

Headstart to Integration

A Global Review of Pre-departure Support Measures for Migrants



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Headstart to Integration: A Global Review of Pre-departure Support Measures for Migrants

Alin Chindea

January 2015



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Acronyms

ACCC	Association of the Canadian Community Colleges
AEIP	Active Engagement and Integration Project
AGVP	Association of Employers in Social and Health and Elderly Care
BAMF	Bundesamt für Migration und Flüchtlinge (German Federal Office for Migration and Refugees)
BIBB	Bundesinstitut für Berufsbildung (German Federal Institute for Vocational Education and Training)
CAMPO	Centro de Apoio ao Migrante no País de Origem (Migrant Support Centre in the Country of Origin)
CBP	Common Basic Principles for Immigrant Integration Policy
CEFR	Common European Framework of Reference for Languages
CFO	Commission on Filipino Overseas
CHINCA	China International Contractors Association (CHINCA).
CIC	Citizenship and Immigration Canada
CIIP	Canadian Immigrant Integration Program
CO-NAREIS	A project carried out by the IOM that provides pre-departure cultural orientation to family reunification migrants who have received approval from the Dutch Immigration Service (IND) to come to the Netherlands.
COA	Canadian Orientation Abroad
CPDEP	Comprehensive Pre-Departure Education Program (Philippines)
DIAC	Australian Department of Immigration and Citizenship
DOLAB	Department of Overseas Labour
E-BOSLA	Bénéficiaire de l'Orientation aux Services pour l'Intégration à travers l'E-learning project (Benefit from the Orientation to Integration Services through E-Learning)
EC	European Commission
EEA	European Economic Area
EIF	European Integration Fund
EMN	European Migration Network

ENIC	European Network of National Information Centres on academic recognition and mobility
EPS	Employment Permit System
ESOL	English for Speakers of Other Languages
EU	European Union
EURES	European Jobs Network
FCRO	Foreign Credentials Referral Office (Canada)
FINCO	Finish Cultural Orientation
FSM	Federated States of Micronesia
GAMM	Global Approach to Migration and Mobility
GFMD	Global Forum on Migration and Development
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Development)
GMSTRIANGLE	Tripartite Action to Protect Rights of Migrants Workers within and from the Greater Mekong Subregion projekt
IEHP	Internationally Educated Health Professionals Initiative
ILO	International Labour Organization
IMIS	Integrated Migration Information System
IOM	International Organization for Migration
IQ	Integration through Qualification programme
IRPA	Immigration and Refugee Protection Act, Canada
MIC	Migration Information Centre
MIDWEB	Migration for Development in the Western Balkans
MINT	(usually with professionals) mathematics, information technology, natural sciences and technology
MMRC	Migration and Mobility Resource Centres
MoU	Memoranda/Memorandum of Understanding
MRA	Ministry of Refugee and Accommodation, Georgia
MRCs	Migrant Resource Centres
MSCs	Migrant Service Centres
NARIC	National Academic Recognition Information Centres
NGO	Non-governmental organization
NLCO	a project carried out by the IOM that provides pre-departure cultural orientation to refugees who are accepted for resettlement to the Netherlands on dossier basis.
NORCO	Norwegian Cultural Orientation Programme

OFW	Overseas Filipino Workers
ÖIF	Österreichische Integrationsfonds (Austrian Integration Fund)
OWWA	Overseas Workers Welfare Administration, the Philippines
PAP	Final Pre-departure Briefing (Pembekalan Akhir Pemberangkatan, Indonesia)
PDOS	pre-departure orientation seminar
PEA	Private Employment Agencies
PLUK	Preparing for Life in the UK project
POEA	Philippines Overseas Employment Administration
RCP	Regional Consultative Processes
SPO	Canadian Service Providing Organizations
TOSG	Tracking of Overseas Orientation Session Graduates (Canada)
TP MIGRAS	Thematic Programme on Migration and Asylum
UKBET	The UK-Bangladesh Education Trust
ULISSES	Umbrella Information Support System for Employment Services
UNSC	United Nations Security Council
USCO	United States Cultural Orientation
VETASSESS	Vocational Education and Training provider in Australia
ZAV	Zentrale Auslands- und Fachvermittlung (International Placement Services, Germany)

Introduction

Migrant integration is a key issue in the migration policy agenda of destination countries. The impact of migration on growth and development, security, social change and cohesion, depends on the pattern of immigrants and their descendants becoming a part of receiving societies and nations (Castles and Miller, 2009).

While approaches to facilitating immigrant integration vary by country and region, there is an increasing recognition that some groundwork for integration can be laid in the countries of origin before the departure of migrants. Various actors can offer assistance to migrants in the countries of origin prior to migration, by providing information about life in the new country, assisting in the development of language and vocational skills, initiating the process of recognition of qualifications and, in some cases, matching interested job-seekers with employers in the host country. Such support can be offered to both potential migrants and those who already have immigration paperwork completed, including labour migrants, family members, students and refugees awaiting resettlement. In this way, countries of origin may seek to ensure the protection of their nationals abroad, and enhance the positive effect of migration on development, which includes the upskilling of migrants (Baruah and Cholewinski, 2006). A recent report analysing the results of large-scale surveys on migration and skills found that there is a keen interest among potential migrants in Armenia, Georgia and Morocco in attending pre-departure training before moving abroad (Collyer et al., 2013). Indeed, 30 per cent of potential migrants in Armenia, 40 per cent in Georgia and 41 per cent in Morocco would like to undertake such training *if available* before emigrating. In all three countries, the report highlights, the strongest motivation to participate in such training is to acquire new skills.

At the same time, for a country of destination, such measures can serve to improve labour matching, facilitate legal migration and enable early socioeconomic inclusion of immigrants, thus also supporting wider goals of social cohesion. Evidence from evaluation of pre-departure orientation programmes in a resettlement context reveals that a widely recognized positive outcome of pre-departure orientation is the management of expectations. Realistic expectations

² Author's emphasis to highlight the importance of outreach and publicizing the existence of pre-departure measures.

help a resettling refugee to respond effectively to new experiences in the country of destination, and can protect against anxiety and depression upon arrival. While this study does not directly address refugees, it seems reasonable to assume that more realistic expectations lead to faster and more efficient access to and use of important services, as migrants know where to go to find services they need and the requirements for receiving them. Evidence seems to support this statement as the Evaluation of the Overseas Orientation Initiative found that migrants in Canada who had participated in pre-departure orientation were more likely to access services after arrival in Canada than those who did not (Citizenship and Immigration Canada, 2012:39).³

Moreover, further development of pre-departure integration measures also calls for closer consideration of the links between pre-departure and post-arrival assistance to migrants. As was argued in the 2006 G8 Experts Roundtable on Diversity and Integration, “integration supports made available to migrants upon arrival are likely to be more effective when they continue an integration process that started prior to arrival” (The Metropolis Secretariat and Citizenship and Immigration Canada, 2006:16).

At the EU level, the Common Basic Principles for Immigrant Integration Policy (hereinafter: CBPs)⁴, adopted in 2004, emphasized that “basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration” (CBP#4). Subsequently, in 2005, the European Commission suggested in its Common Agenda for Integration that this principle should “strengthen the integration component of admission procedures, e.g. through pre-departure measures such as information packages and language and civic orientation courses in the country of origin”. Equally, EU-level frameworks for migration management have been increasingly cognizant of the importance of cooperation with the countries of origin. In 2005, the European Council adopted the Global Approach to Migration that put strong emphasis on partnerships with countries of origin in a variety of areas, including legal migration and migration and development. It was

² Twenty-five per cent of those who did not participate in pre-departure orientation also did not access any services after arrival, compared to between fifteen and twenty per cent of individuals who did participate.

³ Part of the immigrant integration policy in the EU, launched as a component of the Hague Programme, a multi-annual programme in the area of freedom, security and justice for the period 2004-2009 (see <http://goo.gl/gMGy7C>). The Hague Programme was adopted at the end of the European Council meeting of 19 November 2004 (see <http://goo.gl/CDTyAh>).

renewed in 2011 as the Global Approach to Migration and Mobility (GAMM) “thereby stressing the importance of fostering well-managed mobility of third country nationals across the external EU borders”. As part of GAMM, Mobility Partnerships were signed with several countries⁵ providing an overarching joint framework for cooperation on migration issues. In this broader context, the role of countries of origin was also brought into discussion concerning the integration of immigrants.

The renewed European Agenda for the Integration of Third-Country Nationals (2011)⁶ explicitly mentions the role that countries of origin can play in preparing migrants before departure, providing them with support during their stay in the EU, and facilitating the migrants' temporary or definitive return with acquired experience and knowledge. With respect to pre-departure integration-related support, the Agenda refers to provision of information on required visas and work permits, but also to language tuition or vocational training to reinforce the migrants' skills, and to supporting pre-departure recognition of qualifications and competences. This vision was reaffirmed at the meeting of the Justice and Home Affairs Council on 5 and 6 June 2014, when the EU Member States stressed the importance of further development of cooperation between receiving countries and countries of origin in a pre-departure phase. Such collaboration can aim “to inform the citizens of the countries of origin on the risks of irregular migration and the opportunities of legal migration and to facilitate language learning, vocational training and skills matching” (Council of the European Union, 2014).

Aim, limitations and structure of the study

Despite some evidence pointing towards the positive link between the provision of pre-departure support measures and successful socioeconomic inclusion of immigrants, data on the causal impact of specific types of measures is very limited. Although recent works have sought to address such gaps,⁷ there is still insufficient

⁵ Cabo Verde (2008), the Republic of Moldova (2008), Georgia (2009), Armenia (2011), Morocco (2013), Azerbaijan (2013), Tunisia (2014) and Jordan (2014).

⁶ See <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0455:FIN:EN:PDF>.

⁷ Inventory of Migrant Support Measures from an Employment and Skills Perspective (see <http://www.migrationpolicycentre.eu/mismes/>); Interact project (see <http://interact-project.eu/>); Stocktaking of international pre-integration measures and recommendations for action aimed at implementation in Germany study (see <http://icmc.ttp.eu/sites/icmc.ttp.eu/files/Translation%20Pre%20Integration%20Study%20040909%20en.pdf>); or Promoting Sustainable Policies for Integration (<http://research.icmpd.org/1428.html>).

information about trends, impact, and the variety of approaches deployed in the provision of pre-departure services for migrants.

The aim of this report is to establish promising practices in pre-departure integration support for immigrants with a particular focus on promoting early labour market inclusion in line with the migrants' level of qualifications and competences. The study also considers those services that assist migrants to find their way in a new country and become part of a new community. It specifically seeks to identify practices relevant for integration of immigrants entering the countries of destination for the purposes of work, family reunification and studies, as implemented by a range of public and private actors. To achieve this, the analysis classifies these practices and approaches drawing on global evidence and with a focus on the European Neighbourhood countries,⁸ Western Balkans and Turkey. Based on the information collected, common denominators, factors of success or failure, the structure of such measures and their link with the post-arrival phase are analysed.

The findings of the report are to be considered against the backdrop of several limitations to producing a fully comprehensive overview. The variety, scope and complexity of the measures scrutinized cover a wide spectrum. These range from orientation services of only several hours to programmes that comprise several months of intensive skill training or structural collaboration between employers and educational institutions in the countries of origin and destination.

Moreover, a multitude of actors are involved in delivering pre-departure support measures, comprising public and private recruitment agencies, consular authorities, trade unions, not-for-profit institutions, international organizations, and so on. Gauging the impact of such measures beyond immediate results requires multi-annual, longitudinal research that would include following individual migration trajectories across countries and time.

The overall structure of the report takes the form of seven chapters, including the introductory chapter and recommendations. Chapter One lays out the methodological foundations of the study and looks at the main terms and

⁸ The ENP framework is proposed to 16 of the EU's closest neighbours – Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Israel, Jordan, Lebanon, Libya, Republic of Moldova, Morocco, Occupied Palestinian Territory, Syrian Arab Republic, Tunisia and Ukraine. See http://eeas.europa.eu/enp/index_en.htm.

concepts utilized. It continues by advancing the research questions, describing the methodology for analysing the pre-departure practices, and presenting the data collection tools. The second chapter provides an overview of findings, key trends and promising practices. Chapter Three explores the frameworks governing the development and implementation of pre-departure support measures, including international agreements, national legislation and action plans, and bi- and multilateral instruments such as Mobility Partnerships. The fourth chapter is the core section of the report, containing four thematic parts that describe and analyse the inventory of practices identified. Each thematic part comprises an institutional review, a presentation of the main features of the pre-departure measures in that category, touches upon the service design and delivery, and examines their outcomes. Furthermore, extensive case studies are showcased for each thematic category. Chapter Five focuses on a specific case study of Migrant Resource Centres, as institutions that cut across all thematic categories and represent an important approach in the field of pre-departure support measures. Chapter Six provides recommendations for policymakers and practitioners in this area in order to improve and/or expand their services.

Chapter 1: Methodological considerations

The methodological approach taken in this study is a qualitative design, combining desk research, small-scale survey and online interviews for data gathering. A mixture of case study research, thick description (Dawson, 2010),⁹ and programme assessment was used in the data analysis. This chapter starts by outlining the main concepts employed. The key research questions are then specified. Subsequently, four thematic categories for the classification of the pre-departure practices are proposed. The criteria for selecting the practices are also presented as well as the main elements that were surveyed by the study. In addition, data collection techniques are discussed, including the criteria for case study selection and promising practice assessment.

1.1 Defining the terms

This study defines the two main concepts – integration and pre-departure integration support measures – as being in close connection with each other. The EU's Common Basic Principles (CBPs) and the subsequent EU Agendas for the Integration of Third-Country Nationals interpret integration as “a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States” based on “the respect of the basic values of the European Union”. While some argue that integration does not suit itself well to definitions (Council of Europe, 1997), the two-way approach of the EU does imply that “successful integration can only take place if the host society provides access to jobs and services, and acceptance of the immigrants in social interaction” (Castles et al., 2002). This stance was already endorsed by the EU with the launch of the Tampere Programme in 1999, maintaining that “the legal status of third country nationals should be approximated to that of Member States' nationals” (Council of the European Union, 1999). In their view, long-term residents should be afforded “a set of uniform rights which are as near as possible to those enjoyed by EU citizens”. In other words, integration is a function of “the institutional environment of the receiving society as well as personal capacities of the settling population” (Valtonen, 2004 in Smyth, Stewart and Da Lomba, 2010).

⁹ In case study research, thick description involves looking at the rich details of the case, sorting out the complex layers of understanding that structure the unit analysed.

However, such a definition does not sufficiently capture the multiple facets of integration or the numerous stakeholders participating in the process, both from countries of destination and origin. The European University Institute (EUI) proposes considering integration as a three-way process where, in addition to the societies of destination and of migrants (and various non-State actors), countries of origin also play a role, including through policies they implement beyond their borders (Unterreiner and Weinar, 2014).

In the context of this report, **integration of third-country nationals** is understood as a multi-dimensional, long-term and non-linear process that involves a multitude of actors, both in the country of origin and the country of destination. It aims to facilitate effective participation by all immigrants in the economic, political, social and cultural life of the destination country, and to foster a shared respect for the basic values, culture, and identity of the destination country.

Several conceptualizations of pre-departure support measures appear in the literature and in work on the integration of migrants. Among the first calls for such measures, the ILO Recommendation No. 86 concerning migration for employment, adopted in 1949, provides that:

with a view to facilitating the adaptation of migrants, preparatory courses should, where necessary, be organized to inform the migrants of the general conditions and the methods of work prevailing in the country of immigration, and to instruct them in the language of that country. *The countries of emigration and immigration should mutually agree to organise such courses* (author's emphasis).¹⁰

In the 1950s, the International Organization for Migration (IOM) began providing its migrant training services and over decades became an established player in the field of pre-departure information and orientation.¹¹ The services include curriculum development, language training, and training of trainers to support and complement a package of employment-related services. The organization's view of pre-departure measures is rooted in article 1.1 (c) of its Constitution, in force since 1954, which stipulates that the Organization can “provide, at the request of and in agreement with the States concerned, migration services such as

¹⁰ Available from <http://goo.gl/bcYM1x>.

¹¹ For details, see <http://www.iom.int/cms/en/sites/iom/home/what-we-do/migrant-training.html>.

recruitment, selection, processing, language training, orientation activities, medical examination, placement, activities facilitating reception and integration, advisory services on migration questions and other assistance as is in accord with the aims of the Organization” (International Organization for Migration, 2013).

Some national governments have also been continuously involved in the development and provision of pre-departure services, in particular in the framework of admission programmes to the traditional settlement countries. The office of Citizenship and Immigration Canada funds extensive pre-departure programmes and as such identifies two interrelated objectives which can define pre-departure orientation:

- to provide newcomers with relevant, accurate, consistent, and timely information that is needed to make informed settlement decisions and access settlement services; and
- to promote a contextual understanding of life in Canada, including laws, rights, and the democratic system (Citizenship and Immigration Canada, 2012).

Researchers at the Migration Policy Centre at the EUI and the European Training Foundation (ETF) define such measures as “policy interventions aimed to improve labour market integration of migrant workers/returnees and to reduce the underutilization of skills of migrant workers before, during and after migration.” (ETF, 2013). From an EU perspective, the goal is to prepare new immigrants from third countries for the destination country in the EU through measures conducted in the immigrant's country of origin (see CBPs). The actions associated with pre-departure measures are embedded in immigration laws, industry standards, and university programmes and/or services and can serve different objectives depending on the perspective.

This study adopts a services perspective and the term **pre-departure integration support measures** throughout will refer to:

services provided in countries of origin aimed at supporting subsequent integration of migrants in the countries of destination

It is important to distinguish here between pre-departure integration support measures and pre-departure integration requirements; the latter as applied in

some EU Member States, especially in cases of family reunification. The report will focus on *services* available for migrants, either in support of their fulfilment of compulsory integration conditions or on a voluntary basis. The study focuses on three categories of migrants: those entering the countries of destination for the purposes of work, family reunification or studies.¹² While refugees are not a direct target group of the study, pre-departure support programmes aimed at them are considered from a lesson-drawing perspective.

Following relevant EU Directives, a “worker” in this study refers to a third-country national who will enter and reside legally in the territory of a Member State and will engage in remunerated employment in that Member State in accordance with national law or practice.¹³ In the same vein, throughout this study family reunification is understood in the context of the EU Family Reunification Directive 2003/86/EC as “the entry into and residence in a Member State by family members of a third country national residing lawfully in that Member State in order to preserve the family unit, whether the family relationship arose before or after the resident's entry” (Council of the European Union, 2003). Not least, “student” means a third-country national accepted by an establishment of higher education and admitted to the territory of a Member State to pursue as his/her main activity a full-time course of study leading to a higher education qualification recognized by the Member State, including diplomas, certificates or doctoral degrees in an establishment of higher education, which may cover a preparatory course prior to such education according to its national legislation (Council of the European Union, 2004).

1.2 Research questions

Recalling the introduction, the aim of this report is to establish promising practices in pre-departure integration support for immigrants with a particular focus on promoting early labour market inclusion in line with the migrants' level of qualifications and competences. To this end, the study will examine three main **research questions**:

¹² Pre-arrival practices focusing on students are considered a target only if these link the studies with long-term integration prospects, such as the possibility of accessing the labour market.

¹³ Paraphrase of the definition enunciated in the Directive 2011/98/EU of the European Parliament and of the Council of 13 December 2011 on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State, available online at: <http://goo.gl/WbCh9b>.

- (a) What are the key trends in pre-departure integration service provision worldwide?
- (b) Which pre-departure integration measures are relevant to specific categories of immigrants, effective in promoting their integration, and sustainable in terms of institutional set-up, design and costs?
- (c) What appropriate mechanisms could be proposed to improve coordination between pre-departure and post-arrival immigrant integration support?

1.3 Inventory of practices

In the scope of this study, 80 practices have been identified and have been classified in four broad thematic categories. These are included in the inventory annexed to this report (Annex I) and reviewed in Chapter 4.

- (a) In the first category, the study reflects on measures that offer **pre-departure information and/or orientation**. These can comprise various types of information such as:
 - i. **Basic information** about the country and its institutions such as climate, geography, history, and the social, ethnic and religious composition of the host society and its political system;
 - ii. **Daily life**, for instance, finding accommodation, using public transport and the banking system, sending remittances, and so forth. Also considered is information about local life and participation in the community;
 - iii. **Social values and culture of the destination country** such as the equality of all human beings, personal responsibility, the secular state system, and also the possible cultural differences in interaction with the native population;
 - iv. **Labour market information** concerning job search, procedures for recognition of qualifications and competences, customs and safety in the workplace, contractual arrangements, rights and duties of

employees and employers, freedom of worker association, and so forth;

- v. **Legal migration processes and the protection of migrant rights**, for example, information on the legal framework for admission, stay and employment, associated rights and duties, means of legal redress, and the like;
- vi. **Taxation and social security** systems;
- vii. **Access to education** for children and adults, including vocational training;
- viii. **Access to health care**, and information on medical assessments for entry and employment where relevant.

