,590
16–24	4,238
25–34	7,909
35–44	4,887
45–54	2,676
Total for people aged 0– 54	22,300

N.B. The numbers of third-country nationals aged 54+ is so small that it cannot be provided with any accuracy from the dataset used.

Circumstances of third-country nationals

The circumstances of third-country nationals can vary widely. However, similarities are often found between individuals who share the same reason for entering an EU state. This is because the geographic origin and economic and social circumstances of people entering an EU state for a particular reason are often similar and their situation on arrival can be similar too. Table 2 gives a helpful insight into common circumstances faced by particular types of third-country nationals.

The migrant journey and interactions with service providers during this journey

The migrant journey and interactions with service providers vary widely. This variation exists due to differing advice, training and employment arrangements in each EU state, but also due to difference at a local level as extra provision may be provided by regional and local government,[19] learning providers, charities[20] and faith groups.

Outlines of the migrant journeys in a variety of EU countries are given in Table 3.

18 *The Labour Force Survey, 2007*. Office for National Statistics.
19 *Barriers to employment for Pakistanis and Bangladeshis in Britain* (2006) DWP Research Report 360. London..
20 *A Woman's Place: A Toolkit of learning activities to engage women as learners,* 2009, NIACE. Free download at: http://shop.niace.org.uk/a-womans-place-booklet.html

Table 2. Common circumstances faced by third-country nationals.

Type of third-country national	Level of affluence	Practical circumstances	Common aspirations	Common needs (careers guidance and other needs)	Common issues
People entering to begin work arranged before entry.	High or low level of affluence depending on the skill level of their job.	Job arranged, accommodation sometimes arranged, accommodation may be of low quality if their employment is poorly paid or temporary. Support network from workplace sometimes available.	To succeed in employment. To progress in their career. To consider further migration as career requires, or to apply for citizenship if possible. No wish to return to their country of origin.	Guidance if their original plans go wrong. Information about extension of stay in EU state. Information about language class provision.	May work long hours and not the time to get to know their locality well. May be unaware of health and safety/ employment regulations. May feel socially isolated. May never address language needs. May have high level skills and qualifications which become obsolete with time if unused.
People entering to work without a job to begin in the EU state (see case studies for Elena and Alla).	May be low if unemployed for some time in country of origin or has little or no savings.	May have only found temporary employment. May only have temporary low quality accommodation. May be initially isolated or very reliant on a few relatives/ friends for support.	To find secure employment. To improve quality of life. To send remittances to their country of origin. To build up savings for a better future in their country of origin. To start a business. To meet a partner. To apply for citizenship.	Employment advice. May have language or training needs but may hope to find employment without addressing these needs.	May have high-level skills and qualifications which become obsolete with time if unused. May become stuck in low paid temporary work. May work long hours. May be unaware of health and safety/ employment regulations. May never address language needs.

People entering to study.	Often low income as surviving on savings or part-time work (people on student visas may have an upper limit on the number of hours they are allowed to work).	Job rarely in place at start. Initial accommodation often arranged and student support networks in place.	To gain qualification. To find work during studies and then to find skilled job either in country of origin, in EU or elsewhere.	Guidance on finding part-time work, language classes and accommodation.	Lifestyle in EU country may be very different to that in country of origin. May have too little income to meet basic needs. May be reluctant to return to country of origin at the end of their studies.
Spouses and dependants of people entering to work or study.	Often income level dependent on spouse's income.	Unemployed to begin with as spouse's job or study determined timing and location of arrival. Accommodation often arranged but may be of low quality. Support networks may not meet newly arrived spouse's needs.	To support spouse. To find employment or to study. To find friends. To continue family life without too much disruption. To take care of children's needs.	Guidance to find employment, language classes, vocational training, local public services, community events and leisure activities.	May become quite isolated as interactions with others may all be through spouse. May find options quite limited and may regret having given up job/ status/ lifestyle etc. in their country of origin.

Type of third-country national	Level of affluence	Practical circumstances	Common aspirations	Common needs (careers guidance and other needs)	Common aspirations
People entering to be united with spouses (see case study for Saima).	Affluence level often dependent on affluence of spouse, sometimes to the extent that the newly arrived spouse gets given 'pocket money' provided by their partner.	Employment rarely in place. Accommodation normally arranged as they generally move in with partner or their family. Accommodation may be overcrowded or of low quality, depending on partner's income. Family/ community support network available.	To find employment. To have children. To address language needs. To gain citizenship. To make friends outside their family. To regularly visit country of origin for extended periods.	Guidance to find employment, language classes, vocational training, local public services, community events and leisure activities.	May be reliant on family especially if they have language needs. May grieve over permanent loss of family and friends and customs left behind in their country of origin. May be given new family responsibilities such as caring for in-laws. May not be encouraged by their new family to develop life outside home. May be disappointed if new life is not happy. May find ethnic community in EU state more conservative than their country of origin.

➤ See Section 5, Training activity 5

Table 3. Migrant journeys in a variety of EU countries.

Stage of migrant journey[21]	English[22] arrangements	Austrian arrangements	Dutch arrangements	German arrangements	Italian arrangements	Your country's arrangements
Engagement with employment services support.	Engagement initially through NextStep[23] and other community-based advice services. All support is available on a voluntary basis, no compulsory programmes although a certain level of English language and a certificate is required to secure indefinite leave to remain and for citizenship applications and therefore many migrants with English language needs wish to participate in English language classes.	Public employment service can be accessed for first information concerning employment issues. Active support can only be provided if the TCN has legal access to the labour market.	Registration on a local authority programme is compulsory by law but also necessary to get access to medical services and open a bank account. Third-country national migrants are automatically sent an invitation to participate.	Third-country nationals (with a residence title) have either an employment permit (Erwerbserlaubnis) or an unlimited work permit (unbeschränkte Beschäftigungserlaub -nis). Both permits allow to accept any job without limitations. As a consequence, the person is legally defined as being 'employable'. Spouses immigrating subsequently are entitled to take up paid employment . Subsequently they are supported by the Federal Employment Office to find employment.	Through invitation to Public Employment Centres.	

Stage of migrant journey	English arrangements	Austrian arrangements	Dutch arrangements	German arrangements	Italian arrangements	Your country's arrangements
Needs assessment.	Initial assessment of needs through interview (sometimes with additional testing of English language skills).	No such activities.	The consultant meets with the candidate and sends him/her for an initial test in which essential skills such as language level, literacy and numeracy are assessed.	Assessment through interview is undertaken by a special service of the Employment Office, sometimes with an additional German language skills assessment.	Initial assessment of needs through interview with a Public Employment Centre officer.	
Qualification comparison.	Comparison of qualifications gained in other countries through the UK NARIC service.	For information concerning the recognition of qualifications acquired abroad and for further education in this field, client can contact 'Counselling service for migrants'.	An initial informal assessment of diplomas is undertaken by the consultant. The candidate will then be sign-posted to an external organisation (NUFFIC) for formal assessment.	Initial stage: the online tool VerBIS is used to identify and record qualifications gained in other countries. Subsequently qualifications acquired abroad can be by the nationally available 'Counselling Service for Recognition'. Freely accessible information portal: www.berufliche-anerkennung.de	A comparison of qualifications gained in other countries or competences acquired in irregular jobs undertaken by Public Employment Centre officers.	

