

Migrapass- a portfolio and a companion for migrants



Leonardo da Vinci pilot project – Transfer of Innovation

Initiated by Autremonde (leader) and iriv (coordinator)



In France, Austria, Bulgaria, Spain and United Kingdom



Final publication

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European history has seen several migratory flows from abroad (former colonial empires of United Kingdom, France or Spain in Asia, Africa or America) or within Europe itself (Bulgaria's history is closely linked to the Austrian Imperial and Royal Monarchy). Some European countries used to be countries of emigration (Spain or Bulgaria) but have also become countries of immigration, even though the trend has changed again with the recent economic crisis (Spain or Bulgaria).

Since the Treaty of Amsterdam in 1997 migration has integrated the “first pillar” of the European public policies. In its preamble, the European Act on Immigration and Asylum¹ recalls the fact that Europe receives more immigrants than North America and states that the continent needs immigration for economic and demographic reasons. In the Europass, migratory competences are not taken directly into account. There is also no formal system for assessing skills & competences for migrants in any European country. Moreover, the main focus has been on linguistic skills and there is no appropriate tool for identifying, assessing or valuing the competences which migrants may have acquired and as a result no advantage can be taken from their unique experience.

A Leonardo Da Vinci pilot project “Migrapass- a portfolio and a companion for migrants”² was initiated by two French organisations, Autremonde and the Institute for Research and Information on Volunteering (iriv) in order to identify and value the formal, non formal and informal learning acquired by migrants. The Migrapass project is based upon a former project, Assessing voluntary experiences – AVE³ which was designed to identify, assess and value the competences of volunteers. The portfolio proposed in this previous project has been the basis for the transfer of innovation towards new public - migrants and mentors – and a new field of activity, migration. The consortium gathered for the Migrapass project consists of research institutes or associations working in the field of migration: in Austria, Oikodrom; in Bulgaria, the Cermes (New Bulgarian University); in Spain, Ciameda (University of Burgos); in the United Kingdom, the Cronem (University of Roehampton).

The main objectives of the Migrapass project are to support migrants and mentors to acquire and make use of their knowledge, skills and competences in order to facilitate their self-confidence and their professional opportunities. By proposing migrants a professional accompaniment, thanks to the tool and method proposed by the Migrapass project - a portfolio and a companion - migrants should be able to increase their professional mobility and human capital by identifying the competences they have acquired. Most of the time, they are not even aware of the professional skills which they have developed thanks to their many and varied experiences.

We intend to show that the Migrapass answers a real demand expressed in the different countries by both migrants and professionals working with them. We will first present the general context of migration in Europe and in the different countries (Austria, Bulgaria, France Spain and UK). We will then explain the different strategies necessary to enhance integration of migrants (the three step approach): struggling against discrimination which migrants may be faced with in the labour market; empowering migrants by making them aware of their unique background; focusing on the competences acquired by migrants (the lifelong learning approach). Finally, we will demonstrate the innovative approach enhanced by the Migrapass project, offering a concrete tool (a portfolio) and a method (a mentoring

¹ adopted in 2008, under the French presidency at the European Council for Justice and Home Affairs

² Autremonde & iriv & alii, Leonardo da Vinci Project (2010-2012), www.migrapass.eu

³ Irv & alii, Leonardo da Vinci project (2003-2006), www.eEuropeassociations.net

system) in order to value the very specific skills and competences which migrants have acquired or developed.

I. Migration – a key issue in Europe

Migration has become a European competence but it is also still a national issue.

1. From a national to a European competence (Treaty of Amsterdam, 1997)⁴

With the coming into force of the Treaty of Amsterdam, European Community competence was firmly established in the areas of immigration and asylum. From being a matter for inter-governmental co-ordination under the ‘third pillar’ arrangements, responsibility for developing policy was moved to the ‘first pillar’ with a programme of action adopted by the Council in order to establish progressively an area of freedom, security and justice (Articles 61-63).

In October 1999, the elements of a common EU asylum and immigration policy were agreed by the European Council in the Tampere Conclusions which, together with the Action Plan approved by the Council in Vienna in 1998, formed the basis of a work programme for the Commission and the Member States.

The European Council stressed the need for rapid decisions on « *the conditions for admission and residence of third country nationals based on a shared assessment of the economic and demographic developments within the Union as well as the situation in the countries of origin* » but didn’t give any indication on the implementation of such a policy.

There are strongly divergent views among the Member States about the admission and integration of third country nationals. This concerns not only the conditions for the admission and residence of third country nationals for employment and other reasons, but also standards and procedures for the issue of long-term visas and residence permits, the definition of a set of uniform rights for third country nationals and the criteria and conditions under which third country nationals might be allowed to settle and work in any Member State together with the Charter of Fundamental Rights.

The underlying principle of EU immigration policy has been that persons admitted should enjoy broadly the same rights and responsibilities as EU nationals but that these may be incremental and related to the length of stay provided for in their entry conditions. The measures under article 13 of the Treaty of Amsterdam to counteract racism and xenophobia have been vigorously pursued and action to integrate migrants into our societies has been seen as the essential corollary of the admission policy. At the same time the fight against illegal immigration has been intensified with priority given to combating trafficking and smuggling. Finally, the policy has been developed and implemented in partnership with countries of origin and transit.

The importance of fair treatment for third country nationals means that migrants should benefit from comparable living and working conditions to those of nationals. Failure to provide the resources necessary to ensure the successful integration of these migrants and

⁴ Commission of the European Communities, Communication on a Community Immigration Policy, COM(2000) 757 final, Brussels, 22.11.2000

their families will in the longer term exacerbate social problems which may lead to exclusion and related problems such as delinquency and criminality.

While many legally resident migrants have integrated successfully and make an important contribution to the economic and social development of their host countries, social exclusion affects migrants disproportionately and they are often the victims of racism and xenophobia. A legal framework has been proposed by the Commission to fight discrimination and xenophobia. However, it is also essential to create a welcoming society and to recognise that integration is a two-way process involving adaptation on the part of both the immigrant and of the host society.

2. National issues in the 5 countries of the Migrapass

2.1 Overview on the Immigration background

In the 5 countries partners of the Migrapass, the immigration backgrounds are quite different. Austria, France and UK share a long tradition of immigration while Bulgaria and Spain were former emigration countries that have become to some extent immigration countries. (**Table 1**).

Immigration policy is closely linked to the needs expressed on the labour market. The conditions and legal agreement to come and stay for migrants were fairly open till the beginning of the 1970s when the economic crisis led to closing the doors to migrants in many countries (such as Austria and France). However, the migrant workers had already settled and had started gathering their families from their native countries; as a consequence the naturalisation process and conditions to obtain the nationality in many countries became key issues from the 1980s. In Austria and Spain most of the annual growth of the population comes from immigrants, due to their low birth rate.

In **Austria**⁵, mass migrations of people from the crown lands of the Imperial and Royal (k. u. k.) Monarchy, in particular to the capital Vienna, started during the second half of the 19th century. Austrian immigration can be characterized on the one hand by a history of so-called 'guest worker migration' and on the other hand, by the immigration of refugees - mostly from former Eastern European countries. The so-called 'guest-worker' immigration was promoted by contract labour programmes from the 1960s and organised by state agencies. The first contract labour programme was established in 1962 and implemented with Spain, followed by a labour programme with Turkey in 1964 and with the former Yugoslavia in 1966. By the end of the 1960s, the percentage of foreign workers had noticeably increased; a first peak was reached in 1973 with 226 thousands foreign nationals working in Austria. As Austrians increasingly found employment in the service sector, the remaining jobs in the production sector were occupied by unskilled immigrant workers⁶ and less qualified workers than in Germany due to lower rates of income. This was still the case after the abolition of the 'guest-worker' scheme in 1973⁷. The first slump in the Austrian economy led to a drastic reduction in foreign labour between the mid-1970s and the early 1980s. Austria has experienced a long period of prosperous economic development, strongly supported by the 'Austro- Keynesian' policy. The structural problems of Austrian labour market became obvious in the 1980s. While Austrians increasingly found employment in the service sector, the remaining work

⁵ Data collected by Christina Pusswald, Auxilium, Graz (Austria) , 2009 in the framework of the TIPS project.

⁶ Böse/ Haberfellner/ Koldas 2005

⁷ Parnreiter 1994

places in the production sector were occupied by unskilled immigrant workers. The short period of economic progress in the early 1990s was mainly induced by immigrant employment. This was followed by predatory competition in the secondary sector and finally by increased unemployment among immigrant workers in the 1990s.