- (b) The second thematic category contains measures that are specifically designed to develop the skills of migrants. Generically referred to as **migrant skill development**, these measures refer to three types of competence development activities:

- i. **Language training:** Provision of language courses, including through cultural diplomacy tools (namely, use of cultural institutes).
- ii. **Life skills relevant to the integration process:** These measures are derived from pre-departure orientation services offered to resettling refugees and seek to develop a wide range of life skills, which encompass, briefly:

Critical thinking/decision-making skills (including problem solving, information gathering, determining solutions to issues, evaluating consequences of actions, and so on); Interpersonal/communication skills (covering verbal and non-verbal communication, active listening, ability to express feelings and give feedback, negotiation/refusal skills and assertiveness skills that directly affect the ability to manage conflict, empathy, and teamwork);

Coping and self-management skills (encompassing such issues as anger, grief, anxiety, loss or trauma, self-esteem, self-evaluation, self-awareness, and the ability to set goals).

iii. **Professional skills in relation to employment in the country of destination.**

(b) The third thematic category covers measures to match labour market needs with skills. **Job matching measures** at the pre-departure stage can promote early integration into the labour market and specific services can include:

i. **Active job search, counselling and recruitment/ placement assistance including mediation.**

ii. **Entrepreneurship guidance:**¹⁴ Support services can aim to empower immigrant entrepreneurs by creating awareness of opportunities, strengthening their human capital (for example, business development skills), and enhancing their financial, social and cultural resources.¹⁵

(c) The fourth thematic category examines practices that deal with **recognition of skills and competences**. The ability to start, and even complete, accreditation of foreign credentials before departure can accelerate the migrant integration process. Therefore, measures investigated in this group include services that aim to facilitate recognition of skills and competences related to:

¹⁴ Statistics from several EU Member States indicate that proportionately more migrants and members of ethnic minorities than nationals start small businesses. It is important that pre-departure measures encourage migrant entrepreneurship in Europe. Support measures and policy initiatives should alert migrants on barriers that might discourage them from becoming entrepreneurs.

¹⁵ See also the European Website on Integration dossier on immigrant self-employment and entrepreneurship (http://ec.europa.eu/ewsi/UDRW/images/items/docl_28100_916407168.pdf); Promoting Ethnic Entrepreneurship in European Cities by Jan Rath and Anna Swagerman (<http://www.eurofound.europa.eu/publications/htmlfiles/ef1138.htm>); Study on the Examination and Evaluation of Good Practices in the Promotion of Ethnic Minority Entrepreneurs (http://ec.europa.eu/enterprise/newsroom/cf/itemdetail.cfm?item_id=3296).

- i. **Language;**
- ii. **Education; or**
- iii. **Professional qualifications (formal, non-formal and informal).**

Often, pre-departure support measures combine activities that cut across several thematic categories. Such cross-cutting initiatives are recorded in this study under each relevant category to enable further detailed thematic and cross-thematic analysis. Migrant Resource Centres (MRCs) are particular examples of such initiatives and are dealt with separately in Chapter 5. Specifically, that chapter looks at 24 practices in countries of origin and two in countries of destination that cut across the four thematic categories. Thus, overall, 106 practices have been reviewed and documented for the purposes of this study.

Figure 1: Distribution of the pre-departure integration support practices, by thematic area

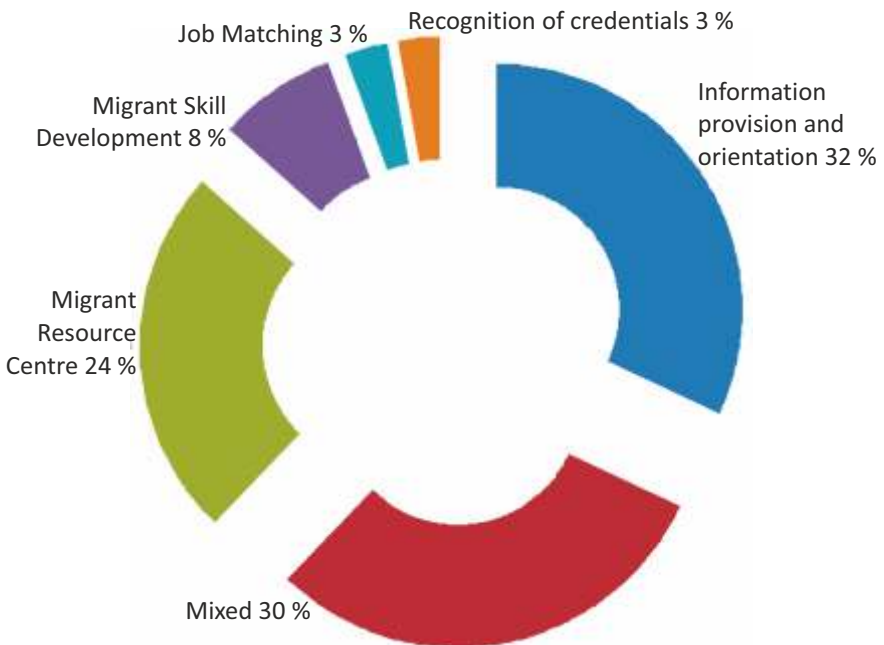
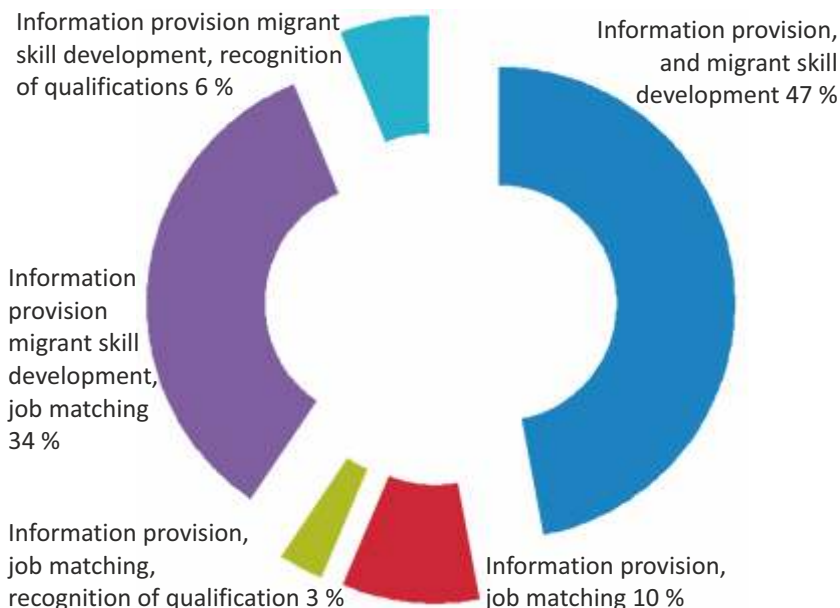


Figure 2: Distribution of the mixed pre-departure integration support practices



Furthermore, additional criteria have been applied in terms of geographic location and time limitations. Although the study constitutes a global review of practices, particular attention in data collection has been paid to the following countries:

Destination countries: EU (in particular HEADSTART project partner countries: Austria, Czech Republic, Germany, Hungary, Italy, the Netherlands, Slovakia); Norway, and significant settlement countries or regions outside EU (Australia, Canada, New Zealand, USA);

Origin countries: Any country identified worldwide with relevant practices that specifically focus on the European Neighbourhood countries;¹⁶ countries that signed Mobility Partnerships with the EU (Armenia, Azerbaijan, Cabo Verde, Georgia, Republic of Moldova, Morocco, and Tunisia);¹⁷ Western Balkans and Turkey.

¹⁶ See supranote 8.

¹⁷ The EU-Jordan Mobility Partnership was signed after the data collection and review was conducted. For further information, see http://europa.eu/rapid/press-release_IP-14-1109_en.htm.

At the same time, a practice should have been started and/or completed in the past five years to ensure the relevance and availability of data. However, on-going, established practices that began before 2008 were also considered.

In addition, a variety of service providers are examined, including government institutions, employers or employer associations, recruitment mediators (formal, informal), university or other educational establishments, and non-governmental organizations including migrant/diaspora organizations.

Finally, relevant information was sought on each practice in the inventory with regard to the following elements:

- Location;
- Type of service provider;
- Main purpose of a measure with reference to core areas of integration;
- Target group;
- Funding source and budget (itemized per beneficiary where available);
- Target country of destination;
- Relevant legal framework, including voluntary or mandatory character;
- Methodology of the service delivery;
- Role of other stakeholders in the country of origin;
- Level of coordination with relevant services provided in the country of destination;
- Elements supporting circularity or return (such as guidance on recognition of qualifications acquired abroad);
- Evidence of impact evaluation and relevant methodologies;
- Ad hoc evidence of success/failure.

1.4 Data collection

Data collection was carried out through various sources, including desk research, stakeholder interviews and a small-scale online survey. Specifically:

Draft inventory list of pre-departure integration support measures prepared by means of desk research. This involved basic information

about the countries involved, a brief description and contact details. In order to develop the inventory the institutional partners of the project were first asked to complement the draft list. Subsequently, practices were added to the list following Internet research, document analysis, and/or referrals by other IOM offices and institutions not part of the project. The next stage involved consideration of the thematic category these practices address, and consequently a decision about the group in which the item should be included.

Interviews with representatives of key institutions implementing, or that had implemented, such practices. To date, 17 such interviews were carried out, mostly via phone, Skype, voice-over-ip technologies or, in some cases, face-to-face. The interviews provided experts' insights and comments on the current situation in relation to provision of pre-departure integration support measures, as well as information on various challenges. These interviews also helped to assess the viability of the practices to be featured as case studies (see section 1.5 below). (See Annex II for the list of interviewed persons).

Referrals from IOM offices worldwide, which contributed significantly to building up the list of practices. IOM has over 50 years' experience in migrant training, including curriculum development, language training, and training of trainers to support and complement a comprehensive package of employment-related services. To date, IOM has assisted well over 500,000 migrants through its migrant training activities.

Literature' review. Academic literature was used in order to provide a more in-depth understanding of some of the concepts and debates around the process of integration and pre-departure support. This analysis was complemented by an extensive review of information from specialized websites such as European Website on Integration, Cities of Migration, and various think tanks.

Survey. An online questionnaire on pre-departure integration support measures was designed and disseminated among the project partners and selected organizations that conduct relevant activities. In some cases, the questionnaire was completed via e-mail (see Annex III for the questionnaire). In total, 27 responses were received (16 online and 11 via e-mail). The aim of the questionnaire was both to complement other

sources of data and to collect systematized information about practices. The information received was analysed together with the additional project materials shared by the respondents.

Materials in several languages were studied, including Czech, Dutch, English, French, German, Hungarian, Italian, Polish, Portuguese, Romanian, Russian and Spanish.

1.5 Case studies and promising practices assessment

To move beyond the summary description of the practices falling under the aforementioned thematic categories, ten case studies are included in the study. To select the case studies, several criteria were taken into consideration: the availability of information, geographic diversity, and the diversity of managing institutions and beneficiaries. In the first phase, the project partners were asked to propose and justify case studies from their own work experience. Subsequently, phone and Skype interviews with the main stakeholders of the proposed practices were carried out in order to test the viability of the case study (see subsection on data collection).

The case studies are both descriptive and analytical. The goal of the analysis is to establish to what extent the selected case studies are promising practices. To determine this, six promising practice criteria were employed: verifiability, replicability, sustainability, cost-effectiveness, ownership and effectiveness (Hancilova and Knauder, 2011). The data supporting the analysis of these practices against the six criteria were gathered through a combination of additional interviews with relevant main stakeholders and by reviewing evaluation reports and other project/practice documentation. Promising practice guidelines with additional questions helping to guide the analysis were developed and are also enclosed with the report as Annex IV. In addition, in-text boxes are interspersed in Chapters 4 and 5 to provide additional details about various practices or about specific elements of a practice.

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Chapter 2: Key trends in policies and practices

This chapter presents an overview of its findings and highlights trends in pre-departure policies and practices. Chapter 2 begins by highlighting the key trends in the legal and policy frameworks underpinning the design and implementation of pre-departure integration support measures. It continues by underlining the most important trends by thematic category (as defined in the previous chapter). The chapter concludes by illustrating the current trends in monitoring and evaluation of pre-departure support practices and the link between pre-departure and post-arrival phases.

2.1 Key trends in policies underpinning provision of pre-departure support

Multiple legal/policy instruments are in place that could provide a legal/formal basis for the provision of pre-departure integration support measures to migrants.

Migration governance frameworks may have a significant impact on the development and implementation of pre-departure integration support measures, as well as on their sustainability and overall effectiveness. Current EU common migration policy does not explicitly stipulate pre-departure measures in the legal acts, leaving these decisions to the national governments. Rather, the matter is implicitly stated in Article 7.2 of the EC Directive 86/2003 on the right to family reunification in referring to integration measures (see Chapter 3). Specifically, the article states that “Member States may require third-country nationals to comply with integration measures, in accordance with national law”. There is a broad recognition of the importance of pre-departure support and, more generally, the role of the countries of origin in the EU non-binding policy documents, such as the EU Common Basic Principles for immigrant integration (2004) and the renewed Agenda for the Integration of Third-Country Nationals (2011).

Furthermore, through the Global Approach to Migration and Mobility (GAMM), the EU commits important resources to building the migration capacity of third countries, including financing pre-departure support measures.¹⁸ Specifically, the

¹⁸ In the period 2004-2013, the European Commission has committed more than EUR 1 billion to more than 400 migration-related projects. See <http://goo.gl/cZMcJ9>. For further information, see also the report on the implementation of the GAMM 2012-2013 at <http://goo.gl/WlwcSh>, and particularly the commitments made in the framework of the Mobility Partnerships.

Mobility Partnerships are employed as a non-binding, voluntary instrument of cooperation with selected partner countries and consist of a political declaration and a list of proposed projects. Through these partnerships GAMM supports pre-departure measures, such as the creation of Migration and Mobility Resource Centres (MMRC) in the partner countries. In Georgia, several projects were/are implemented in the framework of its Mobility Partnership with the EU, including job matching¹⁹ and information dissemination;²⁰ while a larger initiative created Migration Resource Centres (MRCs)²¹ in Armenia, Azerbaijan, and Georgia (see case study at the end of Chapter 5).²² The use of financial instruments, such as the AENEAS programme, has also contributed to a wide range of projects with a pre-departure component. The *Capacity Building, Information and Awareness Raising towards Promoting Orderly Migration in the Western Balkans* project, implemented between February 2008 and January 2010, provided information, advice and referrals to migrants and potential migrants on the risks of irregular migration, regular migration opportunities, the possibilities for work or skills development at home, and procedural arrangements through individual and group counselling sessions within Migrant Service Centers (MSCs).²³

At the same time, there is evidence that both countries of destination and origin have put in place regulations and policies that underpin the development and implementation of pre-departure integration support measures. These regulations take on various forms, including framework laws, policy measures, pre-departure requirements (imposed by either the sending or the host country), and emigration rules in the case of countries of origin. Italy's immigration law no.189/2002 foresees the possibility of organizing training for migrant workers in their countries of origin and giving priority in admission to those who undertake such training. Canada's extensive pre-departure programmes are written into

⁹⁸ See Strengthening the Development Potential of the EU Mobility Partnership in Georgia through Targeted Circular Migration and Diaspora Mobilization at http://migration.commission.ge/files/project_anna_eng.pdf. Ongoing project.

²⁰ *Personalized assistance for Georgian Migrants*, see <http://www.migrant.ge/eng/contact/head/>. Ongoing project.

²¹ MRCs is an umbrella term that carries a variety of designations, depending on the local context. See Chapter 5.

²² The project "Informed Migration – An Integrated Approach to Promoting Legal Migration through National Capacity Building and Inter-regional Dialogue between the South Caucasus and the EU", implemented by IOM, supported the strengthening of capacities of the Armenian, Azeri and Georgian authorities, including the creation of Migration Resource Centres in all three countries. See http://ec.europa.eu/europeaid/what/migration-asylum/documents/aeneas_2004_2006_overview_en.pdf, page 69.

²³ *Idem*, page 67.

Citizenship and Immigration Canada's (CIC) plans and strategies, with CIC funding the implementation of such programmes through several partner agencies, including the IOM.

Several EU Member States, as well as Australia, have introduced certain pre-departure conditions in their immigration laws, requiring screening of migrants' knowledge of the language and/or culture of the destination country or of their skillset. These requirements, once enacted, have triggered the introduction of new pre-departure support measures. For example, the Goethe Institute has revised its approach to teaching German since the country passed legislation, in August 2007, requiring spouses from non-EU countries intending to join their husbands or wives in Germany to demonstrate basic German language proficiency in order to qualify for an entry visa. This entailed new strategies to address people from various educational backgrounds, sometimes with low or no formal education and with a greater demand for information and advisory services, which triggered further expansion, and often revamping, of the courses offered. High demand also implied the need for more trained staff and additional classroom space or simply the need to establish new partnerships to meet the growing demand for German courses and examinations.²⁴

A number of countries of origin impose mandatory pre-departure requirements, primarily aimed at upholding the welfare of their nationals and protecting the rights of their migrant workers; Indonesia, Nepal, the Philippines and Viet Nam are cases in point. These requirements take the form of attendance at various pre-departure events that vary in length, content and target group (see examples in Chapter 3 and Chapter 4.1).

Other important vehicles for promoting the development of pre-departure support measures are bilateral agreements. These are divided between formal agreements and less formal memoranda of understanding (MoUs), or even rather informal practical arrangements, such as those made between national employment agencies. Charpin and Aiolfi (2011) found in their evaluation of EU-funded labour migration projects that sending countries seem to prefer government to government (bilateral) agreements; while within the EU, where the recruitment process is by-and-large employer-led, Member States seem to prefer

²⁴ Prof. Dr. H.C. Klaus-Dieter Lehmann, President of the Goethe Institute, 2011, *In our minds, we were already in Germany*. Munich: Goethe-Institute Head Office, Language Department, Language and Integration Project. Available from <http://www.goethe.de/lhr/prj/daz/inf/egn/ehe/zuw/enindex.htm>.

wider admission frameworks and more flexible procedures.²⁵ However, this study found no distinct trend among the pre-departure practices reviewed to rely more on one, or other, type of agreement. Countries like Italy and Germany usually employ a mix of approaches, depending upon the scope, while South Korea relies on MoUs to implement its Employment Permit System (see Chapter 4). Although there are numerous advantages to bilateral instruments, there are also a number of risk factors that may include appropriateness,²⁶ economic conditions in the destination country, institutional weakness or high costs for the migrants (see Chapter 3).

Importantly, other documents also could be referred to when designing and implementing pre-departure support measures, including the European Convention on the Legal Status of Migrant Workers, various strategies advanced within regional consultative processes, or ILO's frameworks on migrant recruitment and labour migration in general. Several EU Member States have concluded cooperation agreements with third countries that incorporate a focus on employment and labour migration, including recruitment projects.²⁷

2.2 Key trends among pre-departure measures that focus on information and orientation

Pre-departure information provision and/or orientation constitute the key components of relevant measures, even when combined with other types of measures. However, many migrants still rely on personal networks for information.

To a certain extent, each pre-departure measure analysed for the purpose of this study features an information dissemination element. A considerable majority of these measures focus on information and/or orientation activities as their primary purpose. However, it is often difficult to separate information provision from other goals. More specifically, the majority of the support measures scrutinized combine information provision and/or orientation with activities from one or more of the

²⁵ The evaluation covered projects financed under AENEAS and the Thematic Programme for Migration and Asylum (TP MIGRAS) from 2005 to 2011 and focused on projects covering the specific sub-sector of Labour Migration, including Circular Migration.

²⁶ Refer to Chapter 3. However, the question is whether a bilateral agreement is needed when the number of migrants concerned is low. Or perhaps a less formal cooperation form is more appropriate (for example, a protocol, a memorandum of understanding)?

²⁷ For details, see European Migration Network, 2011, *Satisfying Labour Demand through Migration*, pages 93–95. Available from: <http://goo.gl/d3YQSi> (accessed 15 July 2014).

other thematic categories. A third of these merge the provision of straight content information with skill development, while the rest blend information provision with skill development and either a job matching or recognition of foreign credentials element. A smaller number integrate information dissemination with just job matching and even fewer with skills recognition only.

Two underlying assumptions are considered in the thematic chapters in relation to information provision and/or orientation. First, potential migrants need information long before their actual migration to assist them in their decision-making and planning (Shoham and Strauss, 2008). Second, “migration does not usually begin and end with one choice [...] – it involves a sequence of decisions” (Goldin, Cameron and Balarajan, 2011:98). These points emphasize the ongoing nature of the decision-making process and the need for a constant flow of information at various intervals along the migration continuum in order to help potential migrants make a well-informed decision.

Nevertheless, many studies reveal that migrants still prefer to resort to private networks and informal channels for information on migration. Surveys from Asia, South Caucasus, North Africa, New Zealand, and Poland indicate that most migrants rely on friends and family members for information when migrating and/or looking for and acquiring jobs abroad (see Chapter 4.1). This, together with the continuous, sequential nature of the decision-making process, could call for an expansion and improvement of the currently existing types of information campaigns. There is also evidence, however, that migrants do turn to official sources as well, as seen in the Philippines, which highlights the importance of credible, legitimate and preferably free-of-charge sources of information.