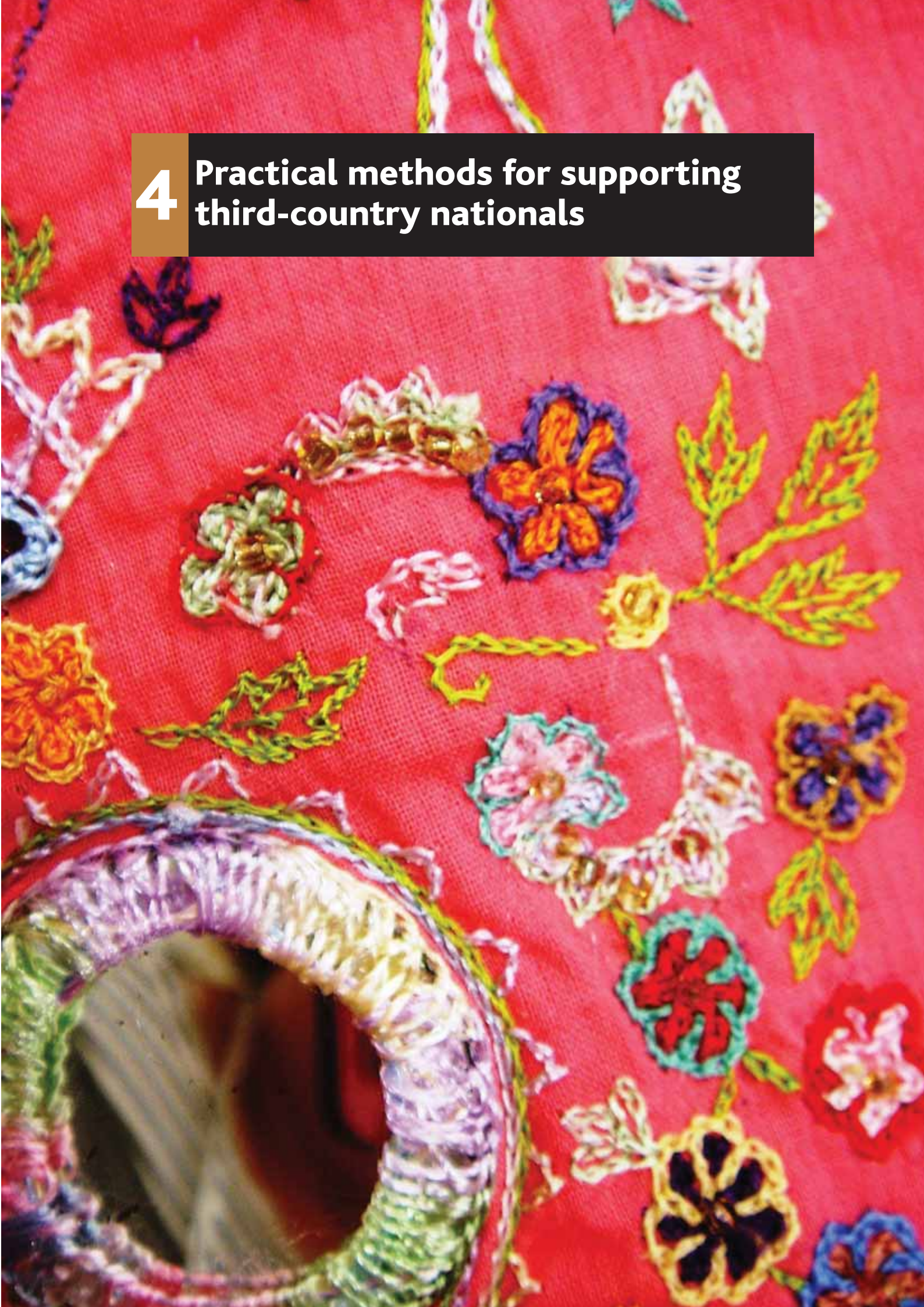
Skills assessment and validation.	Validation of skills and experience through referral to professional bodies and local colleges for skills assessments and work experience for validation of vocational skills.	No such activities. Only on an individual level. First assessment in the academic field can be provided by NARIC.	Local colleges and local firms may be asked in specific cases to assess skills. These testing methods in combination with civic integration are still in their infancy, most emphasis lies on the civic integration rather than entering the labour market.	Validation of skills and experience through skills assessments take place only where local projects exist and when funds allow.	Validation of skills and experience through a Commission composed of a Public Employment Centre official, a certification expert and a vocational expert.	
Action planning towards training and employment.	Action planning towards training and employment by Nextstep or other community-based advice services, taking into account all of the above findings.	Some career counselling available from community- based groups and/or local initiatives such as the Vienna Employment Promotion Fund.	Applying information collected during intake and initial assessment, a consultant can opt for four routes: a) integration with reintegration (in gainful employment); b) integration with emphasis on education,	Guidance and action planning for occupational orientation, career planning and general integration take place only where local projects exist and when funds allow.	Action planning by Public Employment Centre officers.	

Stage of migrant journey	English arrangements	Austrian arrangements	Dutch arrangements	German arrangements	Italian arrangements	Your country's arrangements
			upbringing and health; c) preparation for national exam civic integration (fast-track option, also facilitates entry into higher education); d) integration tailor-made: a basic module with tailor-made options in case the first three are not satisfactory.			
Arrangement of training	Referral by community- based advice services to development activities to address language needs, vocational training needs, work experience needs and employment advice needs.	The Public Employment Service can refer to many other services, courses and training providers. Helpful local arrangements like the the *Vienna Education Booklet*, which contains vouchers for German integration courses.	One of the four options available following initail needs assessment is an integration programme with an emphasis on education, upbringing and health.	The Employment Office can offer a consultation or support can be provided by community based services such as the 'Tür an Tür Integrationsprojekte Counselling and Integration-centre', Augsburg. Support leads to referral to integration courses	Training provided on the most useful procedures and theory to be arranged by Employment Services staff, in order to assess and recognise any competences acquired in non-formal contexts.	

		Information events 'Start Coaching' concerning relevant topics such as health, school and education and language provision are held.		listed in the 'Intercultural directory' for Augsburg.		
Job search support	Job search support by Nextstep or community-based advice services.	Public Employment Service can offer a job.	Support to find employment is provided by the reintegration company for people choosing option 1 (civic integration with employment) and option 4 (the tailor-made option). For the other options, finding employment is not the main priority; however the Dutch labour office remains accessible and can give support to people on these options.	Job application support is available in some localities through organisations such as the 'Tür an Tür Integrationsprojekte Counselling and Integration-centre' in Augsburg.	Job application support by Public Employment Centre officers.	

➤ **See Section 5, Training activity 6**

21 The arrangements described may only reflect those available in the locality of the IMPACT project partners in each country given.
22 There are different arrangements for Scotland, Wales and Northern Ireland.
23 Nextstep is the brand name of the face-to-face adult careers guidance service in England.



4 Practical methods for supporting third-country nationals

4 Practical methods for supporting third-country nationals

How to engage with third-country nationals

In some EU member states, third-country nationals are expected to join compulsory integration programmes and therefore engagement is not an issue in these countries.

However, there may be no compulsory integration programmes for third-country nationals. Third-country nationals may not be eligible to use public employment services. Similarly they may not be aware of, or be cautious of using, public employment services that they are, in fact, eligible to use. In these countries, it can be a challenge to engage third-country nationals in order to provide an assessment and validation service for their skills and qualifications.

Even if they are eligible and using public employment services they may not be identified as third-country nationals on the information management system used within the service. This can make it very difficult to identify people using a service who might benefit from skills assessment and validation.

Tips for engagement

- Analyse the most effective means of publicising your service in each locality and develop a strategy based on this research. Consult potential service users during this analysis.
- Gain the support of agencies, befriending/mentoring schemes, community-based groups and key individuals embedded within communities who can recommend your service.
- Consider developing more formal partnership working with community groups, the community group engaging and referring, translating publicity materials or providing outreach facilities.
- Let previous clients of other programmes know about the provision to stimulate the raising of awareness by word of mouth.
- Consider publicising at local venues such as schools, children's centres, doctors' surgeries, shops, libraries, churches, mosques and temples, community events, community groups and learning providers (language classes particularly) and through agency networks.
- Consider translating all publicity materials as this gives clients confidence that you are keen to recruit people from their ethnic origin. Explain whether or not they can expect a response in their first language if they phone.
- Ensure marketing materials give all the information necessary for someone to make a decision about participating and to help them get in touch.
- Ensure marketing materials are attractive and published to a high quality as this reassures people about the quality of the service.
- Emphasise on publicity how participation can help lead to employment as this will be a primary aim of many third-country nationals.
- Consider providing your service as a community-based outreach service.
- Brief all your front-of-house colleagues to ensure that they don't inadvertently turn people away or refer them elsewhere because they are unused to supporting this client group.
- Organise focus groups involving migrant community organisations, local services, employers and other stakeholders.
- Provide training for migrant community leaders and NGOs in engaging third-country migrants to extend the reach of the community organisations.