Table 1 – immigration background

	Austria	France	Bulgaria	Spain	UK
tradition in migration and immigration	since the Imperial and Royal Monarchy (19 th century)	since the colonial Empire (19 th century)	Immigration is a relevantly new phenomenon, emigration still prevails (entrance in EU in 2007)	Country of emigration until the 1990s. Changing pattern towards receiving immigrants after 1990s. With crisis: reemerging emigration pattern	since early industrialisation, or the European religious wars
impact of migration on population growth	↑	↔	↔	↑ (1)	↔ (2)
last meaningful legislation in the field of migration	Foreigners' Rights Bill of July 2005.	Law n° 2007-1631 of the 20th of November 2007	National Strategy on Migration, Asylum and Integration (2011-2020), Amendments in the Law on foreigners (2011)	Latest 'Reglamento' in November 2011	PBS (points based system) for non-EU migrants

(1) Rapid increase in one decade from less than 750 thousand transnational migrants in 1990 to more than 6 million in 2011 - M. Ibanez, Burgos, 2012

(2) Between mid-1991 and mid-2010 natural change and net migration (inflows minus outflows) have contributed equally to UK population growth – each resulting in an additional 2.4 million people; M. Garapich, London, 2012

The basic idea of the guest-worker system was the rotation principle; immigrants were supposed to stay for a short period of time to cover the specific demand for labour. However, the system never worked as expected: migrants wanted to stay longer because their income had not met their expectations and employers refused to recruit new inexperienced workers. As the predominantly male immigrants decided to stay longer, the immigration of their family members started in the beginning of the 1970s. This phase of immigration profoundly changed the structure of the foreign population. Austria became one of the major immigration countries in Europe even though this status has never become part of Austria's official self-understanding⁸. The political discourse held on to notions of 'Zuwanderung', thereby emphasising the transitory state of immigration, as opposed to 'Einwanderung', which implies settlement. Integration was considered as the unifying policy objective related to immigrants,

⁸ Fassmann, H, Münz, R 1995

which served to distract from the fact of immigration⁹. Following from this perspective, the need for an active immigration policy was not perceived in Austria until the mid-1990s¹⁰. After the original so-called ‘Gastarbeiter’ new migratory workers have come to Austria since the end of the 1980s from Middle and Eastern Europe and from other parts of the world. Thus, for example, nurses have been brought into Austrian hospitals from the Philippines and other Asian countries.¹¹ Austria's greatest demographic concern in the 1970s and early 1980s was a shrinking population caused by lower birth rates. To offset the low birth rate, Austria needs a projected net annual growth of approximately 25 thousand people per year in order to maintain population at a stable level; most of this growth, however, came from immigrants¹².

In the study *Schritt für Schritt*¹³ the research question was: are people with migration backgrounds ready and willing to take part in societal life and actions concerning sustainability issues? The answer was a great readiness to get involved in such endeavours. People who wait for an answer concerning asylum described their position as ‘We are mad from waiting’ (*Wir haben die Nase voll vom Warten*). They, as well as migrants who had not managed to get involved in the labour market, therefore have time - they took part in community action like ‘cleaning the wood’ in their village; they got involved in activities that the schools were offering (healthy breakfast, free lessons on table tennis for school children, etc). In Migrapass, participants told us that they help organising festivals at the village schools and helped neighbours in need – Turkish but also Austrian dwellers...

Bulgaria¹⁴ is still a predominantly emigration country; the outflows outnumber the inflows. Immigration is a relatively new phenomenon related to the democratic opening of the country and the transition to market economy.

During the communist regime, immigration was severely restricted and manifested itself in four forms. The main group was composed of students from the so-called Third world, who were granted scholarships to study at Bulgarian universities. A very small group was formed by the political refugees – mostly people with leftist convictions from Greece and Turkey. In opposition to the student migration from the Near East and Africa, the Vietnamese one was a labour one, predominantly in construction. It combined economic and political aspects: the Bulgarian communist government responded to the call of its Vietnamese ‘brother’ to provide employment to some of the surplus labour it had. An interesting migration phenomenon was the group from Russia and other countries of the former Soviet Union. Their integration has been largely facilitated by the good political relations between Bulgaria and USSR. This migration was mainly family migration – spouses of Bulgarian partners, but also very well integrated into the labor market.

If economic immigration was an exception during the communist period, during the post-communist period, the situation was completely reversed and became the rule. We will outline the structure and dynamics of labor immigration in two ways: mapping the major sending regions and countries; and outlining the professional and employment profile of immigrants.

⁹ Gächter 2001

¹⁰ Böse/Herfellner/Koldas, 2005

¹¹ http://www.demokratiezentrum.org/en/cms/knowledge/stations_a-z/austria_-_land_of_immigration.html

¹² <http://countrystudies.us/austria/64.htm/20-04-2009>.

¹³ Data added by Heidi Dumreicher, Oikodrom, Vienna, October 2012.

¹⁴ Data collected by Vanya Ivanova, Cermes, New Bulgarian University, Sofia, October 2012

The map of the regions sending immigrants to Bulgaria has six poles. The largest group with the longest tradition is immigration from Russia, Ukraine and other countries from the post-Soviet area. The most recent but growing group is comprised of EU citizens who, according to the European legal norms incorporated into Bulgarian legislation, are not considered foreigners and exercise the right of free circulation of labor. Immigration from the Near and Middle East is part of a tradition nearly half a century old: Syrians, Lebanese, Palestinians, Iraqis, Afghans etc.. African immigration is similar to the Arab group in relation to its half-century presence in this country; however numbers here are much lower; it is symbolically perceived as different because of the lack of any historical contact between Bulgaria and the African countries. It must be noted that immigrants from the Maghreb countries are very few and are part of the Arab community. Chinese immigration is one of the most recent; it practically started from zero after the opening of the country in the early 1990s. In recent years new sending poles such as the United Kingdom emerged. A considerable part of Britons are representatives of the so-called retirement migration and are attracted by the affordable prices of real estate, mostly in the rural areas.

In Bulgaria the framework of migration legislation is set by the Constitution¹⁵. Article 26, p. 2 states: “Foreigners residing in the Republic of Bulgaria shall be vested with all rights and obligations proceeding from this Constitution, except those rights and duties for which Bulgarian citizenship is required by this Constitution or by another law”. Beside the Constitution, the main normative act related specifically to migration is the Law for the foreigners in the Republic of Bulgaria. The first Strategy for Immigration and Integration (2008-2015) was adopted in 2008. Three years later, at the beginning of 2011, a new strategy was adopted “National Strategy on Migration, Asylum and Integration” (2011-2020). An important step in the institutionalization of the migration policy was the National council for migration policy, set up in 2011. Its main task is to coordinate all governmental bodies with responsibilities on managing migration.

France¹⁶, like Austria, has been a land of migration and immigration with its colonial Empire (in the XIXth Century). The Institute for National Statistics and Economic Studies (INSEE) has proposed the following definition for a “foreigner”: “*anyone living in France without the French nationality*”¹⁷. In 1992, the High Council for Integration (HCI)¹⁸ proposed the following definition for immigrant: ‘*someone born in a foreign country living at the moment in France*’. It refers to the notion of ‘flux’ as opposed to the idea of ‘stock’; two main criteria are taken into account, the place of birth and the nationality of birth. INSEE adds that any immigrant is not necessarily a stranger, and vice versa.

There are three main ways to acquire the French nationality: birth and residence in France; declarations (marriage, adoption...); public decision (decree, naturalisation and reintegration). Immigration policies are linked to the conditions of arrivals and stays in France. They concern the control of migration flux and struggle against irregular (underground) immigration. Integration policies are focussed on the rights for migrants: housing, employment, education, access to social services. Immigrants may come and work on the French territory in a permanent way or for seasonal or temporary reasons with the requirement of obtaining a work agreement.

¹⁵ Approved after the democratic changes in 1991

¹⁶ Data collected by Benedicte Halba, iriv, Paris, october 2012

¹⁷ As underlined by the Direction for Population and Migrations, “people acquiring the French nationality during their lifetime are called *French through acquisition* as opposed to *French by birth*.”

¹⁸ Directly linked to the Prime Minister

Since the ordinance of the 2nd of November 1945¹⁹, conditions about living and working in France have been modified several times. In the meantime the National Office National for Immigration (ONI) was created - a public body dedicated to the recruitment of the workforce necessary for French economic development. It became, in 1988, the Office for International Migration (OMI) with its competences extended to the employment of French abroad. The law on social cohesion of January 2005 created the National Agency for the Welcome of Foreigners and Migrations (ANAEM) which became in 2009 the OFII (Office français d'immigration et d'intégration). It is now the public contact for legal immigration. 866 professionals (mainly civil servants) work at the OFII in Paris and in more than 50 territorial delegations.

Since 2006 the 'Contract for welcome and integration' (CAI) has been established by the Anaem (later OFII) but the format of the sessions is too short to be really useful for migrants. Although called a "contract", it may rather be considered as a 'unilateral administrative act' since foreigners don't have any other choice than to follow the different training sessions offered by OFII if they want their situation in France to become legal.²⁰ The needs expressed on the labour market have long been the main criteria in the area of immigration policy. Several laws have reformed the right to nationality or authorisation to stay. They have introduced as a prime condition for being eligible to the French nationality knowledge of citizen rights and duties²¹ together with relevant knowledge of French language. The period for becoming French after a marriage has been delayed (4 years). In the asylum field, the French Office for the Protection of Refugees and Stateless People (OFPRA) has become the only contact since a law of December 2003. A commission for the legal demand of the refugees (CCR) was created. Support for people returning to the country of origin has been proposed by the Committee for the control of immigration (Cici) for the people who have been denied refugee status and who stay irregularly in France.