Pre-departure information and orientation service providers and donors are more likely to be governmental institutions or international organizations. However, private sector organizations and NGOs are also involved in different set-ups with mixed results.

Among the bulk of measures reviewed in the information and/or orientation thematic category, service provision and funding is more likely to be associated with state-related agencies or international organizations. Given that admission and stay on a state territory is a government's privilege it is understandable that governments seek to provide accurate information to potential and travel-ready migrants. In the country of origin, state institutions are also concerned with their

citizens' welfare and seek to protect their rights when migrating by informing them about legal migration and the risks of irregular migration.

Not-for-profit organizations participate mainly as partners or referral organizations in the implementation phase, acting as service providers when the lead institution is a non-governmental MRC (Chapter 5). The inventory also features a handful of private organizations taking on either a donor role and/or one of service delivery. Given the relative difficulty in accessing information on the range and content of practices provided by private actors for the purposes of this study, it may be that additional research is needed to assess their role more closely.

A noteworthy example comes from the Philippines, a country with a long tradition in pre-departure information and orientation measures. The pre-departure orientation seminar, (PDOS), in place since 1983, is delivered by Overseas Workers Welfare Administration (OWWA), a specialized state agency of the Department of Labor and Employment, together with the Philippine Overseas Employment Administration and 260 accredited private sector and NGO providers. This multiactor approach is viewed as beneficial in that it secures broader outreach and participation. Similarly, in Nepal, implementation of pre-departure orientation is carried out exclusively by licensed recruitment agencies. In both Nepal and the Philippines civil society representatives have raised caveats vis-à-vis the role of private organizations acting as service providers and advocates of human rights in addition to their pursuit of commercial purposes (Asis and Ranneveig-Agunias, 2012).

IOM's extensive experience in migrant training, particularly via lessons learnt through delivery of global cultural orientation programmes in a resettlement context, provides ample evidence for potential replication with examples that serve as promising practices. These include the use of bi-cultural trainers, a learner-centred and participatory approach, and community consultations and impact evaluation seminars with the many stakeholders involved. Likewise, IOM's experience and *modus operandi* when dealing with private companies and international recruitment processes provides additional lessons that can be utilized at the pre-departure stage. It might be useful to compare such undertakings with those of international recruitment companies, to learn about similarities and differences and how these impact a migrant's integration prospects. This might be the object of a future study. Furthermore, the organization's funding and implementation of MRCs, and the lessons thereby learned (see below and Chapter 5), position it as a leader in pre-departure support assistance.

Country of destination institutions play an active role – both in the country of origin and at home.

Diplomatic representations, cultural institutes, development agencies or public employment offices act as information hubs and/or cultural orientation providers in countries of origin. The Austrian Embassies in Ankara and Serbia host Integration Representatives who inform migrants about living and working in Austria (Chapter 4.1 case study). The German International Development Agency (GIZ) carries out several recruitment/job-matching projects that include extensive information and cultural and professional orientation elements. The Swedish Public Employment Service has conducted work in the Republic of Moldova since 2011 and has focused on consolidating the migration management capabilities of the Moldovan Government.

At the same time, the study identified numerous practices carried out in the countries of destination that offer information which feeds into the pre-departure decision-making process. These may be designed as forms of pre-departure assistance, for example, free hotline or online counselling (such as the online portal *jmd4you*, led by the German Youth Migration Services). Alternatively, they are created as welcome or orientation guides for newly arrived immigrants that can have a spill-over effect for aspiring migrants who are still in the country of origin (see for example, the *Starterskit Migrating to Flanders* (Chapter 4.1)), or they may frequently take the form of web-based information portals (for instance, *Infopankki* and *one-stop portal for Finnish public sector online services for citizens*,²⁸ *Make it in Germany* and *Willkommen in Deutschland*, or *Work in Sweden*). Institutions offering such services vary from immigration authorities to ministries of labour, employment agencies, NGOs and city authorities.

In some cases, private companies recruiting from abroad carry out their own pre-departure programmes, such as the Swedish berry-picking company Polarica, which hired an ombudsman with similar cultural background to that of migrant workers to ensure recruited migrants receive correct information while still in Thailand prior to their departure for Sweden.

²⁸ For further information, see http://www.suomi.fi/suomifi/english/general/about_suomifi/index.html.

It is useful to distinguish between services offered to travel-ready and potential migrants.

IOM distinguishes between those who are still in their decision-making process about migrating and those who have already completed their admission requirements or have received their job offer/contract and are ready to move abroad. This is an important distinction as it enables service providers to tailor their services according to where the migrant stands along the decision-making process.

Regarding the former category, which includes potential or aspiring migrants, the practices reviewed tend to choose one of two options. On the one hand, there are those programmes that target *all* potential migrants (BAMF's *Welcome to Germany – Information for Immigrants* brochure, the *Starterskit Migrating to Flanders* and *Welcome to Finland* brochure of the Ministry of Employment and Economy are just a few examples). On the other hand, there are programmes that focus on all potential migrants from a given sector such as temporary agricultural workers (Polarica's Thai berry-pickers), highly skilled migrant workers (see the projects implemented by Germany's International Development Agency) and students (the Pre-departure Orientation Seminar run by the Ministry of Labor and Social Welfare in UNSC resolution 1244-administered Kosovo).

Concerning travel-ready migrants, these vary from family members of migrants already in countries of origin to pre-selected migrant workers. With regard to family migrants, there is again a catchall approach (see the pre-departure requirements introduced by many EU Member States after the transposition of the EU Family Reunification Directive)²⁹ and/or a more specific approach to a region and/or country of destination (the *E-BOSLA* project specifically targeted Moroccans from the Chaouia-Ouargla region who received a positive family reunification decision and were bound for Italy).³⁰ The Philippines stands out in this regard, with specific, mandatory, pre-departure orientation programmes tailored to different categories of migrants. Children of migrants, aged 13 to 19, are required to attend a Peer Counseling Program, a one-day event aimed at facilitating the children's adjustment to a new environment. Filipinos going abroad as fiancé(s)/spouses/partners of foreign nationals, or former Filipinos, must

²⁹ Each applying exemptions to certain groups, see Chapter 3.

³⁰ *Bénéficiaire de l'Orientation aux Services pour l'Intégration à travers l'E-learning* project (Benefit from the Orientation to Integration Services through E-Learning). See Chapter 4.1.

attend the Guidance and Counseling Program. Temporary workers participate in the PDOS conducted by OWWA, and migrant household service workers attend the Comprehensive Pre-Departure Education Program.

Deemed as a “one-stop-shop” for information and referral services for migrants, MRCs offer a neutral space for potential and actual migrants to acquire a variety of information about the migration process. Chapter 5 details numerous practices but it is worth noting the role of MRCs in extending information to hard-to-reach people including those in remote areas.

Fostering integration as a clear objective is more common in programmes that provide a mix of services.

The reviewed practices reveal that there are a variety of goals stated by service providers, ranging from provision of basic information about the country of destination,³¹ to promotion of safe and orderly migration.³² Other practices aim to give migrants guidance for their first few months in the country of destination.³³ Cultural orientation programmes are more likely to be associated with integration goals as with, for example, the Norwegian Cultural Orientation Programme (NORCO), that aims to facilitate integration of refugees into Norwegian society by empowering them to cope with their immediate needs on arrival and enhancing their ability to become self-sufficient sooner.

Service delivery is more effective when dissemination of information materials is combined with group and/or individual orientation.

There are abundant examples of practices that focus on information sharing through print and online materials, such as brochures, guides or specialized websites. Information providers recognize the importance of the Internet as a dissemination tool and all measures in the pre-departure information and orientation thematic category reviewed for this study have a website to either publicize their content and/or to engage beneficiaries. In some situations, this is

³¹ The Pre-departure Orientation Seminar held by the Ministry of Labour and Welfare in Kosovo/UNSC 1244.

³² Regional programme and dialogue on facilitating safe and legal migration from South Asia to EU project; the 'informational support' offered by the public employment service in Una Sana Canton, Bosnia and Herzegovina and the migrant information or resource centres in the Western Balkans region, and so on.

³³ Welcome to Germany brochure; Pre-departure orientation offered by IOM to Mauritians going to Italy and Canada; Welcome to Finland brochure of the Finish Ministry of Employment and the Economy.

the only means available to disseminate information and is particularly relevant for measures originating in the country of destination (such as the *Work in Sweden* website³⁴ and *New to Norway* website³⁵). The common denominator of these practices is that they target aspiring migrants.

Individual face-to-face counselling and group seminars for potential migrants are often offered within clearly defined structures, such as MRCs. In this case, potential migrants can also benefit from more tailored assistance, given the lower numbers and opportunity for one-on-one counselling. This delivery methodology, however, is more often used in the case of travel-ready migrants. Within the framework of the Pre-Departure Orientation for labour migrants bound for Canada from Mauritius, Colombia, Honduras, and El Salvador, IOM conducts face-to-face sessions for a maximum of 40 people, but ideally their number does not exceed 20 persons per session.

One of the more effective approaches has been the use of so-called cross-cultural or bi-cultural facilitators, that is, persons of similar cultural and linguistic background as the potential migrants, who also have relevant living and working experience in the country of destination. Trainers with similar ethnic and immigrant/refugee backgrounds as their clients, who also speak the same language as the migrants, facilitate a trusting and open atmosphere during the pre-departure seminar. This not only fosters greater connection between trainer and participant, but also increases the credibility of the trainer. Such approaches are adopted by state institutions (see Austria's Integration Representative in the country's embassy in Ankara, Chapter 4.1), private companies (Polarica's Thai Ombudsman), and international organizations (IOM's cultural orientation programmes). This approach is highly relevant for developing appropriate programmes both for travel-ready migrants and aspiring migrants.

2.3 Key trends among pre-departure measures that focus on migrant skill development

Most pre-departure professional and vocational skill development programmes are placed within public and private foreign labour recruitment programmes.

Several EU policy documents discuss the need for a skilled workforce that is fundamental to ensuring long-term regional competitiveness and growth.³⁶

³⁴ See <http://work.sweden.se>.

³⁵ See <http://www.nyinorge.no/en/>.

³⁶ For details, see <http://ec.europa.eu/social/main.jsp?catId=958&langId=en>

Migration is seen as an important source of skilled workers and the EU institutions have suggested many ways to tap into this potential. At the pre-departure stage, the renewed European Agenda for the Integration of Third-Country Nationals (2011) emphasizes language tuition or vocational training as activities to reinforce migrants' skills and eventual integration.

While almost half of the practices identified in this study contain a migrant skill development component, those that focus strictly on migrant skill development represent only about 10 per cent of the sample compiled for this study. It is more common for a practice to combine skill development with another type of service, such as provision of information and orientation and/or job matching. Finally, a few practices combine migrant skill training with information sharing and credential assessment and recognition.

The development of professional skills is central to recruitment schemes and is usually sector-specific and linked to language training and soft skills development. Another common feature is that such training seems to be rather project-based among the pre-departure measures examined in this thematic category.

Destination countries are increasingly seeking ways to ensure migrants have basic language competency before arrival.

Language training is one of the most important pre-departure skill development measures, given how crucial language competences are to the successful integration process. In addition, compulsory language tests are being introduced in some EU Member States as preconditions for migrants applying for family reunification. Some EU countries have introduced various support structures to enhance language learning for such migrants. Among the practices reviewed, some place the onus on the migrant to comply with the requirements, offering only materials for study purposes. The Austrian Integration Fund runs the *Mein Sprachportal*, an online platform that facilitates self-guided language learning. In the Netherlands, the focus is also on self-study, with *Naar Nederland* (To the Netherlands) as the official self-study package that enables migrants to prepare for the Basic Civic Integration Examination Abroad.³⁷ Likewise, under the framework of the Employment Permit System, the Republic of Korea provides the *Korean Language Test* study pack on its website, while the test itself is administered by the country of origin.

³⁷See <http://www.government.nl/issues/integration/integration-procedure-abroad>.

Other EU Member States offer traditional language course support, although the migrant may be expected to shoulder the cost of the classes. There is a further distinction in this category: those that are continuous (because they are state-mandated and/or have a reliable source of funding) and those that are project-based (which may involve public funding). In Germany, the Goethe Institute and its centres around the world have been the main points of contact for anyone wishing to prepare for a brief or longer stay in Germany. This role consists of providing so-called pre-integrative language training in the country of origin (see case study at the end of Chapter 4.2). The Institute also partakes in recruitment projects, preparing travel-ready migrants for employment in Germany. In these situations, the Institute carries out intensive, months-long, pre-departure German courses, with general language training and job-specific language (for example, *Training nurses from Viet Nam to become geriatric nurses in Germany* project).³⁸ In Italy, following public tenders, several Italian entities were selected and funded (through the European Integration Fund, national allocation) including a number of NGOs, private agencies that included recruitment companies such as Adecco, and regional public authorities (Provincia Avellino). These bodies conducted pre-departure language training in Albania, Ecuador, India, Republic of Moldova, Morocco, Peru and Ukraine.

Italy's project *International Labour Mobility* is managed by the Italian Ministry of Labour and Social Policies and implemented by Italia Lavoro, a state-owned agency, supported by IOM offices in countries of origin. In general, IOM works on a project basis, which includes conducting a variety of language training programmes for migrant workers and resettling refugees upon the request of EU Member States. IOM provides immigrants with language skills that enable them to cope independently with their most immediate needs in their country of destination. Often, the English as a Second Language classes that IOM offers to refugees bound for the United States are linked with cultural orientation and serve to supplement orientation topics with practical language skills that facilitate new arrivals' integration. The not-for-profit social enterprise Learning Unlimited, in the United Kingdom, with their NGO partner in Bangladesh, UKBET, implemented the *Preparing for life in the UK* strand of the *Welcome to the UK* project, as well as the current *Teaching and Learning English* project, with EU funding.

³⁸ See <http://www.giz.de/en/worldwide/18715.html>.

Soft skills/life skills are instrumental for integration irrespective of migrant category.

Alongside formal training, and language learning, soft skills are deemed equally important in the process of preparing migrants for their new life. There are substantial findings from pre-departure programmes with resettling migrants that link soft skills with effective coping mechanisms upon arrival, leading to more efficient use of community. Skill training is also combined with information dissemination events, where migrants and integration services. Soft skills are also deemed complementary to technical and professional qualifications as they might help in translating proficiency into economic output (Collett and Zuleeg, 2009). Furthermore, in certain occupations, such as personal services and marketing, soft skills are critical for business success.

Soft skills are often nested under broader skills development schemes and, despite their importance, many skill development practices seem remiss in this regard. Nevertheless, there are some promising practices; the Goethe Institute includes a strong soft skills component in its language training approach, regardless of the immigration context. This includes social and psychological support to cope with learning, personal and family problems, and life changes associated with moving to Germany, including intercultural issues and key stages in the integration process. Likewise, Learning Unlimited – mentioned above – builds the life skills necessary for integration in the United Kingdom through their language-learning programme. Life skills are integral to the pre-departure orientation initiatives financed by Citizenship and Immigration Canada as well as part of the cultural orientation trainings delivered for resettling refugees.

Various delivery methods are used to promote migrant skills development, including face-to-face and web-based support for individuals or groups.

Unlike pre-departure information and/or orientation measures, those reviewed within the migrant skill development category have a clearly defined target group and are mainly associated with specific job skills/occupations (for example, GIZ, ZAV and Goethe Institute developing the language skills of geriatric nurses from Viet Nam) or specific migrant groups, such as family members (Bangladeshi spouses, fiancés or family members joining settled partners or family in the United Kingdom). In the latter example, there is also a specific geographic area within the country of origin – Sylhet district in Bangladesh – as was visible in other cases (Moroccans from the Chaouia-Ouardiga region, E-Bosla project).

Some practices place more emphasis on self-study and usually provide learning materials through online means. In the Netherlands, private companies offer paid tutoring online for those who have to pass the integration examination. Others offer both personalized training and online support. Goethe Institute's pedagogical approach combines support for individual and group learning. Trainers employ drama/role play to rehearse every-day situations in Germany, from visiting the doctor to getting to know your neighbours family members learn about intercultural issues, arrival in Germany, setting expectations, and so on.

IOM's approach is learner-centred, where participants are encouraged to be engaged and involved in interactive learning events, including working in groups, simulations, and role plays. Language courses are designed to complement the orientation topics, by offering functional and practical communication goals rather than instruction as an academic exercise.

In some cases reviewed by this study, slow learners receive additional support including extra classes, more attention during classes of mixed groups, assistance and help with assignments, and extra literacy classes to develop reading and writing skills. Goethe Institute employs such methods in its language training modules and the E-Bosla project, between Morocco and Italy, assigned additional time to those who had no or little education during the Italian language and cultural orientation courses. This additional support can be difficult to achieve where learning is done online or by means of self-learning. To alleviate such challenges, the *Naar Nederland* package is available in 18 languages with an e-learning platform that can be accessed by those who cannot read or those used to reading in a language not written in the Latin alphabet, regardless of their prior education.

2.4 Key trends among pre-departure measures that focus on job matching

Pre-departure job matching is mainly driven by institutions of destination countries.

In countries of destination, governmental agencies oversee foreign recruitment, whereas private sector entities and, sometimes, even civil society organizations are involved in actual job matching. The government agencies are usually the Ministry of Labour (or its equivalent) and/or a specialized agency subordinated to

the ministry (for example, the Danish Agency for Labour Market and Recruitment, Italia Lavoro, or Germany's Federal Employment Agency and its specific service on international recruitment, ZAV). These work in partnership with public or private institutions in the countries of origin (such as the Department of Labour and Employment in the Philippines) or rely on their own representation for implementation (be it a branch of the managing institution, such as Colleges and Institutes Canada within the framework of the CIIP project, or a delegated organization such as IOM delivering COA on behalf of Citizenship and Immigration Canada).

Countries of origin can play a role in regulating labour recruitment from their countries by engaging as partners in pre-departure job matching measures. The Philippine Overseas Employment Administration (POEA) is the government's body that manages the migration of Filipino workers overseas.³⁹ As an agency attached to the Department of Labor and Employment, the POEA has four operating offices and a support group that deliver services for the recruitment and deployment of Filipino workers. Over the years, the Philippines has deployed millions of Filipino workers in 190 destinations in various professional fields.⁴⁰

This study observed two types of approaches to pre-departure job matching. One led by state institutions as part of their immigration policy (see, for example, the pre-departure orientation programmes to Canada) and one that is project-based and led by various actors. There are multiple such examples in this category, but the common characteristic of most is that they involve one country of origin. Initiatives involving more than one origin country are usually more complex multi-actor actions, such as the *Sustainable Recruitment of Nursing Staff from China* project, initiated by the Association of Employers in Social and Health and Elderly Care (AGVP), ZAV, and the China International Contractors Association (CHINCA). Amongst others, the initiative receives support from the Goethe Institute China, as well as the Shandong International Nurse Training Center Weihai (China). Management of the project is undertaken by AGVP and CareFlex Recruiting Experts, a recruitment company belonging to the Evangelische Stiftung Alsterdorf (Protestant Charity Foundation) in Hamburg.

³⁹ For details, see <http://www.poea.gov.ph/about/hiring.htm>.

⁴⁰ Between 2006 and 2010, total deployment from the Philippines (both land- and sea-based workers) totalled 6,269,615, of which 4,789,377 were land-based workers (Asis and Ranneveig-Agunias, 2012).

Given that job-matching support has to reflect sector and job-specific needs, such measures typically have a clearly defined target group, for example, GIZ, ZAV and Goethe Institute working to recruit and build the language skills of geriatric nurses in Viet Nam. These measures can also be shaped around the specific job-finding training needs of particular categories of migrants, such as Bangladeshi spouses, fiancés or family members joining settled partners or family in the United Kingdom, in the case of the Learning Unlimited project.

Several countries have introduced online databases of vacancies to promote pre-departure job-matching.

Several countries have created online platforms for pre-departure job matching. There is a notable difference between platforms hosted and managed in countries of origin and those in countries of destination. Examples from countries of destination include the government of the province of Quebec which offers the opportunity to selected permanent workers to start their job search via the Online Placement – International Stream platform. In Europe, the *Workindenmark.dk* is an online job bank, where migrant job seekers can find currently available jobs in Denmark within all industries. Similar to the Danish initiative, the platform *Workinnorway.no* is a multi-organization collaboration between the Norwegian Labour and Welfare Administration, the Norwegian Tax Administration, the Directorate of Immigration, the Labour Inspection Authority and the Police. The common feature of these practices is that such platforms are hosted, maintained and updated strictly by institutions based in countries of destination.