➤ See Section 5, Training activity 7

How to use a skills audit tool to gain a baseline record of an individual's skills and experience

A skills audit is a process by which we can record an individual's skills, qualifications and experience. The process involves one to one interviews between an adviser and a client during which the adviser asks a series of questions relating to the clients' education, training, work experience or life experience which involved acquiring skills. The process, which may take some time to complete, generates a detailed record of a client's past achievement that can then form a firm foundation from which the adviser can support clients to identify which of their qualifications they may wish to compare and to develop career action plans.

The following is an example of a skills audit model which in practice relies both on specific questions and on an exploratory dialogue. The attached questionnaire also provides a useful recording framework. Advice on how to use this type of skills audit questionnaire is given in the appendices.

Client Form – Skills Audit Questionnaire

Personal details

Name: _____

Address: _____

_____

_____

_____

Telephone Number(s): _____

Email Address:_____

Date of arrival: _____

Reason for entry:_____

Nationality:_____

Date of birth:_____

Work experience (All occupations including any secondary or non-paid activities – most recent first)

Job title	Duties and responsibilities	Location	Employer	Dates

Additional information:

Education and training

	Years of study	Subjects/modules	Qualifications	Where	Certificate available (Yes / No)	Equivalence (confirmed / un-confirmed)
Primary						
Secondary						
Higher						
Vocational (incl. work based training)						
Adult Education (including basic skills of Language, Literacy, Numeracy, IT)						

Other life skills/experiences

EU state language skills

(tick appropriate box to indicate competency level)

EU state-specific language qualification level[24]	Entry Level 1	Entry Level 2	Entry Level 3	Level 1	Level 2	Level 3
Speaking/ listening						
Reading						
Writing						

Are you familiar with key occupational terminology for desired occupation?

Yes / No

24 The levels and skills in this table are for UK ESOL national standards provided in the Skills for life Core Curriculum http://www.excellencegateway.org.uk/sflcurriculum

Other languages

Languages able to speak:

Languages able to write:

Aspirations

Perceived barriers

Steps planned to assess, validate or recognise skills and qualifications gained abroad (e.g. use of NARIC, or assessment of skills by college, employer or voluntary organisation; course or training programme; voluntary or work placement; etc.)

Outcomes/actions (e.g. NARIC equivalency, or employer/college/voluntary organisation assessment obtained; CV produced; new qualification gained; skills development plan; etc.)

Adviser organisation: _____

Client signature: _____

Date: _____

How to compare qualifications from other countries

Third-country nationals often have qualifications from their home country or other countries that need to be compared to the qualification framework of the EU country in which they now live if they wish to use them there. All EU and EEA states and all the associated countries in Central and Eastern Europe and Cyprus have a designated National Academic Recognition Information Centre (NARIC), which provides a way to compare academic qualifications. Individual NARICs are coordinated by the NARIC Network; however they differ in status and in the scope of their work. For instance, in most European countries, institutions of higher education make their own decision on what foreign qualifications or study they will accept, and so in these countries NARICs have only an advisory role, whereas in other countries such as the UK, the statement of comparability which results from NARIC is officially recognised. Details of the NARIC arrangements for each country are available at: **http://www.enic-naric.net/index.aspx?s=p&q=11&r=3**

(please see the section on 'Policies and procedures for the recognition of foreign qualifications' after clicking on the flag of the country that you are interested in).

➤ **See Section 5, Training activity 8**

Skills assessment and validation

If a third-country national is to be able to effectively apply for work or further training, it is important for them to be able to specify their level for every type of skill that employers and training providers may ask about during an application process. The types of skills employers tend to want to know about are:

- language skills;
- occupational language skills;
- vocational skills;
- general IT skills;
- occupational IT skills;
- employability skills;
- numeracy skills.

It is helpful to find a means of identifying any of the above skills levels where these are not clear from a client's qualifications or descriptions of their work experience. Some assessment tools may already be readily available to the adviser or within organisations to which the adviser can refer their client; for instance language and numeracy assessments. However, vocational skills assessments are rare and those that do exist may be inappropriate for people with language needs. Furthermore, the specialist nature of vocational skills assessments makes them unlikely to be known to a generic employment service adviser and it can take some time to find a vocational specialist to confirm if a suitable assessment tool is available or not.

The nature of some skills is difficult to assess using tests, especially skills such as employability skills normally evidenced through descriptions of work experience or references. Where a client has no references or an inadequate record of their previous work experience, it can sometimes be helpful to arrange a short period of work experience to give the client an opportunity to demonstrate their skills. The employer who provides the work experience placement is then in a position to provide a detailed reference on the capacity of the client to undertake important aspects of their role. The demonstration and verification of skills in this way is called skills validation.

Albeit challenging and time-consuming to arrange, assessment or validation of skills can make a dramatic difference to the outcomes for a client. During the European Social Fund Equal Progress GB Upskill project,[25] a website-based vocational skills assessment to assess accounting technician skills at foundation and intermediate level was available on the Association of Accounting Technicians (AAT) website.[26] As a result of undertaking this assessment, clients were more likely to take up accountancy training and seek employment at an appropriate level for them. Care is needed when undertaking assessment, especially where language needs may cause unexpected confusion even when using tests that have been altered specifically for use by migrants. Ideally both a language teaching specialist and a vocational specialist trained in the use of assessment tools would be present when assessments are carried out. Revealing the results of assessments requires great sensitivity, if the results are lower than the client expects, as the impact and implications on their careers can be profound.

25 *Advising for Adaptation* (2007). NIACE.
26 See **www.aat.org.uk**

How to use a career action plan to map a helpful route to employment

The purpose of action planning is to map out a viable route from a client's starting position to eventual employment. Ideally the action plan will identify the most convenient, affordable and effective means to address a person's needs and preferences. When action planning it is important to take into account the individual's personal circumstances such as caring responsibilities, health and other issues that might affect their ability to pursue a course of action. Normally, an action plan will describe how someone can go from their starting position to skills they need to secure the employment to which they aspire. It helps to begin by listing the skills they need to secure this employment. This is because these determine the areas in which development may be required. The example given in Figure 6 includes vocational skills, language skills, job awareness and job search needs, as these were identified in the right-hand column as being required for the individual to secure employment at the particular level they wished.

Action planning gives an adviser an opportunity to help people to understand the nature of EU employment, education and social systems and to identify how EU perspectives on employment, education and advice may differ from their cultural perspective.

Most action plans will require progress to be made simultaneously on several fronts. Ideally, activities will synchronise well so that a gap being addressed in one skill does not hold back progress in another. Language needs sometimes have to be addressed before vocational skills adaptation activities can be taken up. For instance, see Figure 6 where the Intermediate Accountancy course start is postponed until an appropriate level of English has been achieved. It is important that the client can see the whole pathway to their ultimate employment aim and not just a truncated action plan, which stops at the end of time spent with their adviser.