The law on social cohesion in January 2005 improved better coordination at the local level²². The law of July 2006 underlined the concept of 'chosen immigration' and tried to struggle against illegal immigration and to promote equality of treatment. Since 2005 but mainly 2006, the *Ceseda*²³ is the main reference of rights for foreigners - it is better known as the Code for foreigners. A law of November 2007 concerning the control of immigration, integration and asylum has mainly focussed on controlling family immigration. Any foreigner has the right to make his/her family come together with his/her children (under 18 years), on the condition that he/she has regularly lived in France for at least a year and that all the necessary conditions to welcome them are fulfilled (housing, financial resources). A circular of October 2012 softened the criteria to be taken into account for becoming French, especially the professional integration and the length of time spent in France. It specifies the assessment of the knowledge of history, culture and French society. As far as professional integration is concerned, the nature of the work contract (even a short term contract) should no longer be an obstacle as long as work allows stable and sufficient resources. Moreover, even time spent in an irregular status shouldn't be considered as a criterion for refusing naturalisation.

¹⁹ stronger than an ordinary law ; with a legal force just under the Constitution

²⁰ Jean-François Merle, president of the Assfam, Conference "L'expérience migratoire, un atout pour l'insertion professionnelle", Autremonde & iriv, Paris, septembre 2012.

²¹ The ceremony of French citizenship

²² for the policy of integration with the Regional Programme of Integration of Migrants Population (Pipri).

²³ Code de l'entrée et du séjour des étrangers et du droit d'asile

Spain²⁴ has been traditionally an emigration country. This pattern changed dramatically in the last decade of the 20th century when Spain became a preferred destination for transnational migrants. In one decade the number of transnational migrants has multiplied by 10. One characteristic of the Spanish pattern is the high number of irregular migrants, that is, those migrants who do not have legal permission to both live and/or work in Spain. There are two main registers in Spain that record the number of those who are regularized (Data provided by the Ministerio de Trabajo y Seguridad Social²⁵) and those who are registered at the Municipality (what is known as *padrón Municipal de habitantes*²⁶). Although the number of foreigners registered at the *Padrón* is usually larger than the number of regularized foreigners, the difference between both registrars does not automatically point out the number of foreigners in an irregular situation (i.e. many EU citizens living and working in Spain do not register at the *Padrón* unless they have children in school-age). Nonetheless, it is a good indicator of the foreigners living in Spain in an ‘irregular’ administrative situation. There is yet another register that offers data related to workers (Spanish and foreigners) currently employed and/or who are unemployed and are registered at the National Employment Office (known as *Inem*).

These two decades (from the 1990s to 2011) show a continuous and steady increase in the numbers of transnational migrants living in Spain, especially among those who are registered at the *Padrón*. In contrast, among those who are regularized, the data shows how much regularization constitutes a political process that is closely related to the amendments of the LO4/2000, to the extraordinary regularization processes (such as in 2005), and to international politics (the entrance of Bulgaria and Romania in the EU in 2007 parallels a significant increase in the number of citizens from these two nation-states, especially Romania).

We can distinguish two major tendencies regarding the geographical settlement of transnational migrants in the context of the kingdom of Spain: (i) the tendency followed in Catalonia, Madrid, Andalusia and Valencia where two thirds of foreigners are living; and the tendency followed in other regions to have very low percentages of immigrant populations (around 5% in the Canary Islands, Castilla La Mancha and Balearic Islands and less than 1% in Ceuta and Melilla – paradoxically)²⁷. In general, we can say that there is a preference for the regions in the Mediterranean area that have a more diversified labour market than other Spanish regions (e.g. intensive agriculture), although reliance on seasonal activities is the main characteristic of the jobs available to migrants (e.g. services linked to tourism). Construction jobs for men and domestic care for women (especially care for elders) constitute, nonetheless, the main occupations for transnational migrants.

²⁴ Data collected by Monica Ibanez, Ciueda, University of Burgos, October 2012

²⁵ Until the early years of the new century, migration issues were integrated in the Ministerio del Interior and nowadays they are integrated in the Ministerio de Trabajo y Asuntos Sociales. This change in the approach towards migratory issues is related with a change in the approach of transnational migrations: from a focus on police border control to a focus on integration (although most economic and human resources are still allocated to control of the migratory flows rather than to promote the sociolaboral integration of those migrants who live and work in the country).

²⁶ Municipal registrar or *Padrón*: a unique registrar at the municipal level independent of ‘official’ registers that includes anyone (Spanish citizens and foreigners) who is living in a determined municipality. Through inscription in this register people get access to: health services, education and, for Spanish citizens it automatically inscribes them in the voters’ register (migrants, whether from the EU or third countries) have to apply specifically to be inscribed as voters (e.g. municipal elections).

²⁷ Among those registered at the *Padrón*, 21% reside in Catalonia, 19% in Madrid, 12% in Andalusia and 16% in Valencia. Regarding regularized migrants, the proportion does not change much: in Catalonia 22%, in Madrid 17% and in Valencia and Andalusia 13% each).

As regards the precedence of transnational migrants, foreign citizens from the EU have constituted the largest group until year 2007 when those from Latin America began to grow at a fast rate especially Ecuadorians, Colombians and Bolivians. This was related to the new difficulties encountered in migrating to other traditional destinations, such as the US (more control after September 11) and Argentina (corralito)

In the **United Kingdom**²⁸, although a country with strong immigration tradition dating from the influx of French Huguenots in the 17th century through the 19th century influxes of Irish, Eastern European Jews and people from former colonies in the 1950s and 1960s, the United Kingdom until the 1990s was also noted for being a net emigration country – more British citizens were leaving UK than newcomers settling in. The increase and diversification of migration sources began in the 1990s when data shows a big increase in numbers of migrants and refugees – triggered by new opportunities for mobility due to the collapse of the Iron Curtain but also to war in former Yugoslavia, numerous conflicts in Africa and continuous flows of people from ex-colonies, mainly the Indian sub-continent or the Caribbean. The rapid changing of population has been most noted in the South East of England and the London area where almost half of UK migrants live and where more than a third of population has been born abroad.

Migration policy in UK is quite distinct from issues related to social cohesion, or as in Britain they are called ‘race relations’. It largely follows shifts in the labour market and fluctuation of specific skills demands. The largest recent migration flows in the aftermath of EU expansion were partially triggered by a then-booming economy in the service, food industry and construction sectors, mainly at the lower pay end (IPPR 2008). The economic crisis and international geopolitics have strongly contributed to the tightening of migration regimes across the spectrum. In response to increased concern over the impact of intra-EU flows the Labour government introduced a Points Based System affecting non-EU migrants, mainly low skilled. Since 1990s the government has been increasingly restricting access through family reunification, education and bilateral agreements.

As for social cohesion and ‘race relations’ the main policy framework is governed by a series of anti-discrimination laws. Laws passed in 1965, 1968, and 1976 sought to combat discrimination and the Race Relations Act of 1976 prohibits discrimination on the grounds of colour, race, nationality, or ethnic origin. Indirect as well as direct discrimination is prohibited in the provision of goods, services, facilities, employment, accommodation, and advertisements. The Commission for Racial Equality was set up under the 1976 act to investigate complaints of discrimination. The Race Relations Amendment Act 2000 streamlined other sets of legislation related to discrimination. The Human Rights Act 1998 incorporates the European Convention on Human Rights with all its areas related to immigration, integration and anti-discrimination measures. Overall, the multicultural policy that has developed since in the UK follows a decentralized pattern where the core of activities and funding power is delegated to the local government.

In the last decade, especially in the SE and London, the increase in migrant numbers and resulting transnational connections has prompted scholars to refer to London as a ‘super-diverse’ city (Vertovec 2006) that presents the policy makers with quite distinct challenges and outcomes from previous patterns of diversity. The previous policy measures such as integration and multiculturalism are increasingly under strain from political debates triggered

²⁸ Data collected by Michal Garrapich, University of Roehampton, London, October 2012

by urban unrest (riots in Oldham and Bradford in 2001), acts of terrorism (London 2005) or controversial issues such as forced marriage. Since early 2000, the British government has introduced measures that aim at ensuring a command of English by candidates for naturalization and passing a special ‘citizens test’.

2.2 Migrants’ population

The following table gives a general overview of migrant population in the different countries (table 2).

Table 2 – Migrant population

	Austria	France	Bulgaria	Spain	UK
area	83 858 km ²	551 500 km ²	111 km ²	505 992 km ²	242 900 km ²
population	8.2 million	63.960 (2) million	7.3 million	47 million (51% women and 49% men) ²⁹	62 million
migrants population (immigrants)	826,000 (1)	5,300,000 immigrants 4,500,000 foreigners (3)	36,723	5.751.487 (48% women and 52% men)	Foreign born – 7 million Foreign citizens – 4.5 million
% of migrants in the total population	10%	8% for immigrants 7 % for foreigners (4)	0,5 %	8,2%	Foreign born - 12%. Foreign citizens – 8%
main countries of origins of the migrants	152,000 from Serbia and Montenegro 113,700 from Germany 108,800 from Turkey	713,000 from Algeria 654,000 from Morocco 581,000 from Portugal	Russia, Middle East, EU China, Macedonia, Turkey	865,707 from Romania; 773.995 from Morocco; 391,194 from UK ; 360,710 from Ecuador; 273,176 from Colombia	India, Poland, Pakistan, Bangladesh, Ireland
main region of settlement of migrants	Vienna Carinthia Burgenland Eastern province	Ile de France Corse Provence– Alpes- Côte d’Azur			South East England; London area

(1) National Institute for Statistics, Vienna, 2007

(2) For the year 2008 ; INSEE, Paris , 2012 ;

(3) 6,700,000 people if we consider direct descendants of immigrants born in France , INSEE, Paris, 2012

(4) 11% of the total population if we consider direct descendants of immigrants born in France, INSEE, Paris, 2012

The third Annual report on Migration and Integration published³⁰, gives the new framework for the European policy in the field of Migration and Integration. Immigration is still the main

²⁹ Data for this section: December 2011. National Statistical Institute.