In countries of origin, the platforms are set up in support of bilateral cooperation between countries of origin and destination. A notable case is the IMIS project in Egypt, an online database where Egyptian job-seekers can upload their curricula vitae and Italian employers can post their job vacancies. Another example, which involves Italy as the country of destination and Tunisia as the country of origin, is FLEXI, an online job matching platform that was also utilized as part of the *Rapprochement des systèmes pour une gestion partagée de la migration* project. It is also worth mentioning the Umbrella Information Support System for Employment Services (ULISSES Platform),⁴¹ in Armenia. This platform aims to enable matching of labour demand in EU Member States and labour supply in Armenia by facilitating credible information exchange between job-seekers and employers via

⁴¹ See <https://www.platform.ulisses.am/eng/> (accessed 1 November 2014).

professional agencies and ensuring confidence in the circular labour migration process among private businesses, public institutions and societies at large, while substantially reducing transaction costs.⁴²

A somewhat stand-apart job matching methodology that is similar to the use of bi-cultural trainers is present in a GIZ project. In order to support professional recruitment for the *Make it in Germany* initiative, GIZ deployed advisors in India, Indonesia and Viet Nam. These advisors aim to provide services that offer MINT professionals (mathematics, information technology, natural sciences and technology) local support as they prepare for their move to Germany. The advisors originate from the respective countries but have previously spent time studying or working in Germany. They are therefore able draw on a wealth of knowledge and experience, gained from living in both country of origin and Germany, as they carry out their work.

2.5 Key trends among pre-departure measures that focus on recognition of skills and qualifications

Recognition of migrants' competences and qualifications at the pre-departure stage could prevent countries of destination from incurring substantial costs.

Multiple barriers exist to the recognition of migrants' competences and qualifications in the country of destination leading to over-qualification, underemployment, unemployment, under-skilling, and brain waste among migrants. Research findings suggest that failure to recognize immigrants' qualifications has resulted in an annual earning deficit of about 2 billion Canadian dollars for Canada (Schuster et al., 2013).

On the other hand, evidence from Australia shows that pre-departure screening of credentials may considerably improve the likelihood of being employed within six months of admission into the country, especially for nationals of developing countries (Schuster et al., 2013). Specifically, since Australia introduced mandatory

⁴² For further details see <https://www.platform.ulisses.am/eng/news/82/umbrella-information-support-system-for-employment-services-ulisses-platform.html>, as well as Chapter 4.3 below.

⁴³ That is, mandatory pre-migration English language assessment (with defined threshold standards required for speaking, listening, reading and writing); allocation of bonus points for migrants qualified in high-demand fields; and immediate eligibility for international students to apply for skilled migration.

pre-departure assessment of credentials, as well as other measures, migrants' early employment outcomes have improved substantially. However, as this measure was coupled with other measures,⁴³ such as mandatory pre-migration English language assessment and allocation of bonus points for migrants qualified in high-demand fields, it is not possible to attribute this outcome to pre-departure credentials assessment only. Secondary sources report that in 2001 the migrant employment rate rose from 31 per cent to 79 per cent for Eastern Europeans, and from 45 per cent to 61 per cent for migrants from China. In Canada, CIIP participants reported that the information received at the pre-departure stage was very useful in securing recognition of their qualifications. Evidence from the Triple Win project (see Chapter 4.3) indicates that completion of the recognition process brings about a wage increase for migrants and opens doors to new career paths.

Only a quarter of the pre-departure support measures identified by this study deal with the recognition of credentials. The majority seek to inform migrants about requirements and procedures related to both pre-departure and post-arrival, and thus facilitate their access to jobs commensurate to their skills. Although many EU Member States have bilateral agreements on recognition of educational credentials with third countries, only a few have concluded such instruments on professional qualifications. Furthermore, only two Member States have admitted any role for third countries in facilitating the recognition of their qualifications and this is mostly linked only to information exchange. Denmark and Germany allow migrants to begin and complete their recognition of qualifications while still in their country of origin, whereas several other EU Member States allow assessment and/or validation of qualifications at the pre-departure stage (see case study from Austria in Chapter 4.4).

Current pre-departure measures on recognition of credentials are driven by destination country state institutions.

The National Academic Recognition Information Centres (NARIC), an initiative of the European Commission created in 1984, and the European Network of National Information Centres on academic recognition and mobility (ENIC), established by

⁴³ That is, mandatory pre-migration English language assessment (with defined threshold standards required for speaking, listening, reading and writing); allocation of bonus points for migrants qualified in high-demand fields; and immediate eligibility for international students to apply for skilled migration.

the Council of Europe and UNESCO, constitute main sources of information for members on recognition of qualifications. EU Member States use these networks to engage with countries of origin and the presence of a NARIC or ENIC centre has a high potential to facilitate accurate information provision at the pre-departure stage.⁴⁴

Australia and Canada provide good examples of established policies and clear institutions that perform pre-departure screening of credentials. Although Australia has made the pre-migration screening of credentials compulsory since 1999, there is no single authority which assesses or recognizes all foreign qualifications. The Australian Department of Immigration and Citizenship (DIAC) has delocalized pre-migration screening to 27 approved regulatory and professional bodies, many operating at the sub-national level with government oversight, and employers having no direct input.

The Federal Government of Germany's Recognition Act⁴⁵ entered into force in 2012 and is considered a major breakthrough. Among other stipulations, the law introduces the possibility of prospective labour migrants having their foreign qualifications assessed prior to arrival in the country. However, access to the recognition procedure is only available from abroad if the intention to exercise the relevant profession in Germany shows credibility (for example, by an on-going visa application for employment) (Bosswick, 2013 in Schuster et al., 2013). In Denmark, qualifications from outside the country can be assessed and recognized both for education and training purposes and for general employment.⁴⁶ The procedure can be completed in the country of origin as the application is submitted by regular mail. A maximum processing time for pre-departure assessment for the issuance of job-seeker and student visas is set at 30 days for uncomplicated cases (Schuster et al., 2013). Assessment data for 2011 record an average processing time of 33.4 days, with 89 per cent of the assessments completed in less than two months (Larsen, 2012).

While it is understood that institutions of destination countries have exclusive privileges over the certification of skills and qualifications, the roles of institutions

⁴⁴ For country-specific information, see <http://www.enic-naric.net/welcome-to-the-enic-naric-website.aspx>.

⁴⁵ Act to improve the assessment and recognition of foreign professional qualifications. See http://www.anerkennung-in-deutschland.de/html/de/anerkennungsgesetz_des_bundes.php.

⁴⁶ See <http://ufm.dk/en/education-and-institutions/recognition-and-transparency/recognition-guide> for further details.

of countries of origin cannot be overlooked. Contributions at the pre-departure stage include the provision of information on the recognition of credentials in the respective country of origin, whereas the long-term goal should be to conclude strategic agreements on the harmonization of educational.

Various methodologies are used when delivering services related to the recognition of skills and qualifications

In Australia VETASSESS delivers recognized Australian credentials through short courses for trade-qualified migrants in various countries of origin⁴⁷ to ensure the migrants arrive with full recognition for employment (Schuster et al., 2013). Sometimes e-sources are utilized, such as the online platform *Assess it Now*,⁴⁸ for testing required knowledge and to facilitate pre-migration qualifications screening of skilled migrants in regulated fields.

Canadian CIIP, COA and AEIP pre-departure programmes utilize a variety of approaches, including group orientation sessions, individual counselling or case management, and the preparation of a personalized settlement plan with referrals to partner organizations in the country of destination.

Denmark and Norway resort to online platforms to convey information about recognition of qualifications and competences; this enables the possibility of contacting workers for additional information. Likewise, Germany uses e-services and a hotline to distribute information and link migrants with the relevant institutions dealing with their specific competences (see case study in Chapter 4.4). In a similar vein, the NARIC offices employ various e-solutions to facilitate recognition of academic credentials, such as the Recognition Information Application System (see case study in Chapter 4.4).

The *Advisory services to support the Make it in Germany welcome portal* project uses two advisors in each of three project locations – India, Indonesia and Viet Nam – to access potential migrants.⁴⁹ The advisors possess thorough competence in the recognition of academic and vocational degrees in Germany. They are able

⁴⁷ VETASSESS has representation in over 20 countries (including Canada, Chile, China, Ethiopia, India, Indonesia, the Philippines, South Africa, Sri Lanka, the United Kingdom and the United States of America).

⁴⁸ See <https://www.assessitnow.com/>.

⁴⁹ For details, see <https://www.giz.de/en/worldwide/14154.html>.

to take advantage of the established network structures of German institutions abroad to organize events such as job fairs to disseminate information and offer assistance and training during the process of recognition of foreign credentials.

2.6 Key trends in monitoring and evaluation of pre-departure measures

Monitoring and evaluation of pre-departure integration measures are rarely conducted beyond immediate results.

Monitoring and evaluation mechanisms, where they exist, are mostly limited to the duration of the measure or its immediate aftermath. For example, it is challenging to measure the impact of pre-departure information brochures and their content on a potential migrant. In general, the demand for such materials is utilized as a proxy for such assessments. Furthermore, after information services are provided to potential migrants, only in rare instances do implementing institutions have information on whether the migration actually took place and the relevance of services provided. However, in the framework of the MIDWEB project, MRCs in the Western Balkans have logged clients' contact details and carried out feedback sessions a few months after service delivery. This was done through a client feedback questionnaire and as many as 315 respondents answered (compared to 7,883 clients seen by the MRCs during the project implementation—see Chapter 5).

Evidence indicates that the impact of pre-departure information and orientation measures is stronger in those cases where information dissemination and/or orientation is linked to other pre-departure support measures, including job matching or skills development. See Chapter 4.3 for several examples and two detailed case studies.

The findings from evaluations of pre-departure orientation programmes for resettling refugees suggest that these sessions have successfully fostered more realistic expectations.

Concerning skills development, there is some evidence about the beneficial impact of skill development training but more monitoring and evaluation is required. There is no doubt that an ability to master a language or a professional skill can contribute to successful integration. Evaluation results show some

satisfaction on the part of beneficiaries vis-à-vis the training received and its immediate use upon arrival (see Chapter 4.2.5). However, many of the practices reviewed are still on-going and it is too early to measure their impact on integration. One aspect that was missing in the practice design, with the notable exception of Goethe Institute's approach (see next point below), was a concern for skill retention after the pre-departure skill training and the transition to, and arrival in, the country of destination. This is especially striking when it comes to language training. Furthermore, financial, time and psychological (pressure to integrate) factors might impede an efficient skill development.

Among the pre-departure job matching practices reviewed, several initiatives reported only quantitative outcomes, that is, the number of persons recruited (see Chapter 4.3.5). In certain situations, such as for the online job matching portals, such information even as this is not readily available.

Pre-departure and post-arrival service provision works best when linked and coordinated.

Overall, the study uncovered several mechanisms that aim to better connect the pre-departure and post-arrival phases of integration support provision.

For some pre-departure information and orientation measures, coordination mechanisms are written in formal agreements (such as the trilateral agreement between IOM, the Canadian employers and Mauritius). This approach can help avoid ambiguity and clarify the roles and responsibilities of those involved.

To ensure a smooth transition between pre-arrival and in-Canada services, AEIP uses a case-management approach and maintains monthly contact with clients and service providers by phone, and/or email. This entails providing one-on-one counselling to clients with a needs assessment and the development of an integration plan. This is similar to CIIP's *My Action Plan* (see case study in Chapter 4.3).

Well-designed pre-departure measures for migrant skills development, by their nature, include a strong coordination component. A project by the Goethe Institute aims to optimize the transition between pre-integrative language-learning and orientation courses abroad and initial language teaching after arrival in Germany. An evaluation study⁵⁰ by the Institute showed some challenges to the

⁵⁰ http://www.goethe.de/lhr/prj/daz/pro/Goethe-Institut_Evaluierungsbroschuere-Uebergangsmanagement.pdf.

effectiveness of this approach, as immigrants who have already passed the pre-departure language requirement for a visa in their native country need to wait a considerable time before gaining access to German language courses post-arrival. In addition, there is a general lack of study, exercise and information material designed for this target group to enable them to continue independent study during the transition period. By the time immigrants join the integration course in Germany, their language skills have often declined. In order to improve the link between pre-departure and post-arrival activities, and alleviate this challenge, the Goethe Institute created an online portal – *My path to Germany*⁵¹ – in a bid to improve and consolidate the language and orientation skills already acquired through pre-integration studies.

Another example comes from the CIIP project, which includes the provision of direct referrals to Focal Point Partners (FPPs) such as colleges and immigrant-serving organizations in the province where the client intends to settle. Clients can therefore establish contact with advisors in Canada and begin settlement, credential evaluation and job-search processes before leaving their home country. A second option involves offering eligible clients additional online services delivered by Canadian “platform” partner organizations.

GlZ's Triple Win project (see case study in Chapter 4.3) offers a similar approach to that employed in the Norwegian Cultural Orientation programme, by involving future employers in a one-day seminar to prepare for the arrival of their new staff, with the aim of agreeing an integration timeline after arrival. At the same time, GlZ further assists migrants upon arrival, for instance, by identifying further language courses.

Resettlement cultural orientation programmes offer many lessons in this respect. In the framework of IOM's Norwegian Cultural Orientation, information seminars are held in the municipalities that will host refugees and are delivered by the same persons who facilitate the pre-departure orientation to refugees before arrival. IOM provides information on new refugee populations to various receiving countries, including Canada, the United States and Australia, by preparing detailed cultural and health profiles. In addition, annual conferences are held in Australia that bring together offshore and onshore service providers in an effort to raise awareness of the potential integration challenges for new arrivals.

⁵¹ See <http://www.goethe.de/lrn/prj/wnd/enindex.htm>.

IOM has carried out a number of needs assessments for Canada (CIC) on specific refugee groups, including the Karen and Bhutanese; these involved extensive questionnaires that sought out information that settlement providers could use to better prepare for the refugees' arrival. Citizenship and Immigration Canada has also funded the visit of 14 COA facilitators to Canada, enabling them to meet with Canadian service providers and to deliver presentations on the overseas training conducted by IOM. These trips provided COA trainers with the opportunity to escort humanitarian migrants to Canada and follow them through many post-arrival steps, including reception formalities, initial accommodation, and other services. They also created an opportunity for service providers to learn about the practices conducted abroad (IOM, 2010).

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Chapter 3: Frameworks underpinning the design and implementation of pre-departure integration support measures

This chapter provides an overview of the governing frameworks related to pre-departure integration support measures, beginning with a summary of the EU policy context and instruments. Next, the national legislative frameworks of both countries of origin and destination are discussed. The chapter concludes by looking at bilateral and multilateral agreements, other international instruments such as recruitment codes, and non-binding frameworks such as the regional consultative processes.

The legal/policy framework under which a pre-departure measure is designed and implemented is important for several reasons. When various practices concerning pre-departure integration are discussed in this study, it is implicit that successful practices have been designed and implemented to underpin open and legal immigration avenues for various categories of migrants. Moreover, a good practice would be embedded in the overall immigrant integration policy. Destination country migration governance can also incentivise the development of pre-departure measures to fulfil the specific immigrant admission criteria. Furthermore, bilateral and multilateral cooperation frameworks support more structured and sustainable cooperation between countries of destination and origin and/or other parties. Finally, migration governance frameworks in the countries of origin may include pre-departure measures to underpin policies aimed at protecting migrant rights and promoting brain circulation as well as the possible return of nationals from abroad.

3.1 EU policy framework and instruments

Pre-departure measures are referenced in a range of EU migration instruments: both those referring to the internal or home affairs dimension of EU immigration policy, and those comprising its external dimension of cooperation with third countries on migration and asylum.

Internal dimension

The Lisbon Treaty, which entered into force in December 2009, introduced a legal basis for the EU to encourage Member States to promote the integration of third-

country nationals residing legally in their territories (Article 79(4) Treaty on the Functioning of the EU). While the EU does not derive from this stipulation a competence to harmonize Member States' legislation on integration, the EU institutions did promote the development of pre-departure integration measures through the European Integration Fund (Carrera, 2009) (Groenendijk, 2011).

While the European Union has been adopting legally binding common rules on immigration for more than a decade, the EU policy language on integration in general and pre-departure measures in particular derive predominantly from nonbinding policy documents. However, certain binding EU migration rules contain implicit pre-departure and integration-related provisions such as the EU Directive on the Right to Family Reunification.⁵² Article 7.2 stipulates that “Member States may require third-country nationals to comply with integration measures, in accordance with national law”. Carrera and Wiesbrock (2009) interpreted this as leeway for the Member States to apply integration measures to non-refugee⁵³ third-country nationals before they have been granted family reunification and while they are still abroad in their country of origin. Certain Member States have introduced such pre-departure requirements for migrants' spouses, and the Netherlands, Germany, France, Austria, and the United Kingdom have also offered various pre-departure support measures to help family reunification applicants meet the integration requirements on admission.

The European Commission, in its 2008 report on the implementation of the Family Reunification Directive, pointed out that the objective of such measures is to facilitate the integration of family members. Such measures are only acceptable under the Directive if they serve this purpose and when they respect the principle of proportionality. Their admissibility can be questioned on the basis of the accessibility of such courses or tests, how they are designed and/or organized (test materials, fees, venue, and so on) and whether such measures or their impact serve purposes other than integration (such as high fees excluding low-income families) (European Commission, 2008). This view was upheld and nuanced in the Commission's recent guidance for the application of the Family Reunification Directive. In particular, the Commission has unequivocally stated that “Member States should provide the necessary integration measures for family members to

⁵² Council Directive 2003/86/EC of 22 September 2003 on the right to family reunification, OJ L 251/12, 3 October 2003.

⁵³ For refugees or their family members, the integration measures referred to in article 7.2 may only be applied once the persons concerned have been granted family reunification.

learn about their new country of residence and acquire language skills that can facilitate the integration process” (European Commission, 2014). Furthermore, the Commission appreciates that language and integration courses should be offered in an accessible way (available in several locations), be free or at least affordable, and tailored to individual needs, including gender specific needs.

Pre-departure measures are also referenced in the EU's non-binding instruments, such as the Common Basic Principles (CBPs) on immigrant integration. Carrera and Wiesbrock (2009) link pre-departure measures with CBP 4⁵⁴ and cite the 2005 Communication on a Common Agenda for Integration as a means to put forward concrete measures to strengthen the applicability of the CBPs. In this context, pre-departure measures should strengthen the integration of third-country nationals through information provision and language training in the country of origin.

The renewed European Agenda for the Integration of Third-Country Nationals (2011) reaffirms the importance of pre-departure measures and the role in this of countries of origin. It explicitly mentions three ways through which the country of origin can be involved in the integration process, namely preparing migrants before departure, providing them with support during their stay in the EU, for example, through embassies, and by facilitating the migrants' temporary or definitive return with acquired experience and knowledge. With respect to pre-departure integration support, the Agenda refers to the provision of information on required visas and work permits, but also to language tuition or vocational training to reinforce the migrants' skills as well as support for pre-departure recognition of qualifications and competences.

Other EU strategic documents also refer to pre-departure measures. For instance, the EU's Agenda for New Skills and Jobs, a flagship initiative aimed at supporting the achievement of the Europe 2020 objectives of inclusive growth and improved global competitiveness (European Commission, 2010),⁵⁵ emphasizes the role of cooperation with third countries in the areas of skills recognition, sharing information on labour market needs and working with recruiters and employment agencies as a means to improve skills matching. However, cooperation with third

⁵⁴ To recall, CBP 4 stipulates that “Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration”. See http://ec.europa.eu/ewsi/en/EU_actions_integration.cfm for the full list of CBPs.

⁵⁵ For details on the Europe 2020 Strategy, see <http://ec.europa.eu/social/main.jsp?catId=958&langId=en>.

countries in the area of migration and asylum is more clearly articulated in the documents outlining the external dimension of the EU's migration policy.

External dimension

The Global Approach to Migration and Mobility (GAMM), set in 2005 and renewed in 2011, embodies the EU's approach to cooperating with third countries on migration matters. The renewed and consolidated GAMM is grounded on four pillars: facilitation of labour migration, prevention and curbing of irregular migration, fostering the links between migration and the development of migrants' countries of origin, and international protection and the external dimension of asylum. The scope of the current policy framework on mobility stresses the importance of fostering well-managed mobility of third country nationals across the external EU borders. The GAMM is implemented through several political instruments (bilateral and regional policy dialogues and action plans), legal instruments (such as visa facilitation and readmission agreements), and operational support and capacity building (including via EU agencies). There is also a wide range of programme and project support available to third country administrations and other stakeholders, such as civil society and migrant associations.

In the renewed GAMM, Mobility Partnerships (MPs) are promoted as the principal framework for cooperation in the area of migration and mobility between the EU and its partners, with a primary focus on the countries in the EU Neighbourhood (European Commission, 2011:10). This innovative instrument takes the form of a non-legally binding political declaration, accompanied by a set of concrete initiatives between the Commission, interested EU Member States and the respective partner country, through which all parties commit themselves to work actively together to better manage migration flows. To date, MPs have been signed with eight countries: Republic of Moldova (2008),⁵⁶ Cabo Verde (2008),⁵⁷ Georgia (2009),⁵⁸ Armenia (2011),⁵⁹ Morocco (2013),⁶⁰ Azerbaijan (2013),⁶¹ Tunisia (2014)⁶²

⁵⁶ See content at <http://goo.gl/a199wo>.