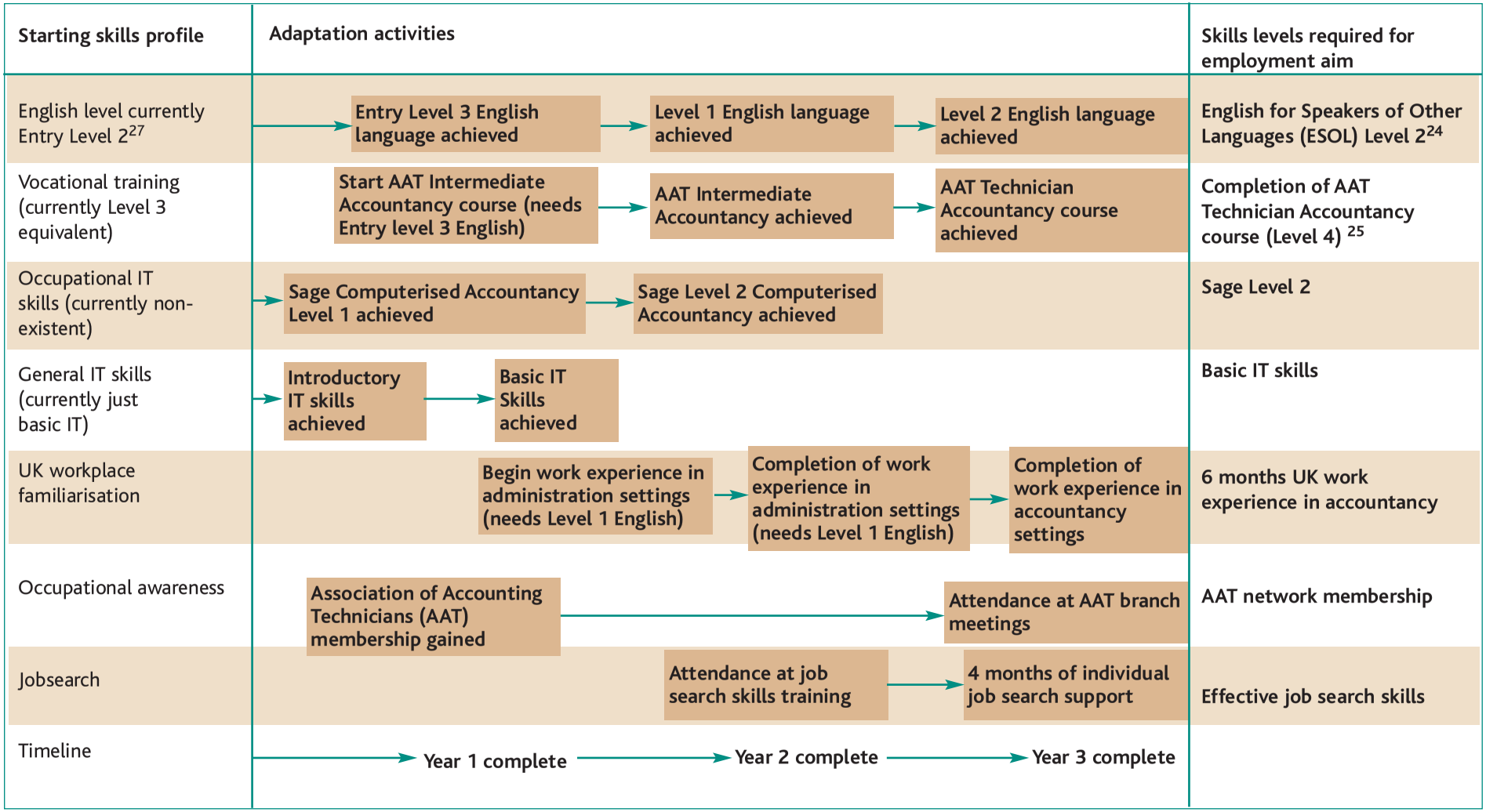


Figure 6. An example of an action plan.

27 ESOL national standards and level descriptors can be found at: www.excellencegateway.org.uk/sflcurriculum
28 A description of English for Speakers of Other Languages (ESOL) courses can be found at http://www.direct.gov.uk/en/EducationAndLearning/QualificationsExplained/DG_10039031
29 See www.aat.org.uk for descriptions of Association of Accounting Technicians qualifications.

➤ See Section 5, Training activities 9 and 1

Managing entitlements and eligibility

Each EU state has different rules on third-country national migrant entitlement to be paid social security payments, to take up employment and to receive financial assistance towards the costs of training. The limitations/ opportunities afforded by the particular set of entitlements in each EU state have a major impact on the ability of third-country migrants to make progress towards integrating. In many EU states, limited entitlements cause a delay in integration, and in some EU states the extent of the limitation to entitlements can effectively totally prevent integration. Advisers need to know or to be able to find out an individual's entitlements in order to offer advice on the options available to the individual. If an adviser does not know an individual's entitlements then the adviser may describe an option for which the individual is not eligible.

Ascertaining an individual's entitlements is a complex task because entitlements in many EU states depend on the type of third-country migrant. For instance, a person entering the UK because they are the spouse or civil partner of a UK national is entitled to receive financial assistance towards the costs of training after being resident in the UK for one year. This is in contrast to a person entering the UK in order to be a student who would not be entitled to receive any receive financial assistance towards the costs of training whilst they remained an 'overseas student'. Where entitlements change according to the type of third-country national, it is crucial for an adviser to be aware of an individual's status before they can advise them on their entitlements.

It is beyond the scope of this resource to describe the entitlements for third-country nationals in each EU state. We therefore recommend that you undertake research to ascertain the following entitlements for third-country nationals in your country:

- entitlements to take up paid employment;
- entitlements to claim social security payments; and
- entitlements to receive government fee assistance towards the costs of training.

Advocating on behalf of clients

It can be helpful for the adviser to advocate on behalf of their third-country national clients when they wish to access developmental activities such as training or work experience, which are often limited in availability or subject to application processes even when there are no formal barriers that prevent people participating in them. This advocacy may help the client to overcome:

- limitations due to language needs;
- any lack of confidence they have in approaching providers;
- unfair decisions taken by providers;
- the complexity of application processes; and
- misunderstandings arising from the provider's unfamilarity with the immigration status of the client.

Even when there are no anticipated difficulties, an adviser may choose to closely support a client when approaching providers as a way of keeping up to date with developments.

To advocate effectively, it helps if the adviser has an existing working relationship with the provider and understands the provider's constraints and motivations. Knowing in advance who to contact within the provider organisation, how to contact them and when to contact them, can make a big difference to the success of the advocacy. It is therefore easier to advocate for clients to organisations with which the adviser has regular contact. It may be helpful to always provide close support to a client when approaching a provider that is totally new to the adviser.

Establishing your service's capacity to support a client directly

Resource and /or capacity limitations may prevent your service from providing all the elements of an assessment and validation service. However, it may be possible to offer the service through a combination of your input and that of other organisations to which you refer clients. It is normally the case that the initial work can be done by a public employment service with more technical elements being dealt with by

referral to specialist providers. As an example, Table 4 identifies the elements of the assessment and validation service provided by a Leicester-based advice provider during the IMPACT project:

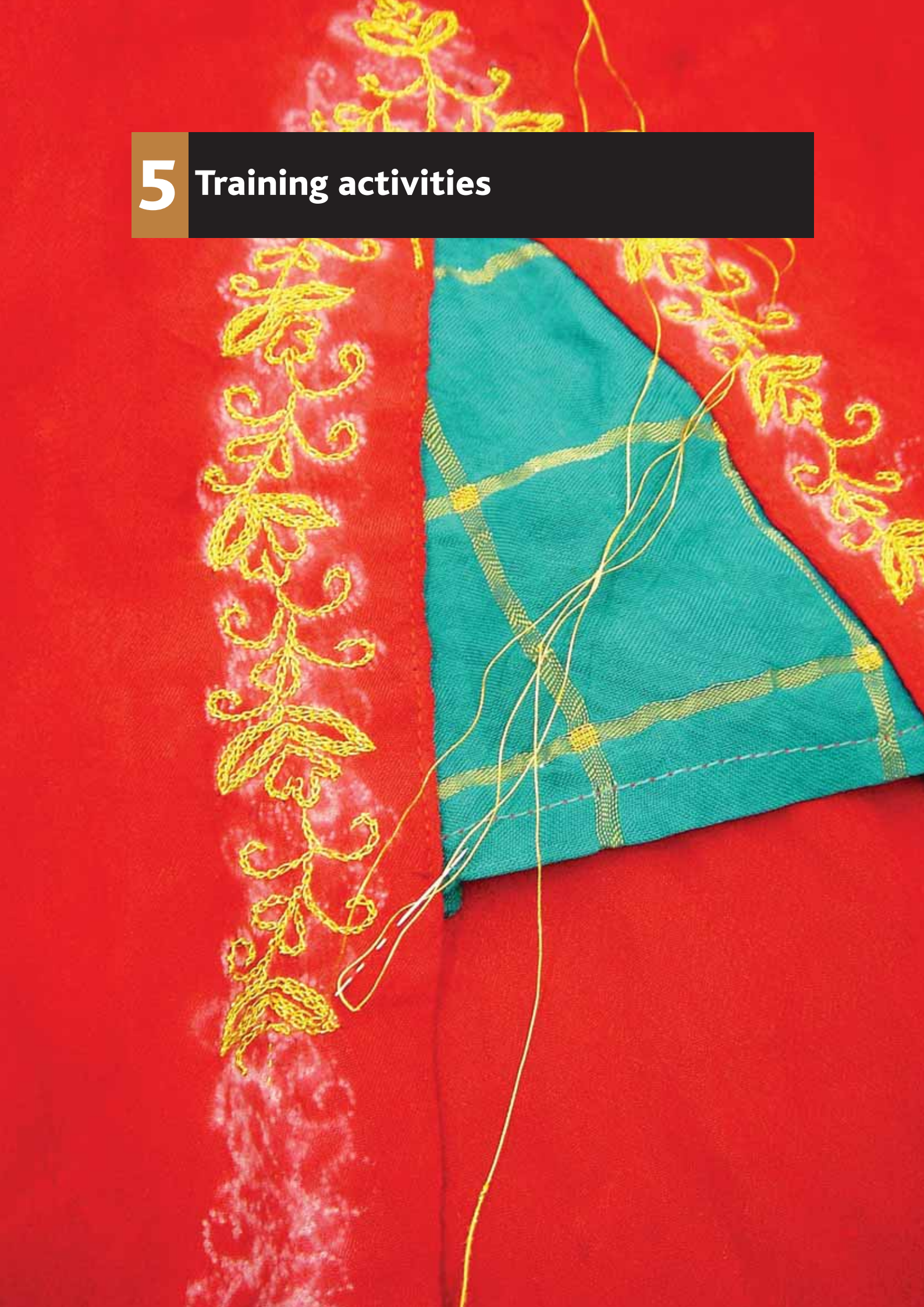
Table 4. Elements of an assessment and validation service.

Element	Provided for in-house?	Provided for through external referral?
Engagement of third-country national clients	Yes, because of strong engagement potential mainly through advice services and language classes.	Not necessary
Skills auditing	Yes, by advisers during one to one appointments.	Not necessary
Qualification comparison	Yes, because it can be coordinated in-house by advisers with liaison through the Internet, post and telephone calls with NARIC or equivalent.	Not necessary
Skills assessment and validation	No, because the advice provider has no capacity to provide this.	Some provision can be provided by organisations and employers with which the advice provider has referral arrangements. These organisations and employers can provide practical tests and work placements to validate skills.
Career action planning	Yes, by advisers using the results of skills auditing, qualification comparison and skills assessment.	Not necessary

The following blank table gives you the opportunity to identify those elements which you can provide yourself and those elements for which you may need to make an external referral.

Element	Provided for in-house?	Provided for through external referral?
Engagement of third-country national clients		
Skills auditing		
Qualification comparison		
Skills assessment and validation		
Career action planning		

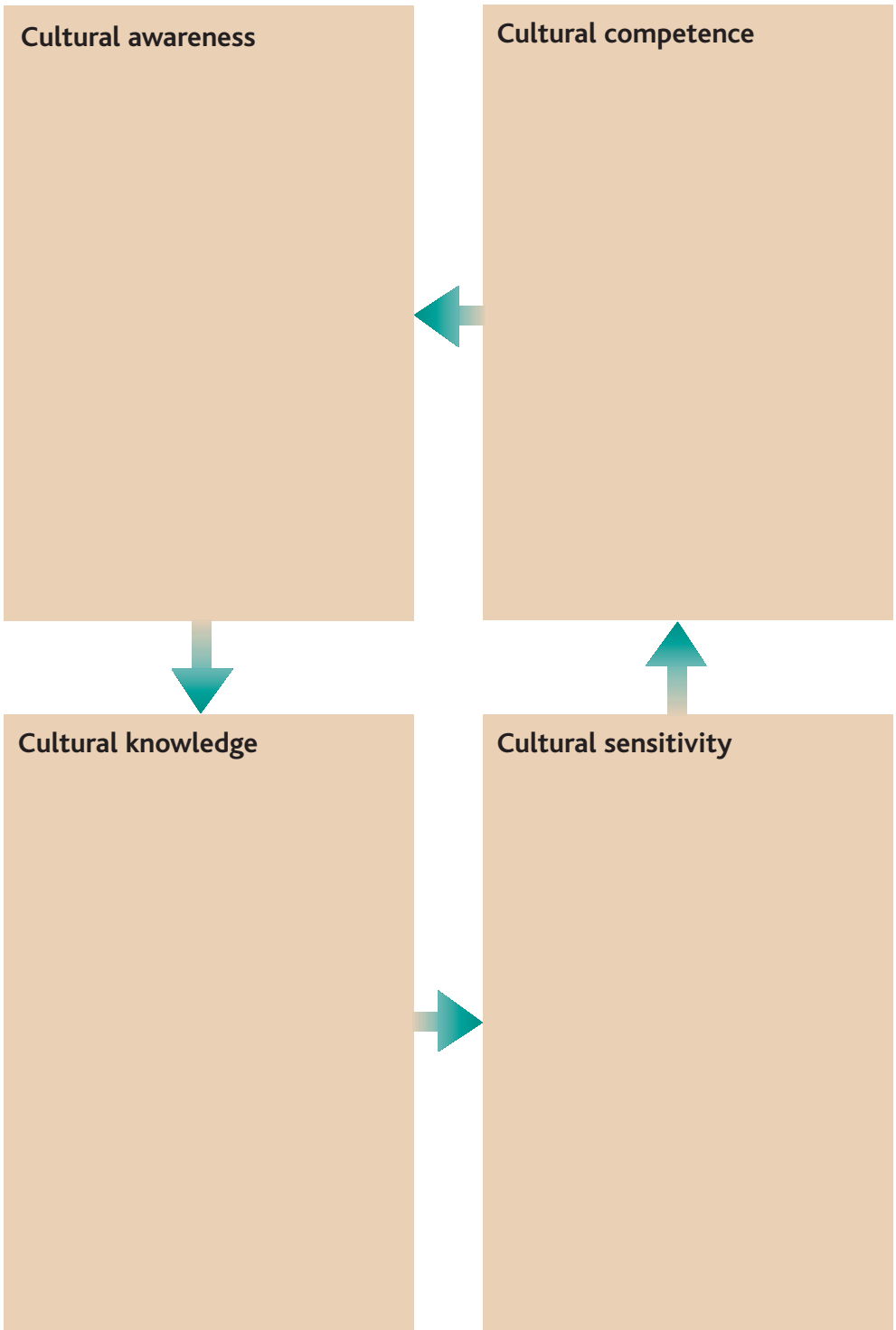
5 Training activities



5 Training activities

Training activity 1

With reference to the Papadopoulos, Tilki and Taylor model, add each of the capabilities listed below to the appropriate box in this diagram:



List of capabilities:

- The structure of education systems in other countries i.e. ages when people start school and qualifications from the education system
- Increase in ability to conduct an assessment of skills and experience
- Self awareness
- Empathy
- The relevance of qualifications in gaining employment in particular occupations in other countries, for instance in comparison to apprenticeship arrangements where skills are gained once employed
- Increase in ability to validate skills and experience
- Stereotyping
- Interpersonal / communication skills
- Increase in ability to draw out information relating to skills and experience
- Trust/respect
- Ethnocentricity
- The qualification and skill requirements for professional status and occupational regulation in other countries
- Acceptance
- Cultural identity
- The impact on social status arising from having particular qualifications and skills

Training activity 2

Read the following extracts from an advice interview and complete the right-hand columns.