³⁰ Commission of the European Union, *Third Annual Report on Migration and Integration*, Brussels, 11.9.2007, COM (2007) 512 final.

element in the European Union demographic growth and positive net migration is recorded in most Member States. Net migration, ranging between 0.5 and 1 million per year for most of the 1990s, has increased to levels ranging between 1.5 and 2 million since 2002. The typology of entry differs widely between Member States. While family reunification is important in some countries, like Austria, France or Sweden, other Member States, like Ireland, Spain, Portugal and UK, had a high percentage of work-related immigration.

People may migrate in order to improve their economic situation, to escape civil strife, persecution, and environmental disasters. Traditionally, the reasons encouraging an individual to migrate have been categorized as push or pull factors; globalization has introduced a third set called 'network' factors, which include the free flow of information, improved global communication and faster and lower cost of transportation. While network factors are not a direct cause of migration they do facilitate it. Civil conflict and oppression create different patterns of migration in the form of refugees and asylum seekers.

Historically, in **Austria**³¹, the main minority groups are Croatians (census 1991: 29,596, estimate: 30 thousands – 40 thousands), Slovenes (census 1991: 20,191, estimate 40 thousands – 50 thousands) and Hungarians (census 1991: 19,638, estimate: 25 thousands). Croatians have been living in Burgenland, the very Eastern province of Austria bordering Hungary since the 16th century. Slovenes were the group that originally populated the predecessor of the province of Carinthia in the South of Austria (in the 7th century) and have populated the area since then. Finally, Hungarians are also based in Burgenland. Croatian and Slovene minorities were given sovereignty yet also stipulations about their rights as minority groups in the Austrian Treaty of 1955³². According to estimates of the Centre of Ethnic Minorities, there are approximately 10 thousands Roma living in Austria while the Platform for Minorities in Austria estimated their number to be around 40 thousands. The settling of Czechs and Slovaks in Austria has been traced back to the 13th century. Today, their estimated numbers are 15 thousand Czechs and 5 thousand Slovaks respectively. For four major groups of Eastern refugees Austria represented a transitional stop-over on their way from one of the Eastern European Countries to one of the Western Countries (mostly to the United States) and to Israel. The numbers are as follows: Hungarians (180,000 in 1956), Czechoslovaks (160,000 in 1968), Poles (140,000 in 1981/82) and Jews from the former Soviet Union (about 250,000 between 1973 and 1989).

In Austrian official statistics, immigrants are not identified by their ethnic origin, but by their citizenship. Hence, after their naturalization there is no indication of their origin and they disappear in the statistics. The population without Austrian citizenship was estimated to be about 250 thousand in 1999 on annual average out of a total of 8 million. The share of naturalized immigrants is estimated to be about 5% of the total population. The statistical figures have to be 'handled with care' since they tend to under-represent immigrants due to the neglect of this group. To get a better overview about foreign population in Austria as well as the foreign population by nationality, a few charts should demonstrate these facts. There were about 826,000 citizens of foreign countries living in Austria at the beginning of 2007. The largest part of the foreign population, 304,000 persons (36.8%) comes from the new states formed from the former Yugoslavia (excluding Slovenia, which has since become a member of the EU). Almost half of them come from Serbia and Montenegro, and at least a quarter from Bosnia and Herzegovina. A fifth of them are Croatians and the remainder comes from Macedonia. 113,700 persons and thus the second largest group of foreigners are

³¹ Data collected by Christina Pusswald, Auxilium, Graz (Austria), 2009 in the framework of the TIPS project.

³² Böse/Herfellner/Koldas, 2005

Germans. With a total of 108,800, Turkish nationals form the third largest group of people with foreign citizenship³³.

In **Bulgaria**³⁴ the migration balance is negative: -1,397 in 2007, -876 in 2008, -15,729 in 2009, -24,190 in 2010 (Kalchev, V., 2012)

The number of immigrants in Bulgaria is relatively small: 36,723, according to the Census of the Population in Bulgaria from 2011. The International Organization for Migration (IOM) detects more immigrants and estimates that they comprise 1.4% of the population, i.e. 111,000 (IOM 2010). The methodologies used for these calculations are not known, which makes it difficult to compare the present data, but this clearly indicates that the range of immigration is one of the lowest in the EU.

In 2008, 23,934 individuals were granted the status of permanent and long-term residents. Among these the largest number are Turkish citizens 4,853, followed by 4,647 Macedonians; 2,217 Russians; 1,505 English and 974 Ukrainian citizens.

The dynamics of the migration picture in Bulgaria can be seen by tracing the total number of foreigners who were granted the status of permanent and long-term residents in the past years: 17,564 in 2000, 21,569 in 2001, 17,978 in 2002, 16,635 in 2003, 16,545 in 2004, 19,427 in 2005, 21,249 in 2006, 26,702 in 2007, 23,934 in 2008 (Ministry of Interior. Source: Staykova (2010: 89). The trend shows that after Bulgaria joined NATO in 2004, migration flows to the country started to increase. In 2007 when Bulgaria joined the EU, migration reached its peak: 26,702 foreigners were granted the right to long-term or permanent residence. The decrease of flows in 2008 could be explained by the slowing down of migration processes throughout Europe as a result of the economic crisis.

Immigration in Bulgaria is predominantly an urban phenomenon. With the notable exception of British citizens most of whom prefer to live in villages, immigrants prefer the big cities: 35% live in Sofia, 9% in Plovdiv, 8% in Varna, and 5% - in Burgas (National Strategy of the Republic of Bulgaria on Migration and Integration (2008-2015).

The applications for Bulgarian citizenship have increased steadily over the years: 7,184 applications in 2004, 12,870 in 2005, 14,468 in 2006, 23,200 in 2007, 29,493 in 2008 (National strategy of the Republic of Bulgaria on Migration and Integration (2008-2015). The migrants who have been granted Bulgarian citizenship come from: Macedonia (17,549, the data are for the period 2002 – 2008), Moldova (13,077), Russia (2,065), Ukraine (1,628), Serbia (1,528), etc.

In France³⁵, according to the national Institute for Statistics (INSEE, 2012), in 2008, the number of immigrants were 5.3 million (4.3 million in 1999), this represents a proportion of 8% of the French population (7.4% in 1999). The foreigners, people living in France without the French nationality, were 3,670,000, i.e. a proportion of 7% (6.6% in 1999). The proportion of immigrants and foreigners in the French population hasn't much changed since 1975, with the end of the open policy towards migrants in France. Till the beginning of the 1970s, three quarters of the immigrants came from Europe. Between 1960 and 1970, those arriving from the Maghreb, Sub-Saharan Africa and South East Asia have become more

³³ Statistik Austria, 2007

³⁴ Data collected by Vanya Ivanova, Cermes, New Bulgarian University, October 2012

³⁵ Data collected by Bénédicte Halba, iriv, Paris, October 2012

numerous. Between 1962 and 1999 the proportion of immigrants coming from Europe decreased from 78.7% to 44.9%.³⁶; the proportion from Africa increased from 14.9% to 39.3% ; from Asia from 2.4% to 12.8%.

In 2008, 13% of the immigrants came from Algeria, 13% from Morocco, 11% from Portugal, 6% from Italy and 5% from Spain. The most numerous immigrants then come from Turkey and Tunisia (4%). Countries from other African countries were 13%. Between 1999 and 2004, the population of immigrants from Africa has drastically grown; the proportion of immigrants from Europe has been decreasing for the past 40 years but the general trend has changed recently with the new members countries in the European Union in 2004 and 2007, mostly from Eastern Europe. Between 1995 and 2005, more than 1 300, 000 immigrants have become French; this means an average of 130,000 'new' French citizens per year. 56.1% of this number concern immigrants from Africa in 2000, mainly from the Maghreb (Morocco, Algeria and Tunisia). The third country for the number of new French citizens is Turkey. Asia is ahead Europe with 16.9% versus 11.6%. The European principle of free circulation for European citizens has had a negative impact on the number of naturalisations: it is no more an asset to change your nationality when you are still an European as you benefit by all the European social and economic rights.

In 2010 59% of immigrants born outside the EU were working or seeking a job (compared to 57% for nationals and 51% for immigrants from the EU). This means that immigrants mainly belong to the 25 to 64 years age class. Women are still less active than men with a strong discrepancy between immigrants belonging to third countries (gap of 20 points between women and men) and immigrants from the UE (gap of 10). The gap is even bigger for women who are mothers of children aged less than 6 years (gap of 35). The higher the level of diploma, the higher the rate of activity. In general, whatever the age, family situation or level of education, female immigrants from third countries are less active than French women.