⁵⁷ See content at <http://goo.gl/zO7Pe4>.

⁵⁸ See content at <http://goo.gl/vaWF5P>.

⁵⁹ See content at <http://goo.gl/AxwS8O>.

⁶⁰ See content at <http://goo.gl/fP3JCE> (in French). Several activities are proposed in order to provide information on "the means of legal immigration" and to facilitate the latter.

⁶¹ Information about signature at http://europa.eu/rapid/press-release_IP-13-1215_en.htm.

⁶² Information about the signature and political declaration at http://europa.eu/rapid/press-release_IP-14-208_en.htm.

and Jordan 2014).⁶³ The Commission Communication on *Circular Migration and Mobility Partnerships between the EU and Third Countries* (European Commission, 2007) indicates that the Partnerships were conceived as an instrument to promote circular migration, which foresees the temporary recruitment of Third-country nationals to work in a particular field in an EU Member State with the possibility of renewal.

EU Member States' participation in MPs is voluntary and the Commission acts as a coordinating agent in the negotiations and follow-up of the agreed migration-related projects. As part of these partnerships, certain projects include pre-departure measures; however, it is noteworthy that these are components of larger initiatives aimed at building capacity in migration management of the partner third country. In the framework of Mobility Partnerships, GAMM supports the creation of dedicated Migration and Mobility Resource Centres (MMRC) in the partner countries. These should be integrated within the relevant national authorities or employment agencies, building upon the experiences gained from the EU-Moldova Mobility Partnership and CIGEM in Mali.⁶⁴ Focusing on migrants' needs they should (1) serve as a one-stop shop for individuals seeking information and support on validation of their qualifications, skills upgrading and skills needs at national or regional levels or in the EU and (2) provide pre-departure, return and reintegration measures (European Commission, 2011:14).

3.2 National legislation in countries of origin and destination

It is common for both countries of destination and of origin to legislate or have certain policies on pre-departure measures. Such legislation is usually linked to the overall migration regulatory framework of the country in question and also encompasses regulation of service providers. In certain countries of origin, pre-

⁶³ See the joint declaration at http://ec.europa.eu/dgs/home-affairs/what-is-new/news/news/docs/20141009_joint_declaration_establishing_the_eu-jordan_mobility_partnership_en.pdf. For additional information, see http://europa.eu/rapid/press-release_IP-14-1109_en.htm.

⁶⁴ The Moldovan example refers to the Strengthening the Republic of Moldova's capacity to manage labour and return migration, part of the "Consolidation of Migration Management Capacities in RM" project. The project is implemented by the Swedish Public Employment Service and was written into the Mobility Partnership with the EU. See <http://www.legal-in.eu/en/consolidation-of-migration-management-capacities-in-rm>. CIGEM stands for the Centre d'Information et de Gestion des Migrations, based in Mali and was created in 2008 through an agreement between the European Union and the Government of Mali. Its main objectives are the definition and implementation of a Malian migration policy adapted to national, regional and international dynamics in constant evolution, with particular emphasis on the link between migration and development. For more information (in French only): <http://www.cigem.org/>.

departure training is compulsory by law before nationals go to work abroad. Examples of this include the Philippines, Indonesia, and Nepal. Likewise, countries of destination have legally enforced pre-departure requirements for admission purposes and for certain categories of migrants. In addition to the EU Member States mentioned in the previous section, Australia is another case where certain pre-departure measures are mandatory. This section reviews selected examples of how pre-departure measures are reflected in the laws of countries of destination and origin.

Countries of destination

Among the frameworks reviewed for the purposes of this chapter, two categories can be identified, namely framework laws and policy measures. At the same time, pre-departure conditions/requirements have also been introduced in various countries around the world. However, caution must be exercised in delineating pre-departure measures solely along these lines. Certain countries have a system that proposes both framework laws and policy support measures. As a case in point, Germany has a law allowing for pre-departure recognition of qualifications, has enforced pre-departure requirements for certain family members, and is offering various policy support through specific agencies.

Framework laws

In both Italy and the Republic of Korea, framework laws were introduced mainly to help employers fill labour force needs with migrant workers. To implement these laws, both countries rely on government-to-government implementation agreements and in both cases pre-departure training is devolved to different parties. One difference is that in Italy service providers can be public, private or non-profit entities, mostly originating in Italy, whereas South Korea relies on partner governments and their state agencies for service provision. Another difference is that pre-departure language and professional training is mandatory for those wishing to work in South Korea whereas in Italy it is not (however, those taking part in pre-departure training are given priority in terms of access to the Italian labour market).

In Italy, Immigration Law 286/1998 enables collaboration between Italy and countries of origin to organize training courses for migrant workers. These courses are mostly aimed at the integration of migrants into the Italian labour market in those sectors where such labour force is needed. Article 23 of the law states that workers who have attended these training courses take precedence over those

who have not attended them when the Italian labour market requires migrant workers.⁶⁵ Italy's Integration Plan (2010) reaffirmed the need to promote pre-departure training courses in order to favour integration in Italy. Nevertheless, it highlighted not only training courses to learn a job but also courses to learn Italian and Italian civic culture. Bilateral agreements are often employed in order to implement this policy (Caneva, 2014).

The Republic of Korea introduced the Employment Permit System (EPS), a policy scheme that allows Korean employers to hire foreign workers when they cannot find a local workforce. The government and designated public institutions oversee recruitment and the entire system is implemented using memorandums of understanding (MoUs) with 15 sending states, mostly in the ASEAN region (see section on bilateral agreements). Based on these MoUs, authorities in the countries of origin are responsible for organizing and conducting pre-departure language testing as well as training in understanding Korean culture, explaining the functioning of the whole EPS, and instructing in basic industrial safety and other industry-related skills.

The German Federal Government's Recognition Act⁶⁶ ("Act to improve the assessment and recognition of foreign professional qualifications") entered into force in April 2012. Among other issues, the law introduces the possibility for prospective labour migrants to have their foreign qualifications assessed prior to arrival in the country. However, access to the recognition procedure is available from abroad only if the intention to exercise the profession in Germany shows credibility (for example, by an on-going visa application for employment) (Bosschick, 2013, in Schuster et al., 2013). In slight contrast to the laws in Italy and the Republic of Korea discussed above, the aim of the Federal Recognition Act is to facilitate access to the German labour market for qualified migrants from third countries, upholding a migrant's right to have his/her qualifications assessed in relation to comparable German qualifications. While not mandatory, the added value of having one's credentials recognized as early as possible is indisputable (see Chapter 4.4).

⁶⁵ See more information (in Italian) at <http://www.meltingpot.org/Legge-Bossi-Fini-art-18-23-4a-parte.html#2>. Article 19 of law 189/2002 amends Article 23 of the 1998 law regulating asylum and migration in Italy (the Consolidation Act on Immigration, Legislative Decree no. 286/1998 – see <http://www.meltingpot.org/articolo264.html#3>).

⁶⁶ See http://www.anerkennung-in-deutschland.de/html/de/anerkennungsgesetz_des_bundes.php.

Pre-departure conditions

Several countries around the world have decided to introduce pre-departure integration requirements for immigrants from various countries and/or those possessing a certain educational or professional background or just falling into certain categories. These conditions are commonly part of wider immigration legislation that is either linked to admission procedures or to specific policy aims, such as recruiting more skilled workers.

Australia, in 1999, introduced a policy for skilled migrants in the General Skilled Migration scheme that made pre-departure screening of credentials and English language assessment mandatory. Since 2012, these requirements have been applied to all skilled migrants. The aim of these measures is to 'select for success', by building up the right skillset to benefit the Australian economy and labour market (Hawthorne, 2013).

Within the EU, several Member States require family members to make a certain effort to demonstrate their willingness to integrate, for instance, by requiring participation in language or integration courses prior to arrival. The Netherlands introduced pre-departure requirements for family members in 2006, Germany in 2007, France from 2008,⁶⁷ Denmark and the United Kingdom in 2010, and Austria in 2011. Except for Denmark, all these countries require such conditions to be fulfilled in the country of origin. In Denmark, if all conditions for family reunifications are fulfilled, the applicant is permitted to go to Denmark to prepare for and take the exam in Denmark (Groenendijk, 2011). This, Groenendijk (2011) argues, was the result of cost-benefit considerations whereby Danish policymakers believed it would be too costly to implement a fair integration exam abroad for fewer than 2,000 family reunification applicants.

The European Commission argues that as these measures are to be designed with the sole aim of facilitating the integration process, the Member States should consider introducing appropriate supporting measures to enable migrants to comply with the requirements (see sub-section 3.1 above).⁶⁸

⁶⁷ Bill adopted in November 2007 but the implementing decree was only issued in late 2008.

⁶⁸ However, many scholars argue that the motivation behind these measures was to introduce a selective immigration policy concerning family migrants and thus to reduce the number of third-country nationals admitted for family reunification (Carrera, 2009; Pascouau, 2010; Michalowki, 2010 in Groenendijk, 2011).

The Dutch law that entered into force in 2006 mandated pre-departure language tests for selected non-EU family members coming to the Netherlands. Passing the exam is a mandatory condition to receive a visa for family reunification for migrants aged between 18 and 65. Exemptions apply to family members of nationals of EU and EEA States, Australia, Canada, New Zealand, Japan, South Korea, the United States, and citizens of Suriname with primary education in Dutch. The rationale of the law is to counter the marginalization and challenges to integration of certain migrant groups. Low educational attainment, high unemployment and high numbers of low-skilled workers among Turkish and Moroccan immigrants were cited as justifications for this legislation, with lack of Dutch language skills perpetuating the marginalization of these groups and their family members. The law was drafted with the assumption that pre-departure language requirements would motivate family migrants to integrate and equip them with much-needed skills for life in the Netherlands (Groenendijk, 2011).

Germany's amendment to its immigration legislation in 2007 introduced the requirement for pre-departure language skills in order to qualify for an entry visa (Groenendijk, 2011). Specifically, family members from third countries wishing to join a spouse in Germany have to demonstrate basic German language proficiency before departure. The examination corresponds to level one (A1) on the six-level scale of competence laid down in the Common European Framework of Reference for Languages (CEFR).⁶⁹ This pre-departure legislation was designed to support a threefold objective, namely to prevent forced marriages, to improve the social integration of immigrants through better language skills, and to select immigrants who are motivated to integrate (demonstrated by their willingness to begin studying German in their country of origin) (Groenendijk, 2011). Several exemptions apply in this case as pre-departure conditions are waived for joining spouses/family members who are citizens of the United States, Australia, Israel, Japan, Canada, the Republic of Korea, New Zealand, Andorra, Monaco, San Marino, Honduras, Brazil, and El Salvador, spouses of nationals who may enter Germany without a visa, highly skilled migrants, sponsors who are refugees, employees of an international company who are based in Germany for no longer than three years, and physical or mentally disabled migrants (Bagameri, 2011). A recent ruling of the European Court of Justice⁷⁰ also exempts Turkish spouses on the grounds that German legislation violates the standstill provision in the EU's association agreement with Turkey from 1970.

⁶⁹ For details, see http://www.coe.int/t/dg4/linguistic/cadre1_en.asp.

⁷⁰ See full text of the ruling at <http://curia.europa.eu/juris/document/document.jsf?text=&docid=154828&pageIndex=0&doclang=en&mode=req&dir=&occ=first&part=1&cid=398342>. For further details see <http://www.euractiv.com/sections/global-europe/european-court-justice-bans-german-language-requirement-turkish-spouse-visas>.

France adopted legislation in November 2007 that introduced compulsory pre-departure measures with explicit reference to the provision allowing (but not mandating) integration measures in the EU Family Reunification Directive. It concerns all third-country nationals aged between 16 and 65 applying for family reunification, unless the applicant has had at least three years of secondary studies in a French school abroad or one year or more of college in France, there is war, a natural or technical disaster in the home country, or the family member displays physical or financial difficulties (Pascouau, 2010). Groenendijk (2011) cites claims of French officials linking pre-departure measures with successful integration.

In the United Kingdom, pre-departure language requirements were introduced for highly qualified workers under the Highly Skilled Migrant Programme in November 2006. Likewise, under the points-based system, launched in 2008, applicants for Tier 1 permits, which do not require a job offer, must show proficiency in English equivalent to C1 on the CEFR scale. Workers from 16 countries with a majority English-speaking population are exempted, as are those who received a bachelor's degree taught in English. The language requirement was extended to skilled workers in November 2008. As of 2010, such conditions also apply to those who are not nationals of a majority English-speaking country applying for leave to remain or gain entry clearance as a fiancé(e), unmarried partner, spouse, civil partner, proposed civil partner or same sex partner of a British citizen or a person who is settled in the United Kingdom. Their integration in the local community and boosting their employment chances were cited as the rationale for introducing such requirements (Groenendijk, 2011). In April 2011 this requirement was extended to post-flight spouses and civil partners (and minor children) of refugees or persons granted humanitarian protection (that is, where the relationship began after the grant of refugee protection status) with an addition to Part 8 of the Immigration Rules.⁷¹ Further changes were introduced in July 2012 when the English language requirement was further extended to those applying for entry clearance or leave to remain as a parent of a child in the United Kingdom.⁷²

Austria followed suit in April 2011 when the Parliament adopted legislation enforcing language requirements, which entered into force in July 2011 (Bonjour, 2014). The requirements apply to migrants who come to join a spouse or partner

⁷¹ See https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/268112/hc1148.pdf.

⁷² See https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/268155/cm8423.pdf.

and adult children. Under Section 21a of the Settlement and Residence Act, third-country nationals first applying for a residence title⁷³ have to provide evidence of German language skills at A1 level of the Common European Framework of Reference for Languages. The reasoning behind this change, according to the Austrian Ministry of Interior, was a plan to introduce more restrictive immigration rules (Strik et al., 2010), with the Minister explicitly referring to the Dutch legal framework as an example. However, as a result of court rulings, Turkish nationals are exempted from these requirements.⁷⁴ These conditions are also waived for spouses of highly skilled migrants from outside the EU.

Policy support measures

The examples below illustrate how destination countries acknowledge their responsibility to facilitate socioeconomic integration and to that end have put in place various support measures for migrants, prior to their departure. In Canada, the approach is rather centralized, with a sole institution financing and overseeing three main pre-departure programmes. Implementation, however, is done through contribution agreements with service providers from Canada with offices in countries of origin and with IOM. In Germany, the policy is sector specific. Recognition of skills and qualifications is divided among landers (regions) and the Federal Government, whereas specific institutions – such as the Federal Office for Migration and Refugees or the Federal Institute for Vocational Education and Training – are responsible for informing migrants about skill recognition at the pre-departure stage. On the other hand, the Federal Employment Agency must be involved in all international recruitment projects, through its specialized institution, ZAV.

Citizenship and Immigration Canada (CIC) currently funds three initiatives that offer pre-departure orientation: Canadian Orientation Abroad (COA), the Active Engagement and Integration Project (AEIP), and the Canadian Immigrant Integration Program (CIIP). However, there is no federal legislation that requires the government to provide pre-departure orientation (Citizenship and

⁷³ Red-White-Red Card plus, Family Member, Settlement Permit, Settlement Permit – gainful employment excluded or Settlement Permit – Dependant.

⁷⁴ Based on the EU Court's jurisprudence on the EU-Turkey Association Agreement, national courts in both the Netherlands (LJN BR4959) and Austria (VwGH 2008/22/0180) have ruled that sharpened integration and family migration policies for Turkish citizens are incompatible with this Agreement. Hence, Turkish citizens are exempted from pre-departure integration requirements in the Netherlands and Austria.

Immigration Canada, 2012). Despite this gap, one of the objectives of the Immigration and Refugee Protection Act (IRPA) is to promote the successful integration of permanent residents into Canada. Section 8 of IRPA allows the Minister of Citizenship and Immigration to enter into agreements with provinces regarding any issues legislated by IRPA.⁷⁵

The pre-departure programmes in Canada are written into CIC's plans and priorities. Specifically, the provision of pre-departure orientation services is aligned with CIC's Strategic Outcome 3, which states "newcomers and citizens participate to their full potential in fostering an integrated society," through the Settlement and Integration of Newcomers programme activity (Citizenship and Immigration Canada, 2012).⁷⁶ Information and orientation is a sub-sub-activity under this programme. CIC states that the provision of settlement-related information and orientation is fundamental to the successful settlement of newcomers in Canada. Increasingly, tools and information that enable migrants to take charge of their own immigration and integration pathways and to effectively navigate Canadian systems are available prior to arrival. Under this programme activity, the aim of the orientation programmes is to inform integration decisions and to promote a contextual understanding of life in Canada.⁷⁷

The German Federal Employment Agency is obliged by law to consider the needs of countries of origin in its international recruitment work. Through the International Placement Service (ZAV), the agency concludes bilateral agreements with its counterparts in the countries from which it recruits (see Chapter 4 for examples).

The Migration Policy of the Slovak Republic, with a perspective until the year 2020, is a basic strategic document that prioritizes the creation of information and

⁷⁵ In addition, section 10.2 of IRPA specifies that "The Minister must consult with the governments of the provinces respecting (...) the measures to be undertaken to facilitate their integration into Canadian society". In most cases, these agreements do not refer directly to pre-departure orientation programs (Citizenship and Immigration Canada, 2012). Exceptions are the agreements with British Columbia and Manitoba which stipulate that responsibility for the design, administration and delivery of settlement services rests with the province; however, the provision of pre-departure orientation is clearly identified as a federal government responsibility. Likewise, the Canada–Quebec Accord gives the province sole authority for the administration of reception and integration services for migrants in that province.

⁷⁶ In CIC's parlance, settlement refers to the short-term transitional issues faced by newcomers moving to Canada, while integration is an ongoing process of mutual accommodation between an individual and society.

⁷⁷ For details, see <http://www.cic.gc.ca/english/DEPARTMENT/paa/2011/activity-31.asp>.

consultancy centres for migrants (also in their countries of origin) in order to improve their access to information about entry and residence, and living and working conditions.⁷⁸ These will be further reinforced by launching immigration portals, developing multilingual Internet sites of involved departments, and the active involvement of the Office for Slovaks Living Abroad and consular offices of the Slovak Republic. Furthermore, these measures are specifically linked to migrants' integration, as the policy document envisages, by improving pre-departure information for migrants in the countries of their origin (page 9).

Countries of origin

Protecting the rights of their nationals abroad is a major challenge for countries of origin. Several origin country governments have implemented practices to support this effort, including effective control of recruitment procedures and costs, regulation of private recruitment agencies, offering departing migrants pre-departure orientation and training, establishing a social protection system for migrants, and assisting the reintegration of returning migrants.

In order to improve the management of labour migration, the government of Indonesia adopted in 2004 the National Law on the Placement and Protection of Migrant Workers Overseas (Law No. 39/2004). According to this law, all migrant workers must complete the so-called Final Pre-departure Briefing (Pembekalan Akhir Pemberangkatan – PAP). A Presidential Regulation (No. 81/2006) established the non-ministerial National Authority for the Placement and Protection of Indonesian Overseas Workers (BNP2TKI) to be operational under the direct coordination of the Ministry of Manpower and Transmigration (Kemenakertrans).

In Nepal, Pre-Departure Orientation was made mandatory for departing migrant workers in 2004 (Asis and Ranneveig-Agunias, 2012). It is currently embedded in the Foreign Employment Act, 2064 (2007) amending and consolidating the laws relating to foreign employment,⁷⁹ and in the implementing rules, the Foreign Employment Rules 2064 (2008).⁸⁰ Chapter six of the latter, on Provisions Relating to Training, stipulates “A worker who goes for foreign employment shall, prior to going for foreign employment, take orientation training”. The chapter goes on to specify the content of the pre-departure orientation.

⁷⁸ For details, see http://www.emn.sk/phocadownload/documents/migration_policy_sr_2020_en.pdf (accessed 28 October 2014).

⁷⁹ See <http://www.ilo.org/dyn/natlex/docs/MONOGRAPH/78258/83524/F135762892/NPL78258.pdf>.

⁸⁰ See <http://www.ilo.org/dyn/natlex/docs/ELECTRONIC/95077/111803/F2006184373/NPL95077%20Eng.pdf>.

In the Philippines, the pre-departure orientation seminar (PDOS) dates back to the 1980s. However, current legislation regulating the implementation of such seminars, and the overseas employment of Filipinos in general, was set in 1995. Such legislation includes the Republic Act No. 8042 / Migrant Workers and Overseas Filipinos Act 1995⁸¹ and its implementing act, the Omnibus Rules and Regulations as Amended by Republic Act No. 10022.⁸² The latter stipulates that the Philippines Overseas Employment Administration (POEA) “may undertake other programmes or resort to other modes of information and dissemination campaigns, such as the conduct of nationwide, comprehensive and sustainable Pre-Employment Orientation Seminars”. POEA is mandated by this law to not only manage and oversee the pre-departure process, including the content of the pre-departure curriculum, but also to regulate on this matter. These powers include the licensing and inspection of service providers (including those in the private sector), and jurisdiction over all pre-employment/recruitment violation cases that are administrative in character.⁸³ Section 23 of Rule VI: Anti-illegal Recruitment Programs comprises information about the POEA's pre-employment orientation seminar. Furthermore, in 2002 the POEA issued its own rules and regulations governing the recruitment and employment of land-based overseas workers.⁸⁴ According to this, all employers, whether government or private, hiring through the Administration shall undertake the recruitment and placement of workers through the facilities of the Administration. The activities prescribed include, among others, pre-employment orientation, pre-departure orientation, and travel arrangements.⁸⁵

The Government of Viet Nam has adopted a policy to promote job training and orientation for travel-ready migrant workers. The pre-departure training course covers Viet Nam's policies and regulations on labour migration, laws and customs in the countries of destination, and work discipline. In 2008, more than one half of the Vietnamese workers deployed overseas attended a vocational training course (IOM, 2010).