What the adviser said	What the client said	What was not understood?
Could you please tell me about any school qualifications you have?	I was at school for 11 years. I started at primary school at age 6 and went to secondary school at age 11.	
Did you get any certificates at school?	What is 'certificate'?	
Qualification?	What is 'qualification'?	
Did you do any exams at school?	Ah yes, exams, yes many exams, all the time.	
You get document after exams? *The adviser shows a piece of paper hoping the client will understand.*	Yes, exams were many pages, very long exams.	
Great. Can you tell me what subjects you got documents for?	Subjects?	
Mathematics, history, English, French?	Ah yes, mathematics, science, religion and Urdu.	
You have certificates in mathematics, history, science and Urdu?	Yes, I did mathematics, science, religion and Urdu.	
When did you get these certificates?	From beginning to when I leave school.	
Have you got papers from school?	I bring next time.	

Training activity 3

Read the content of each box on the right-hand side and select the person from the left-hand side who is most likely to choose to migrate there. Indicate the destination for each of the migrants (as represented by a box on the left-hand side) by drawing an arrow to the EU state (as represented by a box on the right-hand side) to which they are likely to travel.

Lina, an Indian woman who has became the spouse of a British national when he visited his relatives in India last summer.

Mara, an unemployed Russian administrator of German descent who wishes to seek employment to secure a better future for her family.

Ali, an unemployed engineer from Morocco who wishes to use his skills and to develop his career.

Helena, an 18-year-old Albanian woman who wishes to join her sister working as a domestic assistant.

Nada a waitress from Croatia who wishes to find work to pay for her future university studies.

Germany – offers the possibility of citizenship to people with German ancestry.

Austria – one of several EU states that attracts people from the former Yugoslavian states due to its historical links, location and relatively strong economy.

United Kingdom – a large number of people from its ethnic minority communities marry people from their ancestral country of origin.

Italy – offers employment to a large number of foreign domestic workers.

The Netherlands – attracts people from a variety of other countries seeking employment.

Training activity 4

Undertake research to find out:

1. the top three countries of origin from which third-country nationals in your EU state come from;
2. three common reasons why third-country nationals apply to enter your EU state;
3. the circumstances in which third-country nationals are given permission to remain indefinitely in your EU state; and
4. the waiting periods before third-country nationals are able to apply for permission to remain indefinitely in your EU state.

Training activity 5

Read the following case studies and discuss in groups:

Case study: Elena

Elena Penner (35) was born in the city of Stepnogorsk in Kazakhstan. In 2005 she and her son came to Augsburg, Germany. Her husband is still living in Kazakhstan but he wants to come to Germany as well. Her father was born in Germany.

In Kazakhstan, she got a college qualification as a kindergarten teacher and worked for a kindergarten in the city of Stepnogorsk for eight years. Afterwards she taught swimming there.

She moved to Germany because she hoped for a better future for her family and better occupational prospects. She lived with a friend until she found a flat of her own. Elena Penner describes starting a new life in Germany as being very tough: her knowledge of the German language was insufficient and as a single mother she had to take care of everything herself. She attended a six-month German course at the occupational training centre in Augsburg (Berufsbildungszentrum, BBZ) and afterwards a two-month intensive course. The job centre paid for a commercial qualification; however, she was unable to continue for health reasons after two months.

Her job centre consultant did not tell her that there was a chance she could get her qualification as a kindergarten teacher recognised. She found out about this herself on the Internet. She is planning to have her degree recognised soon.

From April 2007 to April 2008 she undertook an employment programme work placement as a teacher and tutor at the Sunday school of the Israelitische Kultusgemeinde Schwaben (Jewish Religious Community Swabia). Afterwards she continued to work voluntarily for the community.

At the moment she is working part-time for a company that takes the inventory for businesses all over Bavaria. Additionally she works as a kitchen help in a café three times a week. She hopes to be able to work as a kindergarten teacher again. Today she is living in a flat with her 10-year-old son.

Case study: Alla Hartmann

Alla Hartmann (54) was born in the region of Tula, 250 km south of Moscow. After finishing her training she worked as a payroll clerk for an insurance company for several years. In 1997, she and her 14-year-old son came to Germany because she hoped that he would find a better future there. She had learned German at school and spoken it in her family as her father and his relatives were of German descent. Several friends and relatives were already living in Germany.

'The beginning was very difficult,' she says. As she achieved a low score in the language test after her arrival, she was not recognised as a German. Alla appealed this decision and the dispute went on for several years. Only after it was taken to court was she finally recognised as a German in 2005. Up to then she only had special permission to remain and had to renew her residence status every month. Moreover, she was asked to take on her Russian name again. The job centre withdrew its promise to pay for further education. 'I was so shocked by all of this,' says the woman, who had never expected to be denied her status as a German. Her brother had come to Germany six years before and had been recognised without any problems.

Alla attended a six-month language course at an education centre and received unemployment benefit. Via a temping agency, she found a job as an assembly-line worker at VW but shortly afterwards the job centre explained that there was no more demand for her and she was referred to the social welfare office.

The social welfare office placed her on a three-month German course. Her language teacher helped her a lot, including with her residence status. She also advised her of a very capable lawyer who helped her to get her German passport. Her training as a payroll clerk has never been recognised. Today Alla has got a part-time job with a cleaning company and has accepted her situation. She feels too old to acquire new qualifications and cannot find the motivation to deal with any more red tape.

Case study: Yalcin Sentürk

Yalcin Sentürk (40) studied electrical engineering at the Sivas Cumhuriyet Üniversitesi in Anatolia. Afterwards he married and as he could not find a job in Turkey he emigrated to Germany in 1990.

In the beginning he hardly spoke any German and thus attended a two-year German course. According to Mr. Sentürk, only a few Turks tried to get their training or degrees recognised in Germany at that time. 'Most of us accepted any job we could get.' Advice centres were scarce; the objective was simply to find everybody a job as soon as possible.

After one year he started to work as a dyer for a textile company; in 1992 he found a job as an electrician at a manufacturer of car wash systems. He worked there for four years, then decided to take some additional training. 'At first nobody believed me,' he says. He enquired at the consulate but was turned down. He talked with the professors at the University of Applied Sciences who had a look at his certificates and said that there was a chance provided his knowledge of German was sufficient. He was required to pass a language test and attended another German course.

At the same time he applied for German citizenship and in 1999 his application was approved. Thus the language test was no longer necessary. The translation of his certificates dragged on for a whole year. He also needed a summary of the content of the lectures he had attended in Anatolia. He had studied there for two years and obtained his intermediate diploma. However, Germany only recognised his vocational college degree but not the intermediate diploma.

He had to study for another two years in order to obtain a degree in electrical engineering. He began to study at the University of Applied Sciences, working full time at the same time. As a result he was not able to take any exams in the first semester and failed several in the second. 'It had been ten years since I had been at university. I was lacking knowledge in mathematics, physics and basics in electrical engineering.' In the practical exercises, however, he did well.

In the end he had to drop out because he was facing difficulties at work. Moreover, he had financial problems as he was now a father of two. He says that it had nevertheless been the right decision to study again. 'It is important to have a goal in life in order to learn the

language and to make progress.' He is still working in the testing department of the car wash company and is content with his situation. He says his employer has been a great support to him. 'He gave me a chance although my German was not good in the beginning.' Mr. Sentürk applied for the job on his own initiative after reading a job ad in the newspaper. The personnel department referred him to the foreman who told him, after an interview, that he could start working the next day. Thus he got a work permit (at that time a work permit was only issued to people who already had a job). Mr. Sentürk believes that today he could also find work as an electrical engineer.

Case study: Saima

Saima lived until she was 22 years old in a rural village in Gujurat. She worked as a nursery assistant at a hospital in the local town. She never expected to marry someone from the UK although she did have a friend who had done so who wrote to her regularly about life in the UK.

She met her husband when he visited his extended family, some of whom lived in her village. After an 8 week engagement they decided to marry and Saima came to the UK shortly afterwards. Saima studied English at school for a year and whilst applying for the visa to join her husband in the UK she received some private tuition in English.

She lives with her husband's parents and her husband's disabled grandmother who she looks after when her mother-in-law goes to work. At the suggestion of her husband's mother, Saima joined a local women's group in Leicester shortly after arriving in the UK. She enjoys this because she likes to get out of the house and to spend time with other women her own age. She particularly likes the table tennis sessions that the group put on every fortnight. The group provides some free English for Speakers of Other Languages (ESOL) classes.