The activity rate of immigrants differs according to the country of origin. The highest rates can be found among immigrants coming from Portugal (80%) and Sub-Sahara (79%). Their rate of activity is even higher than the nationals' one (78%). On the contrary, immigrants coming from the Maghreb (66%), Spain (66%) and Italy (61%) or Turkey (58%) are among the less active immigrants. As far as immigrants from the Maghreb or Turkey are concerned, the difference is mainly explained by the low level of activity among women. As far as Italy or Spain is concerned, age is the main factor: Italian and Spanish immigrants are mainly over 50 years of age.

In 2010 the unemployment rate of active immigrants was 16% compared to 9% for nationals. Unemployment mainly concerns immigrants coming from third countries (20%) compare to 8% for immigrants coming from the UE. Whatever the country of origin, female immigrants are more unemployed: 22% for female immigrants coming from third countries compared to 18% for men. The higher the level of qualification, the better the opportunity for employment. Youngsters (15-24 years old) are more affected by unemployment: 35% of young immigrants are unemployed compared with 22% for young nationals.

In Spain³⁷, as mentioned previously, migratory flows to Spain are very closely related to national and international policies and to sociocultural constructions about the Other. Thus, we see that the extraordinary regularization processes have not affected all immigrants in the

³⁶ Insee, Recensements de la population, 1962-1999.

³⁷ Data collected by Monica Ibanez, University of Burgos, October 2012.

same way; the regularization process of 2005, for instance, affected mainly Latin American citizens, whereas it had little or no effect on foreigners coming from other areas, such as the Magreb. As regards to the sex of migrants, we see that except among Latin Americans (both registered and regulars) men are more numerous than women, especially among citizens from Africa (Magreb and Sub-Sahara).

As regards to the labour market, and taking into account that Migrapass is a project that focuses on improving access to the labour market, segmentation by sex, high relevance of the informal economy centred in seasonal activities are the main characteristics. The relevance of informal economy is revealed by the low proportion of residents who are actively working in the formal economic sector: 50% in the years of economic growth and 30% during the crisis (and this, despite the fact that according to the National Statistics Institute 90% of transnational migrants are ‘active population’ – between 18-65 years of age).

Even though the relevance of the informal sector is difficult to quantify (precisely it is informal because there are no records), we can infer that if only 50% work in the formal economy the remaining 50% must work in the informal sectors (moreover given that these migrants do not count with the ‘social capital’ provided by family and friends); also, it is important to bear in mind that in a time of crisis these jobs in the informal sector are more precarious and, therefore, people who perform these jobs experiment the negative effects of the crisis more deeply than those who work in the formal sector³⁸.

Besides construction, the structure of the local economy is centred in seasonal activities such as tourism and agriculture that demand high numbers of low skill jobs in specific Spanish regions (Andalusia and the Mediterranean) that are being supplied by transnational migrants. This structure, in turn, favours the concentration of migrants in these areas and, at the same time, it contributes to increment the negative outcomes of the crisis since the data show that the most vulnerable workers are those who only have access to low skill jobs. Finally, the lack of recognition of the migrants’ previous professional experiences and accreditations reduces very much their possibilities to work in other economic sectors and in higher qualified positions. Indeed, the great majority of foreign workers occupy positions where no qualification is needed and as we see clearly in the graph, as we move towards jobs that required more qualifications the number of foreign workers decreases significantly.

The data provided by the NSI also shows what some authors have denominated a ‘complementarity’ between the kinds of jobs performed by the local Spanish population and by transnational immigrants in the sense that each of these groups work in different economic sectors and in different positions; thus, we find that only 7% of foreigners compared with 13% of Spanish work in the industrial sector while only 7% Spanish compared with 16% foreigners work in agriculture. In other sectors the differences, although important, are not so significant (construction: 8% Spanish, 10% foreigners; Services: 72% Spanish and 67% foreigners).

Finally, we cannot disregard the effects of having two different legal structures for EU citizens and for so-called third country nationals in so far as citizens coming from non-EU

³⁸ Also, it is important to take into account that there is a kind of perverse loop in the sense that non-EU migrants (euphemistically called third country nationals) cannot regularize their administrative situation and renew their papers unless they have a job (or unless one is married to someone who can demonstrate enough economic resources) and, conversely, they cannot have a job unless they are regularized.

member states have to face many difficulties and, as a consequence, may suffer from stress and anxiety much more often than other immigrants coming from the EU.

In the UK³⁹, the volume of the foreign-born population in the UK increased from 3.8 million in 1993 to more than 7.0 million in 2011. During the same period the number of foreign citizens increased from 2 million to 4.5 million. The highest growth in the foreign-born population came between 2005 and 2006 with an increase of 15% – a dynamic attributed to the flows of migrants from new EU Accession States taking advantage of the freedom of movement within the enlarged EU (IPPR 2008, Drinkwater et al. 2009).

The share of foreign-born people in the UK's total population increased by over 50% between 1993 and 2011, from 7 to nearly 12.3%. The share of migrants in the population varies significantly across regions - the number of foreign-born people relative to total population is greatest in Inner London (42%) and Outer London (32%), data shows that over 300 languages are spoken in London. The region with the third highest proportion of migrants was the West Midlands Metropolitan County where 17% of the population was foreign-born. India (10%), Poland (8.5%), Ireland and Pakistan (5.5%) are the top four countries of birth for the foreign-born followed by Germany and Bangladesh. Poland is the top country of citizenship of foreign citizens, accounting for about 15.2% of the total. India is the country of birth for 10% of all foreign-born persons living in London. Other Asian countries such as Bangladesh (4.1%), Sri Lanka (3.0%) and Pakistan (2.9%) are also in the top-ten countries of birth of migrants in London. Poland, Ireland and Germany are the only three European countries in the top ten (Migration Observatory 2012).

Driven by the labour shortages and supply, the increased migrations had a huge impact on the structure of the labour force (Aldin et al. 2010; Migration Observatory 2012). In the period between 1993 and 2011 the share of foreign-born persons in total employment doubled from 7.2 % to 14.4%. The increase of foreign citizens is even more dramatic, almost threefold – 3.5% in 1993 to 9.2% in 2011. The share of migrants in total employment increased significantly in recent years although it declined slightly since 2008, possibly due to the global economic recession. The increase in numbers of foreign-born workers in the UK labour market has been uneven across market sectors. Although foreign-born workers are represented in all sectors of the market, lower-skilled occupations and sectors has witnessed fastest growth. In 2002, there was only one low-skilled occupation (food preparation trades) in the list of top ten occupations with the highest shares of foreign-born workers. At the moment, there are five low-skilled occupations on this list (i.e. elementary process plant, food preparation trade, elementary cleaning, process operatives and elementary goods storage).

39.4% of workers in elementary process plant occupations, 30.1% of health professionals (e.g. medical practitioners and dental practitioners) and 28.8% of workers in food preparation trades were foreign-born. The increase in the share of migrant labour has been greatest among process operatives (e.g. food, drink and tobacco process operatives, plastics process operatives, chemical and related process operatives) up from 8.5% in 2002 to 28.2% in 2011. In 2011 the industry with the highest share of foreign-born workers in its workforce (34.9%) was food manufacturing. Research shows that due to the structure of the secondary labour market immigrants in the UK are likely to work in occupations below their skills levels and are essentially wasting their potential and professional opportunities (Wills et al., Rogaly 2009, McGregor 2007, Salt 2010). The de-skilling process has been noted across the spectrum

³⁹ data collected by Michal Garapich, University of Roehampton, London, October 2012

of migrants, both from the EU (Drinkwater et al. 2009) as well as non-EU (McGregor 2007). Although as research notes migrants in general have a small but positive impact on British economy (Dustmann et al. 2010) part of this may be attributed to the pool of skilled migrants who work in low paid jobs with limited opportunities for social mobility.

II. From struggling against discrimination to empowering and involving migrants in the labour market – the ‘three step’ approach

A first step seems to be necessary in the integration process: proposing a framework struggling against discriminations. A second step might be to empower migrants. A third step is to take into account the very unique skills & competences they may have developed.

1 - a first step: struggling against discrimination⁴⁰

Integration of third-country nationals is a process of mutual accommodation by both the host societies and the immigrants and an essential factor in realising the full benefits of immigration. The link between legal migration policies and integration strategies needs to be continually reinforced. Consolidating the legal framework on the conditions for entry and stay of third-country nationals is essential for the development of a coherent EU approach to integration. Legislative instruments are already in place concerning family reunification, long-term residents and qualification of third-country nationals or stateless persons as persons in need of international protection. They recognise rights such as, depending on the legislative instrument, access to employment and to education/training and equality of treatment.

EU legislation on anti-discrimination supports this legal framework. In the Policy Plan on Legal Migration, the Commission has announced proposals for a general framework directive defining the basic rights of immigrant workers in the EU and for a directive concerning the conditions of entry and residence of highly skilled immigrants. Beneficiaries of international protection also require tailored integration measures due to their particular situation.

The Charter of Fundamental Rights should provide a reference for the development of the concept of civic citizenship in a particular Member State (comprising a common set of core rights and obligations) for third country nationals. Successful integration policies need to start as soon as possible after admission and rely heavily on partnership between the migrants and the host society. In order to promote integration, settlement packages has been developed for all new migrants tailored to their individual needs (including language training, information on political and social structures, accessing services etc with special attention to the needs of migrant women and children). It is recognised, however, that integration is a long-term process and special attention needs to be paid to second generation migrants.