⁸¹ See <http://www.poea.gov.ph/rules/ra8042.html>.

⁸² See http://www.poea.gov.ph/rules/omnibus%20irr_ra10022.pdf.

⁸³ Idem, Rule X, POEA, Sec. 6. Jurisdiction of the POEA.

⁸⁴ See <http://www.poea.gov.ph/rules/POEA%20Rules.pdf>. The agency also issued similar rules for seafarers, see <http://www.poea.gov.ph/rules/SB%20Rules%202003.pdf>.

⁸⁵ Idem, PART IV, Placement by the administration, Rule I, Recruitment and placement through the administration, Sec. 2.

3.3 Bilateral agreements

Cooperation on pre-departure measures can often be enveloped in bilateral agreements. These can involve the countries of destination and origin, or either one of these and third parties such as employer associations. Often, these agreements are concerned with broader topics such as promoting economic cooperation between countries of destination and origin. More specific forms focus on labour migration, with such agreements formalizing each side's commitment to ensure that migration takes place in accordance with agreed principles and procedures (Baruah and Cholewinski, 2006). Bilateral labour migration agreements are very important for laying the basis for implementation of pre-departure measures, as these agreements may set up the recruitment procedures or facilitate cooperation on vocational training.⁸⁶ Furthermore, bilateral agreements may include references to the protection of the migrant workers' rights, specifying explicit application of the labour legislation of the destination country to the employer–employee relationship. Not least, such forms of cooperation can clearly define the remuneration of workers, their social security entitlements, the portability of their contributions, and so on. Such parameters when defined in a bilateral agreement can feed curriculum development for pre-departure integration support measures.

In general, there is a distinction between formal agreements and less formal memoranda of understanding (MoUs), or even very informal practical arrangements, for example between national employment agencies in the countries of origin and destination (Baruah and Cholewinski, 2006). The main difference is that the MoUs are not legally binding, although the effectiveness of a bilateral agreement or an MoU is determined less by its legally binding nature, than by how it is implemented and enforced in practice. Examples abound, and for the purpose of this chapter only a non-exhaustive selection is reviewed.

The Canadian provinces of Alberta,⁸⁷ British Columbia,⁸⁸ Manitoba⁸⁹ and Saskatchewan⁹⁰ concluded MoUs regulating labour migration with the Philippines.

⁸⁶ Such agreements can also pursue political purposes, to confirm friendly relationships or reinforce cooperation in managing irregular migration. Spurring development can be another aim, with a view, for example, to preventing indiscriminate international recruitment in sectors such as health services, which have a direct bearing on development in poorer countries. See Baruah and Cholewinski, 2006, Chapter IX.

⁸⁷ Available here http://www.poea.gov.ph/docs/mou_Alberta.pdf.

⁸⁸ Available here http://www.poea.gov.ph/docs/mou_BC_Canada.pdf.

⁸⁹ Available here http://www.poea.gov.ph/docs/mou_Manitoba_Canada.pdf.

⁹⁰ Available here http://www.poea.gov.ph/mou/MOU_Ph-Saskatchewan2013.pdf. A previous agreement was concluded in 2006. See http://www.poea.gov.ph/docs/mou_Saskatchewan_Canada.pdf.

The agreements stipulate that the Canadian provinces will regularly inform the Department of Labor and Employment (DoLE) in the Philippines of employers qualified to recruit and employ workers from the Philippines and that DoLE will regularly provide provinces with a list of licensed sending agencies. The intention is that the employers will communicate directly with the sending agencies to recruit workers for employment in the province. POEA has specific guidelines for the recruitment and deployment of Filipino workers to Canada.⁹¹ Similarly, Monash University of Canada signed an MoU with the Mauritius Institute of Training and Development, which is responsible for vocational training in Mauritius. The aim is to increase the chances of young Mauritians obtaining a successful placement with Canadian employers.⁹²

Another instance involves IOM identifying Canadian companies wishing to recruit low and semi-skilled labour in Mauritius to work in the agro industry and food-processing sector in Canada. In this case, a trilateral Agreement is signed between the Government of Mauritius, IOM and the Canadian company. One such example included Maple Leaf Foods, the largest food processing company in Canada, which recruited 72 workers who left Mauritius for Canada in March 2008 on a two-year work visa. Later, the company recruited 120 more workers from Mauritius.⁹³ To date, around 435 Mauritians have been placed in Canada under circular migration programmes.⁹⁴ Mauritius also signed an MoU with France on promoting circular migration.⁹⁵

In a similar vein, IOM and Maple Leaf Foods have signed bilateral agreements with Colombia and Georgia and another trilateral agreement with Honduras. IOM El Salvador and IOM Honduras are operating an on-going recruitment facilitation project with Maple Leaf Foods for its operations in Alberta and Manitoba. This project has a strong pre-departure orientation component. Workers are initially on two-year contracts but there is an opportunity to apply for permanent residency if certain criteria are met. While IOM facilitates the process and delivers the pre-departure orientation, Maple Leaf is actively involved in the selection of workers and in their post-arrival integration.

⁹¹ See <http://www.poea.gov.ph/MCs/MC%206-08.pdf>.

⁹² See <http://siteresources.worldbank.org/INTPROSPECTS/Resources/334934-1110315015165/Nayeck.pdf>.

⁹³ See <http://goo.gl/UJWdA5>.

⁹⁴ See <http://ionnews.mu/mauritius-iom-ink-agreements-to-boost-labour-migration-employment-services-1906/>.

⁹⁵ See content at http://www.immigration-professionnelle.gouv.fr/sites/default/files/fckupload/Convention_de_partenariat_NEF_OFIL.pdf.

At the same time, Mauritius is also a country of destination and recruits foreign workforces from China and Bangladesh mainly for its manufacturing and construction sectors. Mauritius has already signed a Bilateral Labour Service Agreement with the People's Republic of China and an MoU with Bangladesh.⁹⁶ The country presently counts some 40,000 workers from overseas, hailing largely from Bangladesh, India and China.⁹⁷

Germany has a long tradition of bilateral agreements and has signed such agreements with the majority of the countries of Central and Eastern Europe on access to its labour market (European Migration Network, 2011).⁹⁸ At the same time, Germany has cooperation agreements concerning specific groups of labour migrants such as nurses or agricultural workers. The admission of these workers is subject to the conclusion of bilateral placement agreements between the German Federal Employment Agency and the labour authorities or relevant counterpart in the country of origin. Such examples include the Agreement Concerning the Placement of Filipino Health Professionals in Employment Positions in the Federal Republic of Germany.⁹⁹ Similar arrangements are introduced with all countries from which Germany recruits.

As mentioned above, the Republic of Korea implements its Employment Permit System (EPS) policy through MoUs with countries of origin. The countries cooperate closely through designated agencies in a transparent recruitment process involving two phases: one in the country of origin and one in Korea. In the country of origin, pre-departure language and cultural training and pre-departure professional training on the specifics of the applicable trade in the Korean context take place. Furthermore, online examinations and final selection processes by the Korean Human Resources Development Service, as well as matching of employers and candidates by the Korean job centres, take place while the migrants are still in their country of origin. After concluding a labour contract, migrants undergo specific and tailored employment training as well as further language training and orientation on local customs and laws, either in their country of origin or directly in Korea. Cambodia has signed an MoU with Thailand and the Republic of Korea for

⁹⁶ See http://cmimarseille.org/_src/SELM3_wk2/SELM3_wk2_Session2_Kokil.pdf.

⁹⁷ See <http://ionnews.mu/mauritius-iom-ink-agreements-to-boost-labour-migration-employment-services-1906/>.

⁹⁸ Most of these agreements are no longer applied following the accession of the majority of agreement signatory countries to the EU and the expiration of the transition periods that restricted the access of their nationals to the German labour market.

⁹⁹ See http://www.poea.gov.ph/docs/Agreement_Ph_Germany%20Nurses.pdf.

the formal deployment of workers to those countries. Subdecree No. 70 on “The Creation of the Manpower Training and Overseas Sending Board” was issued in July 2006 and is designed specifically for the deployment of Cambodian workers to the Republic of Korea (Sopha, 2009). The EPS establishes a joint committee or working group that meets at least twice a year to deal with issues that arise in implementing the MoU.

Italy has signed agreements with Mauritius, Albania, Sri Lanka, Egypt, Morocco, and the Republic of Moldova and an agreement with Tunisia is being discussed (Caneva, 2014). The main aims of these agreements are: to improve the match between labour supply and demand through the exchange of information; to promote training courses and educational cooperation programmes; and to assign preferential quotas, especially for those who have attended training courses in their countries of origin. For example, through the agreement with Morocco the parties undertake to support activities for the matching of labour supply and demand and the promotion of educational and vocational training, including language courses in Morocco. Italy undertakes to draft a list of potential workers for admission to the Italian labour market, who are then given priority in their immigration process. Training expenses are free of charge for the migrant workers. The agreement with the Republic of Moldova provides for the assignment of preferential quotas for Moldovans, the implementation of training programmes and language courses in the Republic of Moldova for its citizens, and admission priority for Moldovans who have attended these courses.

Slovenia entered into a bilateral agreement with Bosnia and Herzegovina in 2010 and a bilateral agreement with the former Yugoslav Republic of Macedonia was signed in 2008 (European Migration Network, 2011). Lithuania participated in the EU Mobility Partnerships with Moldova and Georgia, specifically on labour migration facilitation initiatives, while Bulgaria did so with Armenia. Lithuania links this to its Immigration Guidelines, which provide that geographic priority should be given to workers from Belarus, Ukraine, the Republic of Moldova, and the South Caucasus.

In addition, there are other noteworthy cooperation agreements between EU Member States and third countries that include information dissemination and counselling to potential migrants. For instance, the Czech Republic concluded an agreement with Ukraine to combat cross-border organized crime and to this end the two countries agreed to create employment mechanisms for potential Ukrainian migrants. These strategies envisaged among others the creation of advice centres in

Ukraine whereby potential migrants would receive information on legal entry as well as direct assistance to complete the documentation necessary for employment (European Migration Network, 2011).¹⁰⁰ Ireland has undertaken recruitment projects of nursing staff in the Philippines, India, Bahrain and Singapore. Likewise, the Netherlands also opted for a project-based approach to advance some aspects of cooperation with third countries. To this end, the country piloted projects with South Africa and Indonesia, whereby labour migrants, who have completed secondary education, lived and worked in the Netherlands for a maximum period of two years. Specific occupations were selected for this project, taking into account the rapidly changing demand side of the labour market. In Portugal, the Support Centre for Immigrants in the Country of Origin was established in 2008 within the scope of the Joint Committee between Portugal and Cabo Verde. The goal was to provide information to potential migrants, by means of personalized services, to promote legal economic migration (European Migration Network, 2011).¹⁰¹

The effectiveness of such agreements is not always at an optimal level. There are many factors that impact on their efficacy beyond the fact that lack of political will, on either side, can at times be an insurmountable barrier to implementation of the bilateral agreements on migration. This is not a case against the use of such instruments, but rather an attempt to draw attention to the type of conditions that might raise hurdles for the effective implementation of bilateral agreements.

For instance, the number of workers trained at the pre-departure stage that have actually moved to Canada to work for the Maple Leaf Foods company is rather low. It might have satisfied the labour force needs of the employer, but overall the low numbers may present challenges to the cost-effectiveness of having such a scheme in place and its sustainability. In other circumstances, the implementation of the agreement might be hampered by economic conditions prevalent in the destination country. For example, the bilateral agreement on labour migration between Bulgaria and Armenia – in the framework of the EU Mobility Partnership – could never be enforced as the financial crisis impacted negatively on the Bulgarian labour market and the availability of jobs. Consequently, there was no need to recruit foreign labour and thus no pre-departure measures took place. The effective

¹⁰⁰ According to the EMN report (2011), in order to implement this strategy, a charity project was established entitled “Prevention of Labour Force abuse on the European labour market oriented on the Czech Republic” with the support of the Czech authorities.

¹⁰¹ See also <http://www.migration4development.org/content/country-origin-migrant-support-centre-campo>.

implementation of a bilateral agreement is also contingent on the organizational strength of the institutions of one or both of the parties involved. For example, Cambodia has signed MoUs with Thailand and the Republic of Korea for the formal deployment of workers to those countries. However, Sophal (2009) identified several organizational challenges in the placement of Cambodian workers abroad. These include weak institutional capacity within the Ministry of Labour and Vocational Training, provincial labour offices and private recruitment agencies. Also, and not least, the high cost often involved for migrants at the pre-departure stage could push them into choosing irregular channels for migration. This might compromise the very nature of bilateral agreements whereas, as Kupiszewski (2008) argues, these are a useful way to create simplified channels for labour migration in specific sectors or geographical areas as opposed to investing in increased policing of irregular migration.

3.4 Other frameworks

The European Convention on the Legal Status of Migrant Workers, drawn up within the Council of Europe, was adopted on 24 November 1977. Among other requirements, the European Convention states that every migrant worker shall be provided, prior to departure, with a contract or a definite offer of employment in the language of the country of origin. The worker shall be provided full information concerning the nature of the job, remuneration, living and working conditions, taxes, and the possibility of extension of the contract.

Regional consultative processes (RCPs) are an example of non-binding fora bringing together migration officials of States of origin and destination to discuss migration-related issues in a cooperative way. There are two basic characteristics common to RCPs: they are informal and the results, though consensual, are non-binding (Baruah and Cholewinski, 2006). The Colombo Process is an example of an RCP that focuses exclusively on labour migration. In response to a request from several Asian countries of origin, IOM organized ministerial-level consultations in 2003, 2004 and 2005. The ten original participating States (Bangladesh, China, India, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand and Viet Nam) made recommendations for the effective management of overseas employment programmes and agreed to regular follow-ups. To support the Colombo Process,

¹⁰² Full text here <http://conventions.coe.int/Treaty/en/Treaties/Html/093.htm>. Only 15 Member States of the Council of Europe have signed the declaration to date and of those only 11 followed with ratification. For details, see <http://conventions.coe.int/Treaty/Commun/ChercheSig.asp?NT=093&CM=4&DF=&CL=ENG>.

IOM has implemented two projects that include pre-departure measures, with EU funding from the Aeneas Programme and the Thematic Programme for Asylum and Migration respectively. These are the *Regional Dialogue and Programme on Facilitating Managed and Legal Migration Between Asia and the European Union*¹⁰³ and the *Regional Programme and Dialogue on Facilitating Safe and Legal Migration from South Asia to the European Union*.¹⁰⁴ The former project spurred the signature to agreements relating to migrant workers' rights by the United Arab Emirates (UAE) with India and the Philippines, which was a major achievement by itself. In due time, the project also influenced and indirectly contributed to India and Denmark signing a Labour Migration framework on mobility in 2008 (Charpin and Aiolfi, 2011). Both projects have supported the development of Migrant Resource Centres in Bangladesh.

The latter project also established Market Research Units (MRUs) for the purpose of collecting information and reporting on emerging labour markets and skills required – which had an impact on labour migration policy formulation in Bangladesh, India and Sri Lanka. MRUs were instrumental in Sri Lanka in concluding government to government agreements with Canada and Libya. In India, the first MRC, set up in Hyderabad, was recognized by the Government as such an important and useful tool that as a result of newly adopted policy it is now mandatory for every State to set up such MRCs. Although based on the IOM model, this is a fully owned process by the Government of India (Charpin and Aiolfi, 2011).

¹⁰³ MIGR/2005/103-523. See https://ec.europa.eu/europeaid/sites/devco/files/publication-aeneas-programme-projects-funded-2004-2006_en_7.pdf.

¹⁰⁴ MIGR/2008/153-434. See Charpin and Aiolfi, 2011, p. 113.

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Chapter 4: Thematic reports

4.1 Pre-departure information and orientation

4.1.1 Overview

People considering migration need information long before their actual departure to assist them in their decision making and planning (Shoham and Strauss, 2008). In one form or another, the migration decision is based on certain information and sources can range from next-of-kin or neighbours to social networks, media outlets or structured information campaigns, in the country of origin and/or the country of destination. However, Goldin, Cameron and Balarajan caution that “migration does not usually begin and end with one choice [...] it involves a sequence of decisions that are influenced by the changing values and goals of the migrant in response to his or her conditions” (Goldin, Cameron and Balarajan, 2011:98). This implies that a migrant needs consistent and continuous information and support before making a final decision.

For various reasons, not all migrants can, or know how to, access reliable information in order to make informed decisions. Often, misperception, naïve or false expectations, compounded by insufficient or inadequate information about realities in the countries of destination, put migrants at risk, hamper orderly migration, and decrease the developmental impact of migration (Baruah and Cholewinski, 2006). Consequently, it is crucial to give migrants or potential migrants access to trustworthy information, in a language they understand and commensurate with their literacy levels.

To alleviate the hazards of uninformed migration, both sending and receiving countries have recognized the need to provide potential migrants with sufficient information to enable them to learn about job opportunities, arrange accommodation, mitigate risks, and navigate regulations. At the EU level, the importance of pre-departure information and orientation has been recognised as a contributing factor for successful integration. As discussed in the introductory chapter, the Common Basic Principles for Immigrant Integration outline the critical role for the integration process of migrants' awareness at the pre-departure stage of the institutions, language and history of the host country. Within this context, this thematic report reviews a number of practices, projects and initiatives that aim to support the integration process prior to arrival in the host country.

In IOM's terminology a distinction is made between pre-departure orientation and pre-employment orientation in reference to labour migration. The former addresses *travel-ready* migrant workers and aims to manage their expectations about arrival, stay and potential return to their country of origin. It can be either mandatory or voluntary. There are manifold purposes of the pre-departure orientation including provision of up-to-date factual information about the country of destination; assistance in developing the skills needed to succeed in a new environment or workplace; cultivation of attitudes necessary for successful adaptation and integration; and establishment of a forum where questions and concerns can be raised.

So-called pre-employment orientation is intended for *potential* migrants and aims to enable them to make an informed decision about whether or not to work abroad. In this context, pre-employment orientation is usually voluntary. While IOM's division refers to migrant workers, the distinction between travel-ready and potential migrants can apply to other categories of migrants.¹⁰⁵ More importantly, it enables service providers to tailor the information served according to individual status.

For the purpose of this review, both kinds of orientation were considered. The measures in this thematic category are further classified into eight sub-categories. These are:

- i. **Basic information** about the country and its institutions (for example, climate, geography, history, social, ethnic and religious composition of the host society, and the political system);
- ii. **Daily life** (for instance, finding accommodation, the public transport system, the banking system, sending remittances and so forth). Information about life in the neighbourhoods and participation in community life is also considered;
- iii. **Values, culture, lifestyles of the destination country's society**, including possible cultural differences in interaction with the native population;

¹⁰⁵ Regardless of whether they have an employment contract and job visa, a positive family reunification decision, a resettlement case, or have successfully completed a selection process as part of a host country's immigration policy.

- iv. **Labour market information** about job search, procedures for recognition of qualifications and competences, customs in the workplace, safety in the workplace, contractual arrangements, rights and duties of employees and employers, freedom of worker association and so on;
- v. **Legal migration process and protection of migrant rights**, such as information on the legal framework for admission, stay and employment, associated rights and duties, means of legal redress and the like;
- vi. **Taxation and social security**;
- vii. **Access to education** for children and adults, including vocational training;
- viii. **Access to healthcare** and information on medical assessments for entry and employment where relevant.

Out of the 80 pre-departure support measures that have been reviewed for this thematic chapter (26 additional for the chapter on MRCs), an overwhelming majority focus on or include information provision and/or orientation courses (42 per cent focus only on information provision and orientation and 40 per cent mix information provision with other activities). To a certain extent, each pre-departure support measure contains an information provision component, whether intentional or not. For example, a language-training course is nested under the 'migrant skill development' category. However, by design and delivery such training can impart knowledge about life or the labour market in the country of destination. It is at times difficult to disentangle information provision from other goals.

In fact, of the 40 per cent support measures scrutinized that combine information provision and/or orientation with activities from one or more of the other thematic categories, almost half mix information provision with skill development (47%). The rest blend information provision with migrant skill development and either job matching (34%) or recognition of foreign credentials (6%). Some of these measures integrate information dissemination with just job matching (10%), and a few mix such information with recognition of skills (3%).