Now that Saima has been in the UK for 6 months, she is keen to find work, hopefully in childcare, and her main motivation to improve her English is to make it easier to get a job. She has recently visited her local advice provider in the hope they could help her find work.

Case study: Playtorn

Playtorn came to the Netherlands in summer 2005 to join his (future) wife. In Zimbabwe he had worked in the tourism industry. He initially worked in tourism in the Netherlands as well; however he is now working in a local factory that produces hygiene products.

On arrival in the Netherlands, Playtorn felt he had to take his destiny into his own hands and found his own way around. From time to time, he felt down because he was not in his home country. He tried not to feel too disappointed at work when he did not immediately get the role he wanted. He noticed that evidence-based proof of capability in the workplace can be given greater credibility than formal qualifications and therefore took advantage of any opportunity that enabled him to demonstrate some or all of his skills. Before long, he was given an opportunity to show his skills, which led to promotion.

Playtorn feels he has now found a helpful work life balance in the Netherlands. Generally he is quite pleased with his current position, both personally and professionally. Through work he can contribute to the family's finances and has enough free time to spend with his family. He really enjoys seeing his children grow up.

The family's plans are divided over two countries: in the near future he would like to show his children the African way of life in Zimbabwe. He would also like to test his entrepreneurial skills. What happens in the long run depends to a large extent also on the political situation in his home country, and what the rest of the family wants, of course.

Playtorn's biggest gripe about the Netherlands is the compulsory integration course, and specifically learning the Dutch language. Playtorn says, 'First the government pays a lot of money for me to learn Dutch. Then when I go out and practise on the street, everybody switches to English automatically!'

Training activity 6

Research the arrangements in your country for each stage of the migrant journey and add descriptions of these arrangements into the column on the right-hand side of the table on page 25.

Training activity 7

In small groups try to write down ways in which a service could engage more third-country nationals. The list of tips on page 33 suggests ways in which third-country nationals could be engaged.

Training activity 8

Look up the system used in your country for comparing qualifications by looking at the webpage at **http://www.enic-naric.net**
and reading the section on 'Policies and procedures for the recognition of foreign qualifications' after clicking on your country's flag.

Training activity 9

Complete the action plan for Kishor, an industrial machinist, choosing activities from the following list:

- job search skills training (takes 4 weeks);
- two months individual job search support;
- start of Level 1 machine skills course;
- completion of Level 1 machine operation skills course (takes 1 year);
- start of 2 months' work experience (needs Level 2 language);
- completion of 2 months' work experience;
- start of beginners' IT course;
- completion of beginners' IT course (takes 10 weeks);
- start of Level 2 language course;
- completion of Level 2 language course (takes 6 months).

Starting skills profile	Adaptation activities	Skills levels required for employment aim
Language skills (currently Level 1)		Level 2
Occupational training (currently pre-Level 1 equivalent)		Completion of a Level 1 machine operators course
IT skills (currently no IT skills)		Completion of a beginners' IT course
UK workplace familiarisation		Two months UK work experience
Jobsearch		Effective jobsearch skills
Timeline		

Training activity 10

Read through the case studies for Doris and Sandeep below and discuss the support they received and how similar support could be provided in your context.

Case study: Doris

Doris (28) entered Italy from Nicaragua to join her Italian husband.

Doris had worked as a housekeeper in Nicaragua but was only able to find temporary work as a housekeeper in Italy. In order to try to find more permanent work she joined a regional programme focusing on the promotion of caretaker qualification and the 'recognition of skills acquired in non-formal ways'. After an initial interview with a Public Employment Centre (PEC) Officer, a skills audit appointment was made for Doris with a technical commission – made up of a PEC officer, an expert of social welfare services and a training needs analyst.

The skills audit and validation process identified that Doris could be awarded 61 credits out of the total of 200 required for achievement of the 'Elements of family assistance' standard training course; Doris enrolled on the course to complete the remaining 139 credits and is hoping to achieve these credits shortly. She is also currently working as domestic care assistant. She suceeded in getting this job in part due to having gained a qualification in Nicaragua which was brought to light through the skill audit process.

She hopes that, following her initial training, she could gain further qualifications which will enable her to specialise and find work outside the family context in educational or health care settings.

Case study: Sandeep

Sandeep entered the UK following his marriage to Alpa, a British national.

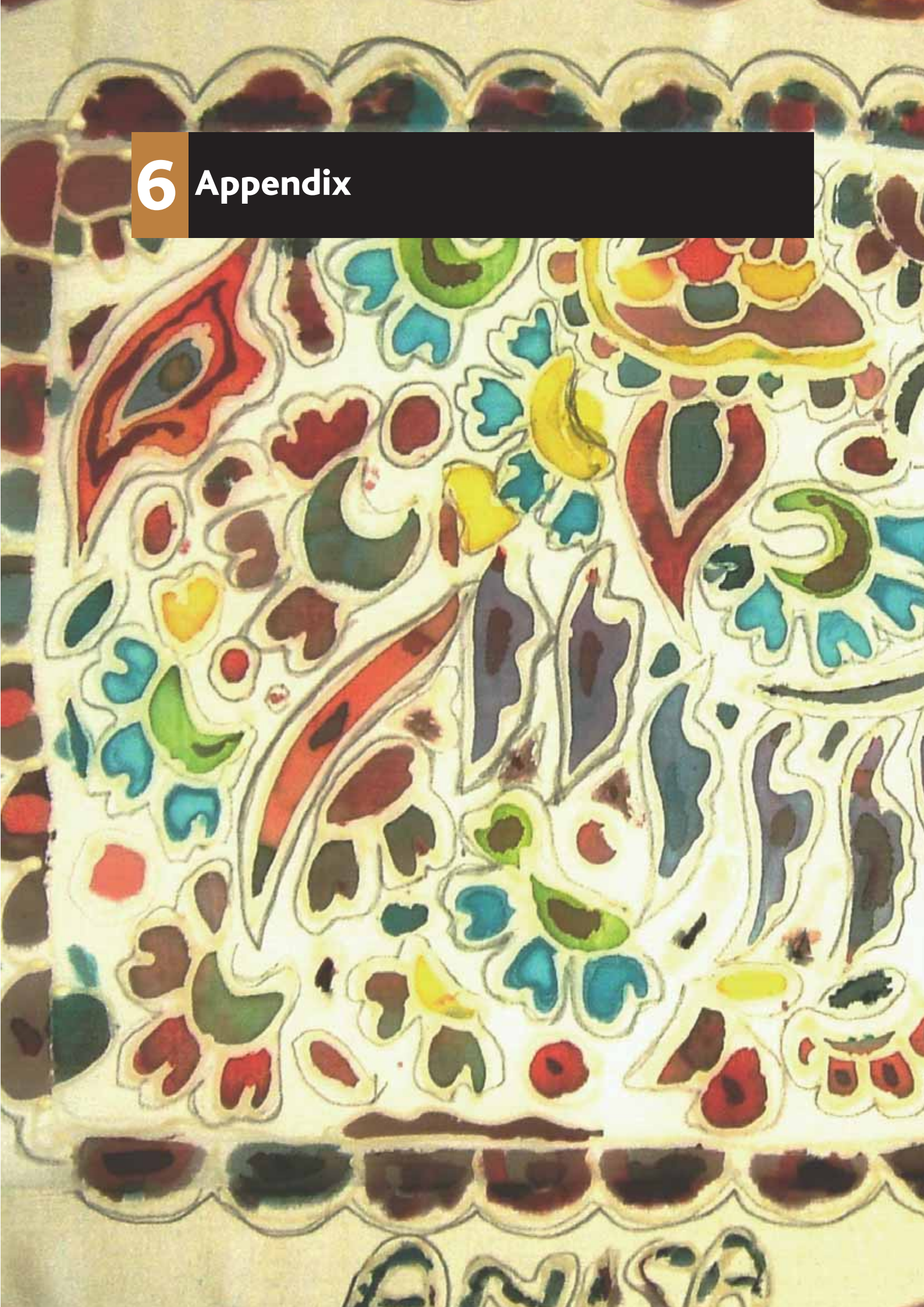
He visited the Leicester City Council Adult Skills and Learning Service (LASALS) after a friend recommended that they might be able to help him. The IMPACT Project Officer described the aim of the IMPACT project and arranged an appointment for him to undertake the skills audit with a personal adviser. The outcome of the skills audit identified that Sandeep had worked as a qualified dentist for two years following his achievement of a Bachelor of Dental Surgery degree and subsequent clinical training.