Different instruments have been proposed so far by the European Union to support Member States' integration policies; some of them are specific others are more transversal. The European Social Fund (ESF) and the Community initiative EQUAL have offered a pool of innovative good practices to prevent and fight labour market discrimination of immigrants. Increasing immigrants' participation in employment and thereby strengthening their social integration is a specific priority of the new ESF (2007-2013). Moreover, the new PROGRESS programme (2007-2013), will also support the implementation of the anti-discrimination and gender equality principles.

⁴⁰ Commission of the European Union, Third Annual Report on Migration and Integration, Brussels, 11.9.2007, COM(2007) 512 final &

Regional policy instruments also address issues of migration and integration, especially in urban areas. The URBAN II Community initiative had a strong focus on social inclusion in disadvantaged urban areas, the URBACT II programme (2007-2013) for the exchange of experience on urban development issues takes into account specific diversity.

2 - a second step: empowering migrants⁴¹

The European Union is a pluralistic society enriched by a variety of cultural and social traditions, which will in the future become even more diverse. It means a respect for cultural and social differences (Diversity principle) but also for the fundamental shared principles and values such as respect for human rights and human dignity, appreciation of the value of pluralism and the recognition that membership of society is based on a series of rights but brings with it a number of responsibilities for all of its members be they nationals or migrants (Active Citizenship principle).

While integration is primarily the role of Member States, governments share this responsibility with civil society, notably at the local level where integration measures has been implemented. The key to success is the establishment of micro-level actions based on partnerships between all the many actors who need to be involved: regional and local authorities, political leaders (especially those of the larger towns where many migrants settle), providers of education, healthcare, social welfare, the police, the media, the social partners, non-governmental organisations and migrants themselves and their associations

Under the Community Action Programme to Combat Social Exclusion (2002-2006), the European Commission financed transnational exchange actions including migrants. The Mem-Vol project⁴² initiated by Inbas Sozialforschung (Germany) in 2003 gathered 6 countries : Austria, Denmark, France, Germany, the Netherlands, United Kingdom. It was a first approach to study whether volunteering might be a means of integration - societal, cultural and on the labour market - and of empowerment and development of the civil society. Therefore promoting and facilitating volunteering and self-help of migrants and ethnic minorities was considered as an important objective to combat social exclusion and poverty.

Since 2003, the Commission has been co-financing trans-national integration projects that promote cooperation between Member States, regional/local authorities and other stakeholders under the INTI Programme. In this framework, a European project called Involve has been initiated by the European Centre for Volunteering (ECV, Brussels) in 7 countries: Austria, France, Germany, Hungary, Spain, the Netherlands and the United Kingdom. It was meant to stress the positive impact of involvement of their country nationals in volunteering as a means of better integration⁴³. This pioneer project led to a French development - the Tremplin Migrants project, supported by the Regional Council for the Ile de France with European funds⁴⁴.

In the framework programme Solidarity and Management of Migration Flows 2007-2013, the European Fund for the Integration of Third-Country Nationals aims to create a new form of

41 Halba (B), 2011 : Valuing volunteering : a major issue for the European Year of Volunteering , Final Conference , Network VALUE , University of Liverpool

42INBAS Sozialforschung, Mem-Vol Project (2003) - www.mem-volunteering.net.

43 European Volunteer Centre, « Involve », Final report, Brussels, 2006 ; <http://www.involve-europe.eu>

44 Autremonde & iriv – Tremplin Migrante(s) 2011 with the support of the Conseil regional d'Ile de France-programme 'L'Europe s'engage' - <http://iriv-migrations.blogspot.fr/>

solidarity to promote Member States' efforts in enabling immigrants to fulfil conditions of residence and to facilitate their integration. The European Refugee Fund, under the same programme, supports tailored integration measures for people falling within its scope including refugees and beneficiaries of subsidiary protection whose stay in the EU is of a lasting and stable nature.

3 - a third step: from equal opportunities for all & diversity to skills & competence- the lifelong learning perspective⁴⁵

Closely linked to immigration and integration policies, the European policy is meant to enhance diversity and promote equal opportunities for all. They have been key issues in the past five years on the occasion of European Years, meant to highlight major issues.

The 2007 European Year of Equal Opportunities for All⁴⁶ opened the way to a bolder strategy to fight against discrimination in the European Union. It aimed to: make people more aware of their rights to enjoy equal treatment and a life free of discrimination – irrespective of sex, racial or ethnic origin, religion or belief, disability, age and sexual orientation; promote equal opportunities for all and launch a major debate on the benefits of diversity both for European societies and individuals. Migrants are key targets in this context.

The European Year of Intercultural Dialogue (EYID) 2008⁴⁷ recognised that Europe's great cultural diversity represents a unique advantage. It is encouraging all those living in Europe to explore the benefits of Europe's cultural heritage and opportunities to learn from different cultural traditions. The enlargement of the European Union, deregulation of employment laws and globalisation have increased the multicultural character of many countries, adding to the number of languages, religions, ethnic and cultural backgrounds found on the continent. Intercultural dialogue has an increasingly important role to play in fostering European identity and citizenship.

As migration is one of the main issues' policies Member States have to face, a common approach to questions that migration flows arise is necessary in order to assure cohesion, economic and social development. Each member state and the European Union as a whole has to develop skills and professional competences related to migrants' needs focusing on issues as acceptance, both behavioural, historical and cultural, social integration, diversity management.

The Copenhagen process, in the lifelong learning perspective, is meant to value informal and non-formal learning. The acquisition of competences is a key point of the Lifelong Learning process enhanced by the European Parliament and of the Council, stating in a common recommendation that

{...} key competences in the shape of knowledge, skills and attitudes appropriate to each context are fundamental for each individual in a knowledge-based society. They

45 Halba B. (2008), 'Lifelong learning: a key issue for migrants and professionals working with them in "Immigration and integration: European experiences', edited by Anna Krasteva, Manfred Wörner Foundation, Sofia, 2008.

⁴⁶ http://ec.europa.eu/employment_social/eyeq/index.cfm

⁴⁷ The European Year of Intercultural Dialogue (2008) was established by [Decision N° 1983/2006/EC](#) of the European Parliament and of the Council. (18 December 2006) on the statement that Europe is becoming more culturally diverse. ; http://www.interculturaldialogue2008.eu/406.0.html?&redirect_url=my-startpage-eyid.html

provide added value for the labour market, social cohesion and active citizenship by offering flexibility and adaptability, satisfaction and motivation {...}.⁴⁸

Because they should be acquired by everyone, the recommendation proposes a reference tool for the Member States to ensure that these key competences are fully integrated into their strategies and infrastructures, as the acquisition of key competences

{...} fits in with the principles of equality and access for all. This reference framework also applies in particular to disadvantaged groups whose educational potential requires support. Examples of such groups include people with low basic skills, early school leavers, the long-term unemployed, people with disabilities or migrants, etc. {...}.

The LLL programme addresses both professionals working with migrants and their public (migrants). One of the main conditions for projects to be successful is to prove its impact on the target groups but also their ability to involve the stakeholders (on all levels). A fair and efficient governance of migration and integration policy implies a multilevel approach: if the general framework is given both on European and national scales, local stakeholders have to implement it. This is why intercultural mediation approach is so challenging as far as it brings with it the notion of negotiation and equal treatment of concerned parties.

In the past five years, two European projects supported under the Leonardo da Vinci programme focused on professional integration. The first one is a training course proposed to cultural mediators: TIPS for intercultural dialogue – T-learning to improve professional skills for intercultural dialogue. The second one is a portfolio and companion for migrants to value the special skills and competences developed thanks to their migration experience. The first project is addressing professionals working with migrants, the mediators. The second project is focused on their public, migrants. Integration is a two way process.

The TIPS project⁴⁹ was an experimental project and its initiative to propose a common training course in Europe for cultural mediators is welcome. Nevertheless, during the experimentation in the different countries (Austria, France, Greece, Italy and Poland) some limits and reservations were made.

The linguistic issue was underestimated. Despite a phrase book proposed in different migrant languages, the modules in English proposed to the cultural mediators have been a major barrier for many of them following the course. Even though they are working in a multicultural context, they are using the language of the host country and English is not necessarily a common language. Moreover, many cultural mediators are social workers trained in this specific field and English may not be a main topic, at least in the educational education proposed in France. A second major barrier is the use of the different ICT supports. If the cellular phone was a good idea as this is a common device used both by migrants and cultural mediators, the functionalities required to have an access to the m-learning platforms are only available through expensive smart phones. This is the same for the learning objects available on the TV-learning platforms. They also require the use of an expensive modem.

⁴⁸ European Parliament and European Council - *Recommendation published in the Official Journal L 394 of 30.12.2006*

⁴⁹ TIPS Project (2007-2009) - Leonardo da Vinci project led by the Università degli Studi Guglielmo Marconi (USGM) in Italy (Forcom and Gruppo Pragma), Austria (Auxilium), France (iriv), Greece (HOU) and Poland (Tischner University).

Cultural mediators and even training organisations working with them couldn't afford such expensive equipments.

The best way remains to address directly migrants by offering them a concrete tool and method to be able to value their experience and the competences linked to it.