This thematic section begins by reviewing the institutional setting behind the pre-departure integration support measures examined under this thematic category. It takes into account location, the types of institutions involved, the role these play in design and implementation, the resources at hand (financial and human), and the interplay between organizations in countries of origin and in countries of destination. The main features of these pre-departure information measures, including involvement of the target group and the overall objectives, are then reviewed. Of special importance are the design and delivery of the service, including the elements supporting circularity, return, and most significantly, coordination with services in countries of destination. Finally, a study of the outcomes of these pre-departure information practices is presented. For this purpose, impact evaluations, internal assessments and *ad hoc* evidence of success/failure are verified. After the concluding section, two case studies are explored in a bid to assess their potential as promising practices.

4.1.2 Institutional setting

For the purposes of data collection, the institutions offering pre-departure integration measures are divided in this study into governmental, NGO, international organizations, private companies, educational institutions, trade unions, and employer/sectoral institutions. The questionnaire and desk research conducted identified governmental institutions or state-related agencies and international organizations as the main actors in terms of information dissemination. This holds true especially when it comes to the lead institution that developed and/or implements the practice. NGOs, and not-for-profit organizations in general, are also present in the inventory analysed, mainly as partners in the execution of the measure or project. A handful of private sector organizations also feature in the inventory.

Even though the review focuses on the formal and semi-formal institutional mechanisms of receiving information, it is important to note that the first preference and the most common source of information for migrants are private networks and informal channels. For example, in Viet Nam the most important information channel is via friends and relatives (49%), the second is from commune and hamlet staff¹⁰⁶ (46.3%) (ILO, 2013a). According to the same source,

¹⁰⁶ Communes and hamlets are the smallest administrative divisions of Viet Nam.

surveys conducted among migrant workers in Malaysia and Thailand revealed that the main source of information regarding rights at work is through other migrants, while a quarter of respondents in Thailand had no source of information. Likewise, a survey of potential migrants in three provinces of Lao People's Democratic Republic found that 90 per cent of respondents planned to rely on friends and family when migrating abroad (ILO, 2013b). In Poland, results of studies carried out among seasonal workers from Ukraine demonstrated that most of them found their job through friends' recommendations (62%) and via intermediaries (21%) who very rarely have registered job agency activities but are known as the so-called "drivers" (Duszczuk, 2013). Similarly, a large majority of the jobs found abroad were the result of utilizing family and friends' networks, as with migrants from Armenia (92% of jobs), Georgia (79%) and Morocco (72%) (Collyer et al., 2013). Likewise, survey results indicate that aspiring Filipino migrants have mostly relied on their personal networks, overwhelmingly comprising relatives abroad (but also in the Philippines), for information about working abroad and which recruitment agency to utilize (Asis, 2005). Moreover, the same survey revealed that governmental and non-governmental agencies were not mentioned as sources of information at the pre-migration stage.

At the same time, migrants increasingly utilize other sources of information, such as the internet. Publishing the findings from a Longitudinal Immigration Survey, New Zealand's Department of Labour confirmed that the main source of information about New Zealand for migrants' before arrival was from friends or relatives living in New Zealand (56%) (Department of Labour, 2009).¹⁰⁷ However, the next most common source was the internet (34%), followed by other media sources (26%), and previous visits or living in New Zealand before taking up permanent residence (25%). Furthermore, their research revealed that the information sources used by migrants varied by immigration type. Skilled migrants were more likely than other groups of migrants to acquire information on New Zealand from the Internet and other media sources, whereas family migrants were much more likely to acquire information from friends or relatives already living in New Zealand. Dekker and Engbersen (2012) found that social media have become a source of strategic information, providing "access to assistance or information that was not available in pre-existing social networks" (p. 13). The authors document several cases where migrants already in countries of destination are approached on social media by far-removed acquaintances or total strangers from

¹⁰⁷ For information on the survey methodology, see http://www.dol.govt.nz/publications/research/lisnz/lisnz-main_04.asp

their country of origin. Those in the country of origin require information about migration to, and life in, the destination country (p. 11).

However, information flowing through networks of contacts in the destination country can be unreliable and overly optimistic as a result of attempts to appear successful in the country of destination (Somerville and Walsworth, 2009). Consequently, new research shows that migrants have begun to turn to official sources. For instance, recent research among departing Filipino migrant workers suggests that they consider certain government agencies such as POEA, OWWA and the Office of the Undersecretary for Migrant Workers Affairs to be trusted sources (Asis and Ranneveig-Agunias, 2012).

Governmental and state-owned

Institutions of the country of destination

Aside from personal connections, one of the first information points for potential migrants is the diplomatic representation of the country they are considering for migration. Most embassies or consulates offer information about admission procedures and travel documents, together with basic advice about their country and referral to further services. These institutions can also offer a pre-departure space where migrants can find out more about the integration process.

In Austria, this source is formally included in the country's integration strategy. The Austrian Expert Council for Integration, an independent body advising the Ministry of Integration, has suggested a concept in which integration-enhancing measures need to start as early as possible.¹⁰⁸ In practice, this means placing an integration representative at selected embassies in order to inform migrants about living and working in Austria (see case study for details).

Diplomatic representations can also convey messages developed in the countries of destination. For example, the *Next Stop — The Czech Republic* pre-departure information package, consisting of a brochure and a film, is disseminated with the help of Czech embassies in Ukraine, Russian-speaking countries, Mongolia and Viet Nam.¹⁰⁹

¹⁰⁸ Independent Expert Council for Integration, Ministry for Europe, Integration and International Affairs (2013), *Integrationsbericht. Perspektiven und Handlungsempfehlungen Expertenrat für Integration* (Perspectives and Guidelines Recommendations for Action). Available from http://www.bmeia.gv.at/fileadmin/user_upload/bmeia/media/Integration/Integrationsbericht_2013/Expertenrat_Integrationsbericht_2013.pdf.

¹⁰⁹ For details, see <http://www.mvcr.cz/mvcren/article/next-stop-the-czech-republic.aspx>.

Other institutions that disseminate information in countries of origin are the state development agencies. For instance, the German development organization – Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) – carries out several recruitment projects abroad and all include a pre-departure information and orientation module.

In a similar vein, cultural institutes with branch offices in many countries around the world offer, in addition to language courses, cultural orientation seminars. More precisely, these are often incorporated into language classes but can also be tailored to specific groups of migrants ready to travel to the respective country of destination. For example, in certain situations, the Goethe Institute carries out the language and orientation pre-departure course offered by GIZ as part of the aforementioned recruitment projects. This collaboration on pre-departure services in a country of origin between two institutions from a country of destination is illustrative of a cohesive integration policy, with aligned objectives.

In the same context, public institutions in countries of destination implement projects or activities in countries of origin. An example of this is the work of the Swedish Public Employment Service in the Republic of Moldova. The project *Consolidation of Migration Management Capacities in the Republic of Moldova*¹¹⁰ aims to facilitate legal migration between the Republic of Moldova and the EU and is part of the cooperation conceived in the framework of the EU Mobility Partnership.¹¹¹ The project seeks to provide correct information about legal migration procedures and opportunities of working and living legally in the EU. Notably, this project builds on previous cooperation efforts between Sweden and the Republic of Moldova that began in 2001.

Many host countries use telephone or online-based services to convey information to newcomers. These can either be intended as pre-departure assistance – for example, free hotline or online counselling – or are conceived as welcome or orientation guides for newly arrived immigrants. These services can have a positive spillover effect for aspiring migrants who are still in the country of origin. Institutions offering such undertakings vary from immigration authorities to Ministries of Labour or employment agencies, and so on. To illustrate, the online

¹¹⁰ See <http://legal-in.eu/en/consolidation-of-migration-management-capacities-in-rm>.

¹¹¹ For details, see http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/international-affairs/global-approach-to-migration/specific-tools/docs/mobility_partnership_republic_of_moldova_en.pdf.

portal *jmd4you*, led by the Jugendmigrationsdienste (Youth Migration Services) of the Bundesministerium für Familie, Senioren, Frauen und Jugend is an advisory service offering online information and orientation to young migrants before arrival in Germany.

On the other hand, many organizations run 'welcome' guides or starter kits for those planning to move from abroad, in print and/or online. Often, several organizations from the same country run similar information materials, which may play a positive role in reaching wider audiences if well coordinated. The Austrian Integration Fund compiles and distributes the *Welcome to Austria* information brochure and welcome pack and, although it is aimed at newly arrived immigrants, its availability for downloading is a consistent help towards starting the integration process as early as possible.¹¹² At the same time, the Austrian Federal Government publishes a website on migration with detailed information on residence permits as well as general information on working and living in Austria.¹¹³ Similar endeavours are carried out in Belgium (*Starterskit Migrating to Flanders*, by the Government of Flanders),¹¹⁴ Czech Republic (Information for Foreigners who Intend to Relocate to Czech Republic on a Long-term Basis),¹¹⁵ Finland (*Welcome to Finland*, Ministry of Employment and Economy),¹¹⁶ or Italy's Migrants' Integration Portal,¹¹⁷ to list just a selection of such practices.

The City of Helsinki administration maintains Infopankki.fi, a vast and multilingual information portal with lots of information about moving to Finland and living in Finland as a foreigner. The development of Infopankki website was a result of a co-operation agreement between the Finnish government and local municipalities for a period of four years from 2009 to 2013. The Ministry of Employment and the Economy, the Ministry of the Interior, the Ministry of Education and Culture and the Social Insurance Institution of Finland (Kela) participate as financial partners for the period 2014–2016. The municipal pages are financed by Infopankki member municipalities: Helsinki, Espoo, Vantaa, Kauniainen, Turku, Tampere,

¹¹² See <http://www.integrationsfonds.at/welcome>.

¹¹³ See <http://www.migration.gv.at/en/living-and-working-in-austria.html>.

¹¹⁴ See <http://www.migreren.inburgering.be>.

¹¹⁵ See <http://www.mvcr.cz/mvcren/article/next-stop-the-czech-republic.aspx>.

¹¹⁶ http://www.tem.fi/ajankohtaista/julkaisut/esitteet/perustietoa_suomesta.

¹¹⁷ <http://www.integrazionemigranti.gov.it/en/Pages/home.aspx>. The Portal was established under the coordination of the Directorate General of Migration Policies and Social Integration of the Italian Ministry of Labour and Social Policies with funding from the European Integration Fund. It is run with the support of the agency Italia Lavoro.

Mikkeli, Oulu and Rovaniemi. Each municipality is responsible for the content of its corresponding page. This e-service also provides online referrals, partly to various authorities and organizations, but primarily to non-profit services and multi-lingual sites that target all immigrants living in Finland.

Institutions of the country of origin

Concerning institutions in the countries of origin, Ministries of Foreign Affairs, together with their networks of embassies and consulates abroad, offer basic information about various countries of destination. For example, the Albanian Ministry of Foreign Affairs has a dedicated services section for Albanian citizens with information about issues such as travelling and living in the Schengen area.¹¹⁸ While these services may not be designed as pre-departure measures *per se*, they are nonetheless a good starting point.

However, dissemination of information about migration can be challenging for various reasons, including geography. Asis and Ranneveig-Agunias (2012) give examples from Indonesia and Nepal where due to their geography (Indonesia being a vast archipelago and Nepal a landlocked country), distribution of information is mainly confined to urban areas. In such cases, Migrant Resource Centres (MRCs) can be a solution. Acting as a 'one-stop-shop' for information and services for migrants, MRCs represent specialized migration institutions that offer a neutral space for potential and actual migrants to acquire a variety of details about the migration process. MRCs can be independently located, can partner with local organizations or can use mobile units to reach isolated regions. Multiple examples of MRCs exist, from the Western Balkans region to Micronesia, and from North Africa to South-East Asia. This particular type of institution is discussed at length in Chapter 5.

The Philippines is an exemplary country of origin in terms of dissemination of information on migration to departing nationals. The country's long experience with labour migration and a well-developed media infrastructure are two contributing factors in this case (Asis and Ranneveig-Agunias, 2012). The country's pre-departure orientation seminar (PDOS) was launched in 1983 mainly by NGOs. Currently, the PDOS is *mandatory* and is offered by the Commission on Filipino

¹¹⁸ See http://www.punetegashtme.gov.al/files/userfiles/Free_movement_in_the_Schengen_countries.pdf. For general information about services, see <http://www.punetegashtme.gov.al/en/services/services-for-albanian-citizens>.

Overseas (CFO) for visa immigrants and by the Overseas Workers' Welfare Administration for temporary workers. CFO is a governmental agency under the Office of the President tasked “to promote and uphold the interests, rights and welfare of overseas Filipinos and strengthen their ties with the Motherland”.¹¹⁹ The agency also organizes so-called peer counselling programmes for children of immigrants and guidance and counselling programmes for spouses.¹²⁰

OWWA, a specialized agency of the Department of Labor and Employment, conducts the PDOS together with the Philippine Overseas Employment Administration, as well as 260 accredited private sector and NGO providers (Asis and Ranneveig-Agunias, 2012).¹²¹ This multi-actor approach is seen as beneficial in that it secures broader outreach and participation. Furthermore, in 2009, the PDOS was expanded with the implementation of a Comprehensive Pre-Departure Education Program (CPDEP) for migrant household service workers.¹²²

In Indonesia, all migrants must complete the Final Pre-Departure Briefing also known as *Pembekalan Akhir Pemberangkatan* (PAP). The pre-departure briefing is managed by the National Board for the Placement and Protection of Indonesian Overseas Workers. It is also offered in 16 provinces that have a high migration rate and, in this case, the programme is managed by the Agency for Placement and Protection of Indonesian Overseas Workers, which is a provincial branch of the aforementioned national board (Asis and Ranneveig-Agunias, 2012).

Private sector organizations

For those employers and private recruitment agencies seeking qualified labour force abroad, preparation and training of the future workforce before arrival is extremely important. Polarica, a berry-picking company in Sweden and Finland, recruits most of its berry pickers from Thailand. Before the 2012 season, the company's Swedish branch published its own "Policy declaration for berry picking". According to this policy, the way Polarica treat their pickers is guided by the ten principles of The Global Compact, which are based on the UN Declaration of Human Rights, ILO conventions on human rights at work, the Rio Declaration on Sustainable Development and the UN Convention against Corruption, as well as

¹²⁰ For details, see http://www.cfo.gov.ph/index.php?option=com_content&view=article&id=2334:frequently-asked-questions-on-cfo-guidance-and-counseling-program&catid=110:frequently-asked-questions&Itemid=858.

¹²¹ A list of service providers is available from <http://www.owwa.gov.ph:8080/wcmqs/>.

¹²² For details, see <http://www.dole.gov.ph/fndr/bong/files/DO%2095-09.pdf> and http://www.ilo.org/dyn/migpractice/migmmain.showPractice?p_lang=en&p_practice_id=72.

the laws and statutes valid in the countries in which the company operates. The company maintains a policy of fully informing the pickers about picking conditions, their costs in both Thailand and Sweden and their potential earnings. This information must be provided before a contract is finalized. To achieve this, the company has established an ombudsman for berry pickers who must ensure that berry pickers receive correct information during a one or two-day training session before coming to Sweden.

There are also private companies offering for-profit information and other services for various clients. Randstad Belgium runs the Cross-border Staffing programme seeking international recruitment for various employers in Belgium who also cover the costs of pre-departure training. While this is mainly a job matching exercise, it also contains information dissemination activities conducted in the country of origin, such as the Philippines.

Japan Consulting Office is working to improve business relationships between Japan and Europe through increased knowledge and communications.¹²³ They also offer a short pre-departure training for professionals seeking assignments in Japan. The company operates in Belgium and Luxembourg, Germany, the United Kingdom, the Netherlands, Hungary and Singapore, with a private company as a partner in Japan.

Emigranti is a project dedicated to the integration and organization of the Albanian Diasporas. The project is associated with Gjiganti.com, an Albanian web-portal.¹²⁴ The mechanism is run by Faton Media, a private media enterprise based in Helsinki, Finland.¹²⁵

In Nepal, the implementation of pre-departure orientation is exclusively carried out by licensed recruitment agencies (Asis and Ranneveig-Agunias, 2012). The Foreign Employment Promotion Board acts as a general manager and oversees the implementation of the Pre-Departure Orientation. Specifically, its main responsibilities are for the accreditation of institutions that provide pre-departure orientation training, developing and approving the curriculum and monitoring the orientation sessions. However, it is noteworthy that both in Nepal and the Philippines NGO representatives were questioning the role of the private sector as

¹²³ See http://www.japanconsultingoffice.com/en_about_us.php.

¹²⁴ See <http://www.gjiganti.com/en/gjiganti.html>.

¹²⁵ See <http://www.fatonmedia.com/en/index.html>.

an orientation provider, pointing out the contradiction between pursuing commercial purposes and advocating human rights (Asis and Ranneveig-Agunias, 2012).

International organizations

The International Organization for Migration (IOM) and the International Labour Organization (ILO) are the big global actors in the implementation of pre-departure measures. IOM has over 50 years' experience in migrant training in general, including curriculum development, language training and training of trainers. IOM migrant training activities have been implemented in over 50 countries, with significant activity in Africa, Asia, and the Middle East/North Africa. Participants in the majority of IOM's migrant training programmes have been refugees accepted for resettlement in a third country. On behalf of countries of destination, IOM is implementing several cultural orientation programmes with humanitarian migrants bound for the United States, Canada, Australia, Finland, Norway, and the United Kingdom.¹²⁶

The United States Cultural Orientation (USCO) is funded by the US Department of State's Bureau of Population, Refugees and Migration and is supported by the Center for Applied Linguistics' Cultural Orientation Resource Center. USCO started in 1990 and since then IOM has carried out training on its behalf in Kenya, Thailand, Egypt, Jordan, Syrian Arab Republic, Nepal, Kazakhstan, Turkmenistan, Azerbaijan, Kyrgyzstan, the Republic of Moldova, Russian Federation, Uzbekistan, Romania and Malta.

The Finnish Cultural Orientation (FINCO) is a pre-departure orientation training programme delivered by IOM since 2001 with funding from the Finnish Government through its Immigration Service. By 2009, IOM had provided cultural orientation training in eight different countries on four continents and assisted over 2,500 refugees to resettle in Finland under the programme. Locations include Cambodia, Egypt, the Islamic Republic of Iran, Lebanon, Rwanda, Syrian Arab Republic, Thailand, and Turkey.

The Norwegian Cultural Orientation programme (NORCO) started in 2003 and is funded by the Norwegian Directorate for Integration and Diversity. It provides quota refugee migrants with pre-departure orientation focused on Norwegian

¹²⁶ See details here: https://www.iom.int/jahia/webdav/shared/shared/mainsite/activities/facilitating/cic_survey.pdf.

culture and society. At the same time, IOM works with receiving Norwegian municipalities to provide them with information about the resettling migrants and their situation prior to their arrival in Norway.

During the last two decades, IOM has widened its scope by also offering training to migrant workers, including labour migrants of varied skill levels and their family migrants. For instance, since 2007 IOM has offered pre-departure orientation for workers bound for Canada from Columbia, El Salvador, Guatemala and Mauritius. The target group in this case is primarily less qualified workers from developing countries. In Canada, Doecker Industries Ltd. hires welders from Mauritius to work at their plant in Saskatchewan. The one-day IOM preparatory seminars communicate information about living conditions in Canada, the rights and duties of workers, the healthcare system and the banking system and the history of the company. In general, skills development classes can also be organized and migrants receive information cards containing the most important telephone numbers of public authorities and advisory offices in the country of origin and in Canada.

Further notable examples of IOM orientation projects include those in the South Caucasus and the Republic of Moldova, both of which include pre-departure information components as part of larger initiatives to consolidate the migration management capacities of the countries involved.

The project *Reinforcing the Capacities of the Government of Georgia in Border and Migration Management (More-for-More)* is funded under the Eastern Partnership Integration and Cooperation Programme 2012 and is implemented by the IOM Mission to Georgia in a complementary relationship with the International Centre for Migration Policy Development. The project started on 15 December 2013 and will continue until June 2017. Among other activities, the project informs participants about safe migration in order to promote legal labour migration as a means to safeguard the rights of migrant workers who leave Georgia in search of opportunities elsewhere.

The project *Supporting the implementation of the migration and development component of the EU-Moldova Mobility Partnership* was a three-year programme implemented from 2010 by the IOM. It offered, inter alia, comprehensive information and knowledge to potential migrants to help them make well-balanced decisions about moving abroad.