An English language assessment was arranged on which he achieved Level 2 results for listening, speaking, reading and writing skills. From these results, it was not anticipated that he would have any language needs before returning to work as a dentist in the UK. Together, the adviser and Sandeep created an action plan, which involved:

- registering with the General Dental Council (GDC), the UK dental regulatory body;
- undertaking a qualification comparison for his degree qualification; and
- contacting local dental surgeries in the hope that a work placement could be arranged.

The outcome of the qualification comparison confirmed that his degree was equivalent to a British Bachelor degree.

Whilst Sandeep proceeded with approaching the General Dental Council, the adviser contacted dental surgeries in Leicester by telephone and letter to try to arrange work experience for Sandeep in a local dental surgery. One surgery arranged an interview for Sandeep and subsequently offered him a paid position as a dental surgery assistant. This is enabling Sandeep to gain knowledge of UK dental surgery procedures and systems by observing the work of the dental surgeon whilst he proceeds with his application to register as a dental surgeon with the GDC.



6 Appendix

6 Appendix

1. Advice on using the skills audit questionnaire

1. *When might interpreters be required?*
People with host country language at a basic level or below will generally need interpreter support to describe their skills and experience. People with language skills above basic level may need help in using occupational terminology in the language. This can be problematic as interpreters may not be familiar with some specialist occupational terminology.

2. *How can we reassure the participant that the skills audit is worthwhile?*
It is more helpful to show a participant a copy of a CV, which is one of the finished products of the process, than to try to explain the benefits of a skills audit itself. On seeing how detailed a CV following a skills audit can be, many participants will wish to have a CV of this type.

For participants that come from countries where CVs are not used at all, it helps to go further and show them employment vacancies requiring a CV. Often the majority of vacancies will ask for a CV and this will often convince the participant that a CV will be essential when they wish to apply for work in the future.

3. *How can we reassure the participant during the skills audit?*
A third-country national will have been asked for personal information many times since coming to the UK and may not have always known the reasons for this. The participant may therefore find further questions quite intrusive, especially the number and depth of the questions that have to be asked during a skills audit. Therefore it helps if reassurance can be provided during the skills audit by:

- describing the benefits of the skills audit process for other clients, whilst still maintaining participant confidentiality;
- giving recognition for achievements which are described by the participant during the skills audit;
- showing genuine interest in how other countries occupational structures and societies in general are organised;
- being willing to listen if the participant brings up what might seem irrelevant information;
- not being hung up on verification at this stage; and
- being generous with time.

4.*How can the skills audit be started?*
The information can be recorded in the same order as laid out in the Skills Audit template in Section 4. However, sometimes it is appropriate for a section to be postponed for communication or sensitivity reasons. For instance, if we thought the participant had a very limited education, we might start with the work experience section, then interests and languages, approaching the education section at a later stage when the participant was more comfortable with the process. It helps if the interviewer has a natural curiosity about other people's lives when embarking on a skills audit, as this approach is most likely to bring out the fullest response from a participant.

What might have started as an unrelated conversation initiated by the participant has often led to very relevant experiences being described which were then important enough to be included on a CV.

Generally, we found that the auditor leads the process by asking relevant questions, the participant answers giving the information required by each section of the skills audit. However, occasionally a participant will have made notes or have a CV already which can form the starting point for discussions. Try to ask questions in a manner that does not lead to the participant feeling that they are being interrogated.

Most of the skills audit pro forma column headings make the questions required to gather the information quite obvious. However, the employment description column and additional interests/leisure interests sections may need more probing questions to get the fullest response.

5.*Suggested questions for the employment description section*
You could begin by asking, 'What was involved in this job?' and then follow with 'What else was involved?' or 'Could you give more detail on this part of the work?' To get added dimensions to the work you could ask, 'Who or what departments did you work or liaise closely with?' as this will often bring up other aspects to the job. Other questions that can help give a fuller response are 'Did you need to fill in any records?', 'What part of the job did you like most?' and 'How did you prepare for the next day's work?'.

6.*Suggested questions for the additional information section*
The additional information section can be used to record experiences which do not easily fit into work experience or education. Asking someone if they have anything to record like this will invariable get a negative response so it helps to prompt the participant by asking 'Have you done anything to help people in your community, some charity work perhaps or something you have done to help a friend or someone

in your family?' The responses given to this question have often been very detailed and added much greater insight into the abilities and attributes of the participant.

7. *Suggested questions for the leisure interests section*
This question gives scope for the participant to relax and reflect on what they enjoy doing in life and for this reason it helps for this to be the final question of an interview as it helps end it on a relaxed and positive note. However participants may need some prompting to respond to this. It helps to ask them about sports they like to play or watch. Following this, you could make some suggestions about other things they like to do when not working. If all else fails suggest common interests such as reading, going to the cinema and entertaining friends. Many participants will describe cultural pursuits such as teaching traditional dancing, wine making, singing folk songs and making traditional meals during festivals.

8. *How can the process be made to go more smoothly?*
Helpful techniques during the skills audit process.

- Provide a pen and paper for the participant so they can write down spellings of names, places, people and organisations and work out dates (particularly complex where calendars are different to ours).
- Create a timeline when the participant is particularly unsure about dates, as the date of one activity can often be recalled only in the context of other known activities.
- Ask only for the *year* an activity took place – to ask the participant for the month on which events took place is very challenging and almost always irrelevant.
- Make suggestions as to what the content of a course or occupation might have been, as the participant's second language vocabulary may be limited such that, although they may not be able to come up with the appropriate word, they will often recognise a word suggested by their adviser.
- Provide a framework of qualifications onto which the participant can superimpose or relate their qualifications. If the project worker suggests that in some countries people get a Secondary School Certificate at 16, a High School Diploma at 18 and a University Degree at 21, the participant can often give near equivalents to these, enabling sense to be made of what otherwise might be a jumble of qualifications.
- Explain that a section can be returned to at a later date if the participant is not able to recall all the important facts. This could be due to many different reasons such as memory loss, difficulty in expressing themselves or insecurity.

- Be aware of particularly sensitive topics that may cause distress such as periods in the armed forces, difficult childhood experiences, imprisonment etc. and don't dwell on these.
- Take a reasonable amount of detail and do not get too bogged down on one work or educational experience at the expense of a more comprehensive audit. Generally the amount of detail for a CV entry is a good guide.
- Ask open questions to enable the participant to give further useful information. What might seem a very full timeline of events may be missing a second occupation, which the participant carried out in the evenings or at weekends alongside a main job. Participants will often not recall assisting in a family business even though considerable experience of a trade can be derived from this.

9. *How long does it take to complete a skills audit?*

On average a skills audit will take approximately 2 hours to complete, though they can range from 1 hour to 4 hours. The greatest factor in influencing the time they take is the number of employment and educational activities undertaken by the participant. Someone who haschanged employment many times and returned to education throughout their lives will have a significant amount to record, which could take some time. Some advice providers will find it difficult to provide the amount of support time required to complete a skills audit. When this happens consider splitting the work over more sessions or asking clients if they might be able to undertake some preparative work.

Other factors that can cause the process to take additional time are:

- having to detail very complex skills and experiences;
- significant occupational or general language difficulties – the necessary use of interpreters in working with people with limited language skills naturally causes a very significant slowing down of the process;
- age, as both younger and older participants tend to respond more slowly to questions;
- mental health issues and the medication for these, which can cause difficulty in concentration and drowsiness;
- anxiety, distress and distraction due to difficulties external to the project; and
- trauma that has resulted in memory loss.