III. From expatriation to the labour market – the Migrapass example

A more vivid approach is to propose appropriate tools & methods to migrants themselves to enhance their integration considering that they are the main actors of the integration process. A European team is currently working on improving the recognition of migrant workers' skills and competences in the framework of a new Leonardo da Vinci project. Led and coordinated by two French organisations, Autremonde and iriv, it ran between October 2010 and September 2012 and involved five European countries: Austria (Oikodrom), Bulgaria (Cermes), France (Autremonde & iriv), United Kingdom (University of Roehampton) and Spain (University of Burgos).

1. a portfolio

A portfolio is 'an organised collection of materials that presents and verifies skills and knowledge acquired through experience. It is of particular relevance to validating non formal and informal learning because it allows the individual candidate to contribute actively to the collection of evidence and also offers a mix of approaches strengthening the overall validity of the process'.⁵⁰

A portfolio might include documents such as 'resumés, performance appraisals, references from current and past employers, supervisors and colleagues, and photographs of completed work certified by a referee.' This human resources tool fulfils five main functions: an active memory, a tool for identifying and understanding competences, a collective and conservative tool, a self-evaluation, a personal data basis, a valuing of informal competences⁵¹.

As far as the portfolio proposed by the Migrapass is concerned, the following process has to be followed by migrants:

- a) detailing the most challenging situations migrants may have experienced in their life including a holistic approach: professional, social, migratory and personal experiences; focusing on their status/function, their fields of responsibility; the main elements of the tasks fulfilled, the ways and means to overcome difficulties (in their migratory route, for instance);
- b) making the link between their various experiences and the competences they have developed thanks to their rich background: twelve main competences are offered⁵²;
- c) as a result, proposing an action plan: entry into the labour market focusing on the goal to achieve when considering one special competence, the action to take, the time dedicated to achieve the goal and the expected result (personal schedule).

Cedefop, *Lignes directrices européennes pour la validation des acquis non formels et informels*, Office des publications de l'Union européenne, Luxembourg, 2009

⁵¹ Lietard (Bernard), professeur au CNAM, Paris, 2005.

⁵² Making things, managing and organising oneself; developing a Project; working in a team; communicating; developing networks; collecting and using efficiently information; overcoming a difficult situation; adapting to different cultural environment; transferring one's experience; integrating a new community; defending rights.

At any step of the process, migrants have to give very concrete examples and evidence of work done. A portfolio is not a declarative process: each experience or identified competence has to be proved by a tangible result. A portfolio is a dynamic process: it has to be updated by migrants each time they might have to identify and justify a competence.

2. a better recognition of a migration background

The main result of the Migrapass project is a tool and a method to identify and value the formal/informal learning of local councillors to integrate them in their professional careers. The impact of the Migrapass project is to be seen in two perspectives:

- 1 – in the short term: proposing a tool and method in order to identify and value the competences acquired and developed by migrants through their unique background; two main target groups are concerned, migrants themselves and mentors, i.e professionals (paid staff or volunteers) working with migrants;
- 2 – in the long term: training professionals working directly with migrants or indirectly through associations to use the portfolio, to enrich it taking into account the different profiles (social and professional) and backgrounds (different status and countries of origins); professionals in local authorities or civil servants in charge of migration and integration are directly concerned.

Migrants and professionals working with them are more and more demanding professional support to be able to: identify or develop particular skills/capacities (relational ease, capacity of management), express them in competences (according to the professional environment of the local authority in which they are exercising their mandate), value them on the labour market. The language used and spoken on the national labour markets is also a key issue of the portfolio.

The Migrapass project proposes both a unique tool and support for migrants and professionals working in the migration field in order to help them when considering their professional career or in a possible professional redeployment with new perspectives.

Our project should enhance their professional support in many ways:

1. by its innovative approach: an original portfolio designed for the needs of migrants by taking into account different profiles (low qualified people, youngsters and women without any professional experience; qualified people whose diploma or qualifications are not recognized in the national labour markets);
2. by its European dimension: the backgrounds of five countries with different traditions in the field of migration were taken into account: France, Austria, Bulgaria, Spain and United Kingdom;
3. by its pedagogy: proposing a holistic approach combining formal, non-formal and informal learning with a focus on social experiences (formal or informal volunteering) and personal experience (family background);
4. by its scientific approach: the experimentations implemented in the 6 countries of the consortium have helped other migrants or professionals working with them to accompany them on the labour market, have a better understanding and so a recognition of their very particular experience.

A website, www.migrapass.eu, together with a blog, <http://migrapass.blogspot.fr/>, was updated during the process in order to meet the expectations of migrants and mentors: the professional accompaniment and the preparation of their professional redeployment. Two films proposed by the French partner (Autremonde) and the Austrian partner (Oikodrom) give vivid testimonies of migrants coming from various countries with different demands (employment, training, VPL...).

3. The positive impact of the Migrapass among its public : migrants and mentors

Thanks to the experimentation implemented in the five countries, the Migrapass portfolio & method could be tested. The feedback from participants (migrants and mentors) has been positive, mainly because they were all voluntary participants and ready to test a new tool and method which could enhance their access to labour market.

3.1 Feedback on the portfolio

Thanks to the experimentation implemented in the five countries, we could collect a lot of feedback from the different partners of the Migrapass project. Two kinds of feedback were given:

- the portfolio as ‘a self-awareness and self-empowering tool’;
- an ‘immediate practical application of the portfolio process’ in improving ones’ CV, providing strong help in preparing for an interview or a way to extend their job search into new types of employment.

Migrants liked the idea of using a tool to value their experience and competences. They also saw the use they could make of such a tool in their research for a job. Moreover, most of the partners of the consortium provided a document at the end of the experimentation. It was presented as an official paper signed and stamped by the organisation detailing the profile of the coaches, the content of the mentoring/training (identifying experiences, expressing them in terms of competences, enhancing a professional profile); the numbers of hours spent. This document was used by some of the participants to enrich their portfolio (in the category ‘social experience’) but also their résumé (in the category ‘training’). It was also used in a very pragmatic way, for instance, as evidence of being active in finding employment⁵³. Other partners organized a very official ceremony⁵⁴.

The process of the portfolio has been really appreciated by both the mentors and migrants. The first ones wanted to test it on the basis of their own experience before using it among their public. A general and theoretical presentation was proposed to them before they could test the portfolio but the practical approach could be done only directly with migrants. It has been a ‘learning by doing’ process.

The main advantages they could see in the portfolio process were:

- the autobiographical approach: experience has to be described in providing concrete elements to appreciate its relevance,

⁵³ in France in the group of Latin American migrants of the Cité des Métiers, a participant used the document with the OFII (for having official papers to stay)

⁵⁴ organized at the University of Burgos, migrants were given an official document by the Dean of the University

- the analytical approach: competences have to be identified on the basis of the described experience;
- the pragmatic approach: the last part of the portfolio is meant to propose an action plan with a precise schedule.

The main advantages they could see in the Migrapass portfolio:

- the holistic approach proposed: professional experience is the basis and complements the migratory experience, the social experience (volunteering and other)
- the competence approach: the notion is not so easy to understand even for the participants who had written a résumé with their counsellor for employment (all the résumés looked the same with the same words and no personal value); in explaining the competence on the basis of their personal experience they could understand the meaning of the competence and even the level of competence they had achieved
- the labour market approach: the Migrapass portfolio has been used as a pedagogical tool to be familiar with the words/notions used in the labour market; filling it was considered by some of the mentors as a 'linguistic' exercise.

The main criteria to be fulfilled by both mentors and participants to enhance a successful use of the Migrapass portfolio:

- the mentor/tutor: being familiar with the portfolio process or at least having ideas about human resources (no need for a diploma in psychology or management but an experience in recruiting or training people); being aware of the variety and diversity of experience and having a synthetic spirit to be able to make a synthesis out of this diversity; being pragmatic and focused on a very precise goal (finding a job or a training or a VPL process); being positive and creative
- the participants/migrants: being able to read and write in French; a high level is not necessary, in the case of low qualified people the mentoring will take more time and should be both collective and individual; being aware that the portfolio will need to be updated together with new experience.

3.2 Feedback on the mentoring

The role of the NGO/organisation offering the support/mentoring for the portfolio is crucial in order to provide a safe and positive environment. Nevertheless, external mentors, in close partnership with the organization may have a very positive impact as this 'external' person is new and raises the curiosity of the participants.

The workshops shouldn't be too rigid with a top-down structure. It should depend on the framework of the organization. The sessions of testing should be adapted to the workshops proposed by the different organizations. Nevertheless, the same steps had to be followed for the Migrapass process:

- presentation of the participants with a focus on their professional situation and expectations both in the short and longer term ;
- a discussion about their previous experience integrating their migratory experience by taking into account their professional opportunities,
- an analysis of the competences in order to select the relevant experiences to be selected ,

- a precise action plan (employment, training or VPL process).

The workshops need to start with an opening session where people share their experience and an explanation provided about how the Migrapass process may be fruitful for them. The strategy proposed by the Cermes team ‘what’s in my suitcase?’ may be quite fruitful with some groups. Other groups may be more inspired by a more classical approach (working on the basis of their résumé). Whatever the strategy proposed, the main point is to be able to come back to the portfolio and to fill it following the three step approach. The difficulties faced on the national labour market may be a vivid basis of discussion.

The homogeneity of the group may be a very good point and an efficient way to work altogether in a collective way. In this case, a group up to 10 people may be an option. Nevertheless, the heterogeneity of some groups can also be fruitful for other reasons. Listening to other experiences completely different from ours is also a ‘learning by doing’ strategy. The collective work in this case is quite vivid since the other participants are asking a lot of questions.

The training of mentors is the key issue. It doesn’t have to take such a considerable time (a maximum of 3 days). The idea is to propose the following steps:

- a theoretical session presenting the Migrapass portfolio (half day) ;
- another session on the basis of the portfolio they would have filled (half day) ;
- the three sessions with migrants (half day each) to explain the process to other (level of competence 4 of the portfolio). The ‘learning by doing’ strategy should be the most relevant within the Migrapass process.

3.3 Contribution by the Migrapass project to vocational and educational training

Thanks to the exchange of practice among the consortium, the Migrapass project could underline many issues. We would like to emphasize its contribution to the Copenhagen process & lifelong learning perspective and to the Europass.

The partners proposed a certification or qualification that might be offered at the end of the Migrapass process. Considering their experience and professional opportunities, migrants could be asked to have a diploma/qualification to work on the national labour markets. The portfolio proposed by the Migrapass project should be meaningful in this perspective as so far there is no pedagogical tool nor a methodology to identify and value such an experience. As far as France is concerned, the ‘Valuing prior learning’ process proposed by the law of social modernization in 2002 could support them in achieving this goal. So far migrants are still an under-represented public for VPL⁵⁵.

A second issue is the need for professional support for migrants in difficult economic times. The idea of mentoring/training is a key issue in Migrapass. At national levels the integration strategies enhanced by the partners’ countries have all integrated this professional perspective: access to the labour market is a key issue in the integration process. The linguistic approach and civic approach are even enhanced when migrants have a very concrete goal: looking for employment. Combining social and professional support is always more constructive and fruitful.

⁵⁵ See the ALLinHE project, www.allinhe.eu

A third issue discussed among the Migrapass team was the opportunity of integrating the portfolio in the Europass as a tool & method to be proposed to migrants in particular, even though this group is quite heterogeneous. The Migrapass portfolio could be combined with the other device proposed by the Europass - the five documents which make skills and qualifications clearly and easily understood in Europe.⁵⁶

This will be one major goal for the Migrapass partners: opening the panel to other European countries (for instance, through a Network project) and informing the national agencies in charge of promoting the Europass in the different countries of the opportunity to integrate the Migrapass portfolio & companion.

Conclusion - The main perspectives opened up by the Migrapass

Until the 1970s European countries were most interested in welcoming foreign workers as the indigenous labour force was not sufficient to support the economic growth of the years after the Second World War - the so-called 'Trente glorieuses' (thirty glorious years) according to the expression used by the French economist, Jean Fourrastie⁵⁷.

With the economic crisis, the oil crisis of 1973 and 1979, European countries changed their perspectives. They closed their frontiers and so family reunification challenged the economic reason (work) for migrating. The principle of allowing the workers' families to join them in the host country has been quite commonly accepted. At the same time European countries tried to privilege higher qualified migration with the result that student migration became more developed. Traditional or historical links with foreign countries but even more importantly geographical position have been the main source for this kind of migration: Algeria, Morocco, Tunisia (the Maghreb) or Senegal, Mali or Ivory Coast (sub-Saharan) for France; India and the countries of the Commonwealth for the United Kingdom; former Yugoslavia for Austria; Latin America for Spain; other Eastern and Southern European countries for Bulgaria.

Faced by a 'Fortress Europe' characterised by the strong regulation of migration, illegal migration has developed during the last thirty years. It can be a way to enter the European country, find a job and then be able to ask for naturalisation. In this case, the offer fits market demand. In other cases, it has been more problematic since dishonest people have abused the trust of many people in less developed countries by organising their illegal entry into Europe. Each month we see sad stories of illegal migrants found dead in a boat coming from Africa or in a car or van coming from Asia. In this case, the offer doesn't fit at all with the demand as these activities enrich dishonest people and not the migrants nor the host countries. The struggle against human trafficking has been a key issue in European policy towards immigration and integration.

The security approach may be considered as the short term approach for migration policy. A longer term strategy consists in supporting migrants when they arrive in Europe. The Migrapass Project has been implemented within the framework of the sub-programme Leonardo da Vinci of the Lifelong Learning programme (LLL) whose main aim is to value

⁵⁶ The Europass website : <http://europass.cedefop.europa.eu/en/home>
Fourrastie (J) , 'Les Trente Glorieuses, ou la révolution invisible de 1946 à 1975', Paris, Fayard, 1979, 300 p. (Rééd Hachette Pluriel n° 8363).

the non-formal and informal learning in order to enrich the concept of human capital among European citizens. It is enhancing the long term approach focused on competences.

Migrants are faced with many obstacles on the labour market. The skills and competences, which they have developed, were not taken into account on the national labour markets. Albeit meaningful for migrants when they have to think of professional redeployment or to improve their professional career, their unique experience was often unknown or misunderstood.

Thanks to the Migrapass project, migrants together with the support of mentors should be able to use a professional tool in order to be prepared and thereby enhance their opportunities on the labour market. The portfolio process is meant to allow them to be aware of the tasks fulfilled, skills and competences acquired and to value them. There is now a challenge to be convincing enough in our different countries to ensure that this unique tool & method is used by human resources professionals to complement the Europass and thereby identify the professional profile of a candidate with a migration background.

Migration shouldn't be seen as a problematic issue in Europe but as a challenge for tomorrow. The European Year for Active Ageing and Solidarity between Generations in 2012 has once more insisted on the fact that faced with an ageing population, Europe should consider migrants as a prime resource in facing worldwide challenges. A European Year dedicated to migrants and migration would certainly be a nice way to remind European countries about this wider context.

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- Migrapass – www.migrapass.eu
- VAB - Valuing Experience Beyond University- <http://www.vab-univ.eu>
- Vaeb - <http://www.eEuropeassociations.net>

Partners of the Migrapass project

1. **Autremonde** was created in 1994 to encourage the involvement of young people in order to create social ties and to combat all forms of exclusion. The association holds several sociolinguistic workshops and trips involving more than 200 migrants. It ensures their legal stay and accompanies them in their hearings in order to access their rights. The association also holds welcome days, workshops and 'maraudes en lien' with those who are in precarious situations. The Autremonde team is composed of 6 salaried staff and 230 voluntary workers. It works with many organisations which engage with migrants at local and national levels.



- www.autremonde.org

2. **The Institute for Research and Information on Volunteering (Iriv)** was established in 1997 to promote training of volunteers, to validate non-formal and informal apprenticeships and contribute to the long life education and training. Iriv Consulting was set up in 2000 to undertake national and European studies and projects. It has participated in, coordinated or directed several Leonardo projects since 2000: a training programme for professionals working with volunteer workers, 2000-2001; a portfolio to validate volunteer experience in the labour market, VAEB 2003-2006; a European network to encourage the recognition of the experience acquired by volunteers, VPL, 2005-2007, a training programme for intercultural mediators, TIPS, 2007-2009, a portfolio to validate the experience acquired by local councillors VA2EL, 2008-2010.



- www.iriv.net

3. **Oikodrom** is a private research institute created in 1993 to work on urban development strategies (concepts concerning ecological, economic and cultural issues), with the aim of sustainable development. Its field of study extends from Europe to China and includes the Arab Mediterranean countries. Oikodrom works with Austrian ministries and Vienna on many urban management studies. It has participated in multidisciplinary research projects bringing together human and social sciences and architecture. It has developed an extensive network of interlocutors across Vienna and other Austrian cities as well as a wide network of organisations. In the 15th district of Vienna (around 7000 inhabitants), it is developing the Agenda 21 (principles adopted at the Summit on the Environment in 1992).



4. **Ciureda** - Faculty of Humanities and Education, Burgos University. CIUMEDIA is part of the educational sciences department; it works on themes emerging out of citizenship and nationality, transnational migration, solidarity and the social inclusion of specific groups (handicapped people and migrants, and sustainable development).



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DE BURGOS** - www.ubu.es

5. **The Cermes** – the Centre for European Refugees, Migration and Ethnic Studies at the New Bulgarian University in Sofia, Bulgaria is specialized in research, training and civic activities in the field of migration studies. It published the series ‘Migration and Ethnic Studies’. It has participated in several projects among which: Consulting Sofia City Municipality for the international project Open Cities; Active aging of migrant elders across Europe, Refugees and public administration, HERA - Network for combatting human trafficking, Strengthening cross-border cooperation in the Western Balkans, etc.



- www.nbu.bg

6. **University of Roehampton - CRONEM** - the Centre for Research on Nationalism, Ethnicity and Multiculturalism - is a research and consultancy centre within the university. Its members have worked closely with local migrant groups through projects concerning alcohol and drug dependency, as well as homelessness across London. They have also worked with Congolese refugee groups and one of the settled minority ethnic groups (Bangladeshi Muslims) through two Heritage Lottery funded oral history projects. Other relevant projects include studies on new migrant groups in four London boroughs and a study for the Surrey Police force on levels of satisfaction with the police service among three minority groups.



- <http://www.roehampton.ac.uk/>