Recently, IOM has also developed initiatives in countries of destination that target potential migrants from various countries of origin. In Poland, IOM runs a hotline for migrants from Armenia, Belarus and Ukraine that is accessible to both those already in Poland and those considering migration. This is part of the project *Migrants' Rights in Practice*, funded by the European Integration Fund in partnership with the Ministry of Interior. It aims to facilitate migrant integration by providing information prior to departure. Migrants from third countries also access the IOM-run Migration Information Centre in Slovakia (MIC) via e-mail and hotline. The MIC also boasts a website that is a reliable source of information for both travel-ready and potential migrants.¹²⁷ Out of approximately 2,000 clients serviced annually, about 30 per cent are contacting the MIC from their country of origin.¹²⁸

ILO, a norm-setting agency, plays an important role in the protection of migrant workers and prevention of abusive practices, including at the pre-departure stage.¹²⁹ In addition, it carries out projects with specific pre-departure components, such as the South Asia Labour Migration Governance Project, funded by the EU.¹³⁰ This project aims to provide migrant workers from India, Nepal, and Pakistan with more accurate and reliable employment information on the Gulf Cooperation Council countries (destination countries) by creating an Employment Information Portal and organizing pre-departure orientation sessions and workshops. Likewise, the GMS Triangle project,¹³¹ seeks to protect the rights of female and male actual and potential migrants through increased access to support services, including adequate information (see Chapter 5). Recently, ILO has facilitated discussions about standardizing pre-departure orientation and training course contents for migrant workers.¹³²

¹²⁷ See <http://mic.iom.sk/en.html>.

¹²⁸ Personal communication with IOM staff at the MIC, 3 October 2014.

¹²⁹ For a list of international standards for the protection of migrant workers, see <http://www.ilo.org/migrant/areas/international-standards-on-labour-migration-and-protection-of-migrant-workers-rights/lang-en/index.htm>.

¹³⁰ Full title: Promoting the Effective Governance of Labour Migration from South Asia through Actions on Labour Market Information, Protection during Recruitment and Employment, Skills and Development Impact. For details, see: http://www.ilo.org/kathmandu/whatwedo/projects/WCMS_234634/lang-en/index.htm.

¹³¹ Short for Tripartite Action to Protect Migrant Workers within and from the Greater Mekong Sub-region from Labour Exploitation.

¹³² For details, see http://www.ilo.org/dhaka/Whatwedo/Eventsandmeetings/WCMS_242043/lang-en/index.htm.

Non-profit sector

Institutions in countries of destination conducting complex projects with a pre-departure component operate in the respective countries of origin or in regional hubs serving several countries. For instance, the Colleges and Institutes Canada, a not-for-profit member services organization, implements the Canadian Immigrant Integration Program (CIIP) out of four regional offices in China, India, the Philippines, and the United Kingdom (see case study in Chapter 4.3). CIIP implements manifold activities, including one-day orientation workshops on labour market information. For more details about CIIP, see the case study under the thematic chapter on job matching.

A similar example from Canada is the Active Engagement and Integration Program (AEIP), implemented by S.U.C.C.E.S.S., a non-profit, charitable foundation promoting the well-being of Canadians and immigrants. Through its first overseas project, S.U.C.C.E.S.S. provides pre-departure orientation guidance for persons immigrating to Canada from South Korea and Taiwan.

4.1.3 Main features of the pre-departure information measures

Target group

A review of the practices collected in the inventory confirms the utility of IOM's distinction between travel-ready migrants and those still in their decision-making process. Activities involving the latter usually have a broad definition of the target group, commonly referred to as *potential* migrants. These activities can be very generic by addressing 'all potential migrants' – for example, BAMF's *Welcome to Germany – Information for Immigrants*¹³³ brochure or the *Starterskit Migrating to Flanders*. Other programmes are more specific and focus on potential migrant workers from a specific sector or country – temporary and/or long term – such as IOM's Facilitated Labour Migration Scheme from Kyrgyzstan, as country of origin, to Russian Federation and Kazakhstan, as countries of destination. In the same category, the Ministry of Labor and Social Welfare in UNSC resolution 1244-administered Kosovo¹³⁴ runs a Pre-departure Orientation Seminar (Programi i

¹³³ “Willkommen in Deutschland – Informationen für Zuwanderer”. See <http://www.bamf.de/SharedDocs/Anlagen/DE/Publikationen/Broschueren/willkommen-in-deutschland.html?nn=1362950>.

¹³⁴ Hereinafter referred to as Kosovo/UNSC 1244.

seminarit orientues përpara nisjes). It targets students from Kosovo/UNSC 1244 who can work temporarily in Germany or Switzerland during or after their studies.

Concerning travel-ready migrants, these vary from family members of migrants already in countries of destination to pre-selected migrant workers. In the former category, an example of a very specific group of beneficiaries is the *E-BOSLA Bénéficiaire de l'Orientation aux services pour l'Intégration à travers l'E-Learning* project (Benefit from the Orientation to Integration Services through E-Learning). The project specifically targeted Moroccans from the Chaouia-Ouadiga region who received a positive family reunification decision and were bound for Italy. Meanwhile, the online advisory service of the Youth Migration Services in Germany aims to offer free and anonymous counselling to third-country Turkish nationals, aged 17 to 27, before arriving in Germany.¹³⁵ IOM's Regional Office for Central America, North America and the Caribbean, based in San Jose, Costa Rica, delivers a mix of pre-departure information and orientation services to pre-selected migrant workers who have already signed a work contract before they depart from El Salvador, Honduras, or Guatemala to Canada. The Swedish company Polarica has a pre-departure programme whose target group is not only defined by the company's profile – berry produce – but also by geography, as it recruits and informs berry pickers from Thailand. In the same category, circular migration schemes are very focused in terms of both geography and target group (for example, agricultural workers from Ghana to Italy as part of the Lamiwa project).¹³⁶

In the Philippines, the PDOS delivered by CFO is compulsory¹³⁷ for all Filipino emigrants older than 12 years leaving the country to settle permanently abroad. Children of emigrants who are aged 13 to 19, are required to attend a Peer Counseling Program to help facilitate their adjustment to a new environment. At the same time, Filipinos going abroad as fiancé(s)/spouses/partners of foreign nationals or former Filipinos, must attend the Guidance and Counseling Program. They will be given information and advice on the realities of intermarriage and

¹³⁵ See <https://www.jmd4you.de/views/service/nutzungsbedingungen.html>. However, they also have a Turkish version that specifically counsels Turkish migrants. See the specific jmd4you website: <https://almanyayolu.org/~run/>.

¹³⁶ Short title for the project Facilitating a Coherent Migration Management Approach in Ghana, Nigeria, Senegal and Libya by Promoting Legal Migration and Preventing Further Irregular Migration.

¹³⁷ Upon completion of this program, an emigrant registration sticker will be affixed to the passport of the emigrant as proof of registration. The registration sticker is checked by an immigration officer at the airport.

migration, rights and obligations overseas, available support networks for women in distress, cultural and social realities overseas, and other information which may help them make informed decisions about cross-cultural unions and settlement overseas. The PDOS executed by OWWA is compulsory for all Filipino leaving the country as temporary workers. Moreover, the Comprehensive Pre-Departure Education Program (CPDEP) is also obligatory for migrant household service workers. According to Asis and Ranneveig-Agunias (2012), while the PDOS programme provided by OWWA is free, non-governmental service providers charge PHP 100 (or approximately 2.3 USD).

In Nepal, the Pre-departure Orientation has been mandatory for migrant workers since 2004 (Asis and Ranneveig-Agunias, 2012). Since its implementation it has been carried out by private recruitment agencies, which charge a participation fee of NR 100 (or 10 USD) per session.

It is noteworthy that only a few of the practices reviewed charge beneficiaries for their participation in pre-departure information and/or orientation seminars. Examples of charging can include the information materials that need to be acquired by migrants seeking to move to those EU countries that require a civic integration test abroad before admission. Furthermore, except for private sector agencies in the Philippines and Nepal, no institutions have reported profit-generation as the aim of its initiative. This is also the case with the Randstad Cross-border programme; however, in this instance, the employer incurs the costs.

Objectives

There are a variety of objectives upheld by these pre-departure support measures, ranging from provision of basic information about the country of destination,¹³⁸ to promotion of safe and orderly migration.¹³⁹ Other practices aim to give migrants guidance for their first months in the country of destination.¹⁴⁰

¹³⁸ The Pre-departure Orientation Seminar held by the Ministry of Labour and Welfare in Kosovo/UNSC 1244.

¹³⁹ Regional programme and dialogue on facilitating safe and legal migration from South Asia to the EU project; the 'informational support' offered by the public employment service in Una Sana Canton, Bosnia and Herzegovina and the migrant information or resource centres in the Western Balkans region, and so on.

¹⁴⁰ Welcome to Germany brochure; Pre-departure orientation offered by IOM to Mauritians going to Italy and Canada.

Fostering integration is a stated goal for practices that offer a mix of information and skill development and/or job matching. The work by GlZ is a good illustration of this as their current initiatives seek *“to prepare migrants for their stay in Germany, to help them settle in well, to prepare employers for the intercultural experience and to show how they can help the migrants during their integration process”*. The Canadian Immigrant Integration Programme (CIIP) aims explicitly to “enable immigrants to prepare effectively overseas to meet credential, language and skill requirements to achieve economic integration in Canada”. AEIP supports the settlement, adaptation and integration of skilled workers, members of the family, and live-in caregivers from South Korea and Taiwan Province of China into Canadian society.

Info box 1: Why was the CIIP initiated?

While there have been improvements in the availability of accurate information for immigrants through government websites and portals, Colleges and Institutes Canada realized that information alone was not sufficient to bring about a substantive improvement in integration outcomes. Conflicting messages and an overwhelming number of information sources create considerable confusion for immigrants, who are unsure about where to look, what sources to trust, or how to apply the information available to their own situation.

A new model was required to help accelerate the successful labour market integration of newcomers. This model entails group orientation sessions, one-on-one counselling, and the preparation of a personalized settlement plan with referrals to partner organizations in Canada. See sections 4.3 for a case study on CIIP.

Source: Cynthia Murphy, Director, Canadian Immigrant Integration Program (CIIP) via the data collection questionnaire.

The delivery details of these activities are discussed in the next section.

4.1.4 Service design and delivery

This section looks at the means of delivery of the pre-departure information and orientation services studied, and the various methodologies employed. Equally important, this part also discusses design elements supporting the coordination of services in countries of destination, as well as the circularity and return of migrants.

As already suggested, the basic means for beneficiaries to access information are brochures in various forms about living and working abroad. Such materials are often associated with organizations in countries of destination. For instance, Emigranti project offers information, guidelines, brochures and other materials that serve the purpose of making it easier for Albanians to find a place in the new country of their choice. *Welcome to Austria, Living and working in Austria, Starterskit Migrating to Flanders* and *Welcome to Germany* are other similar initiatives.

Most information providers recognize the importance of the Internet as a dissemination tool. Virtually all measures in this thematic category have a website either to present and publicize its content and/or to engage beneficiaries. In many circumstances, this is the only means to disseminate information, and it is particularly relevant for measures conducted from the country of destination (see section 4.1.2 above). The *Work in Sweden* website¹⁴¹ is hosted by the Swedish Institute, a public agency aiming to promote Sweden worldwide. The portal is addressed to potential migrants and offers a complete guide to the process of moving to and living in Sweden; from finding a job and learning about migration regulations, to applying for a work permit and getting settled in Sweden. *New in Norway* is a similar initiative, distinguishing between labour migrants and family members.¹⁴² It offers information, in a friendly format, about moving to Norway, working, children and schools, health, recreational activities, transport and services, and other useful information.

The MISRIAT module of the IMIS project was a database hosted on the website of the Egyptian Ministry of Manpower and Emigration, particularly the Emigration and Egyptians Abroad Sector.¹⁴³ It provided users with basic information, such as links to details about entry and work visas and citizenship, and also provided country profiles on 21, mostly Western European, emigration countries. However, most of the information is currently severely outdated and the project website works only intermittently.

Activities executed for implementation of the pre-departure information and/or orientation measures vary according to the target group. Creation of brochures, guides and information hotlines and their distribution and outreach to migrants

¹⁴¹ See <http://work.sweden.se>.

¹⁴² See <http://www.nyinorge.no/en/>.

¹⁴³ See <http://www.emigration.gov.eg/Misriat/MisriatCountries.aspx>.

are common dissemination tools. Physical information centres, such as Migrant Resource Centres (MRCs), discussed in Chapter 5, offer individual face-to-face counselling and group seminars to potential migrants. Setting up of MRCs outside the main metropolitan networks helps reach migrants who otherwise have limited information available. For instance, through the ILO's GMS Triangle project, the creation of MRCs brought services to migrants and potential migrants, and their families, in areas where these were otherwise not available. In Albania, 36 *Sportele Migrazioni* (Migration Counters) have been set up all over the country in local branches of the National Employment Service.

Individual and group pre-departure orientation seminars are a methodology well targeted to travel-ready migrants. Within the framework of pre-departure orientation for labour migrants bound for Canada from Mauritius, Colombia, Honduras and El Salvador, IOM provides migrant workers with knowledge about their rights and obligations in Canada. To achieve this, four-hour, face-to-face sessions of a maximum of 40 people are organized, and these are compulsory once migrants have been selected to travel. Print materials are distributed during the orientation seminar.

A different approach is the appointment of a specialized information provider. Polarica, the Swedish-based private company specializing in berry products, employs an ombudsman to represent the interests of the Thai berry-pickers, investigate complaints, solve problems and suggest improvements. However, the ombudsman, a Thai ethnic, is primarily tasked to ensure the Thai berry-pickers receive correct information before they come to Sweden. To this end, the ombudsman visits the selected berry-pickers in Thailand and holds one- to two-day training sessions. The training covers general information about Sweden, specific conditions applicable to berry picking in Sweden, terms of employment, accommodation, travel to and costs in Sweden, and traffic regulations. The ombudsman is a link between Polarica, the recruitment company in Thailand and the subcontractors in Sweden. Once in Sweden, the ombudsman seeks to meet the berry pickers on a daily basis to ensure a prompt resolution to any problems.¹⁴⁵ This is somewhat similar to the use of bi-cultural or cross-cultural trainers in the framework of pre-departure orientation for resettling refugees.

¹⁴⁵ For further details, please see <http://www.polarica.se/Konsument/Om-Polarica/Barombudsmannen/>. An interview with the current ombudsman is available from <http://www.polarica.se/Konsument/Om-Polarica/Mot-vara-barblockare/Barombudsmannen-Pam/>. Both materials are in Swedish only.

Info box 2: Using bicultural trainers

Norway is the first European country to use exclusively bicultural trainers for pre-departure orientation. There are several attributes and certain values that recommend such an approach to the delivery of pre-departure orientation. In the Norwegian context, a bicultural trainer is a person who has a background similar to that of the refugee group and has lived in Norway. He or she speaks the language of the cultural orientation participants, and often also Norwegian and English. These trainers may already have teaching experience or are trained in this regard, and they will be familiar with working with refugees or migrants. They share a cultural understanding and are usually established professionals, thus they are also able to act as role models for the refugees. The value of bicultural trainers rests in their cultural and linguistic familiarity (with that of the refugees), their credibility, migration/refugee experience, and empathy. Furthermore, they can also act as a bridge between the pre- and post-arrival phases, facilitating the refugees' transition. The main challenge is in finding the right trainers, as appropriately qualified individuals are rare and usually have a regular job, which means they must take time off work to serve as bicultural trainers.

Sources: ICMC. *Paving the Way. A Handbook on The Reception and Integration of Resettled Refugees*. 2011. Available from <http://www.refworld.org/pdfid/543f83494.pdf>; Stephen, P. *The Nordic Model. Linking pre- and post-arrival orientation*. Presentation held in Geneva, 19 July 2010; European Resettlement Network, available from <http://www.resettlement.eu/good-practice/norwegian-cultural-orientation-programme-norco-bicultural-trainers-and-information>.

Return is not always actively facilitated at the pre-departure stage and it mainly concerns travel-ready migrants. Exceptions include circular migration or temporary labour migration schemes, such as the movement of Mauritian workers to Canada. A trilateral agreement, between IOM, the Government of Mauritius and the Canadian employer, specifically promotes circularity and encourages return and reintegration, as the contracts concluded are limited to a 24-month period. GIZ carries out recruitment programmes for German employers and its pre-departure orientation programmes do not directly include return-related information. However, if migrants return they can count on support through other GIZ programmes (such as funding for business start-ups, help with job search, and so on).

Coordination mechanisms between service providers in countries of origin and relevant providers in countries of destination contribute to the effectiveness and

ownership of pre-departure support measures. Such cooperation is formalized in the trilateral agreement regarding the migration of Mauritians to Canada, and it underscores the work of GIZ and the German Federal Employment Agency (see the Triple Win case study in the job matching thematic chapter). In some cases, measures purposefully do not include service providers in countries of origin, using instead local offices of institutions from the country of destination (Goethe Institute) or local representations set up abroad (CIIP). Within the framework of the Netherlands Cultural Orientation (NLCO), information flow between pre- and post-arrival phases is ensured through a social intake conducted at the start of the NLCO-training and carried out by IOM. This assesses participants' existing knowledge about the Netherlands and collects practical biographical information, in particular on schooling and medical needs, to be shared on a need-to-know basis with the partners at the receiving end in the Netherlands.¹⁴⁶

4.1.5 Outcomes

It is difficult to ascertain the outcomes of pre-departure information and orientation support measures for potential migrants beyond the quantitative aspects and immediate effects. While many initiatives have monitoring and evaluation mechanisms in place during the implementation, only a few conduct evaluations or plan to do so. The impact of print materials such as brochures is rarely evaluated formally, but there is some ad hoc evidence that they do help migrants with basic information and offer guidance in the early stage of settling in. For instance, there is a high demand for the *Welcome to Germany* brochure, with multiple reprinting and use by German cities, and ad hoc evidence of appreciation by the beneficiaries.

Concerning measures for travel-ready migrants, evidence from Mauritanian returnees who participated in pre-departure orientation confirms that the seminar provided them with sufficient information to manage their expectations upon arrival. Likewise, the participants of the cultural orientation sessions organized as part of the E-Bosla project in Morocco reported increased self-esteem and confidence from the competences acquired during the course. This is particularly the case for those who had little or no education.¹⁴⁷ A stronger impact

¹⁴⁶ For more information about the project, see <https://www.nlco.iom.int>.

¹⁴⁷ Final report to the Central Unit for Migration and Asylum, Ministry of Interior, Italy. Project E-Bosla: Orientation Services for Integration through E-learning (second phases) (in original: Rapport Final A la Direction Centrale pour les Politiques d'Immigration et d'Asile, Ministère de l'Intérieur Italien, PROJET E-BOSLA: Bénéficiaire de l'Orientation aux Services pour L'Intégration à travers l'E-learning (2ème phase).

of pre-departure measures is visible in those cases where information dissemination and/or orientation are linked to other pre-departure support measures such as job matching or skill development. Surveys with employers and migrants conducted by GIZ highlight successful integration, and pre-departure orientation facilitated successful recognition of foreign credentials.¹⁴⁸

In Canada, evaluation of the three pre-departure initiatives – COA, CIIP, and AEIP – revealed that pre-departure orientation was useful to participants even before departing for Canada, as it helped them to prepare for the trip and gave them information that allowed them to make decisions about coming to Canada (Citizenship and Immigration Canada, 2012). Specifically, a survey among COA beneficiaries indicates they found it most helpful for knowing what to do upon arrival (76.9% of respondents), knowing about rights and responsibilities (74.7%), preparing for Canadian weather (73.7%), learning about Canadian multiculturalism (73.2%), and learning about laws related to family violence (72.1%) (Citizenship and Immigration Canada, 2012). Furthermore, COA facilitators “indicated that ... participants had much more realistic expectations, especially with regard to ... the recognition of educational or professional credentials [and] finding a job” after completion of the program (Citizenship and Immigration Canada, 2012). Not least, 48.1 per cent of COA survey respondents found the pre-departure orientation 'very much' helpful in looking for work, with 44.9 per cent indicating the same level of satisfaction with preparation for getting skills and training accepted in Canada.

¹⁴⁸ Information retrieved via the online questionnaire employed as part of the data collection. Respondent: Janina Koemen, Project Manager, Directorate for Migration, GIZ.

Case study 1: Integration Representative at the Austrian Embassy in Ankara	
Institution	Federal Ministry for Europe, Integration and Foreign Affairs (BMEIA) in partnership with the Austrian Integration Fund (ÖIF)
Timeframe	2013 – ongoing in Ankara, Turkey; extended to Serbia from 1 October 2014
Description	<p>The institution of the Integration Representative is part of <i>Integration from the beginning</i>,¹⁴⁹ a strategy of the Austrian Government that aims to ensure immigrants gain a realistic picture of life in Austria while still in their countries of origin.¹⁵⁰ In January 2013, the integration representative began work at the Austrian Embassy in Ankara. The integration representative is of Turkish origin, but spent an entire educational and professional career in Austria and can thus mediate well between the two cultures. The service offered takes place twice a week on the days individuals file their applications for family reunifications and student visas. Future migrants receive appointments for those days to hand over their passports in the morning and wait until the afternoon for their visas to be issued. This interval is used, on a voluntary basis, to conduct informal orientation modules held by the integration representative along with an external contractor. Visa applicants are informed about the basics of living and working in Austria. A brief profile is created, including migrants' knowledge of German, their educational background and work experience. The first steps in Austria are explained (registering at the municipality, picking up the residence permit, and information on the free counselling session about life in Austria held at one of the currently five Welcome Desks¹⁵¹ of the ÖIF). The integration representative</p>

¹⁵⁰ This framework's conceptual base was set up through discussions in policy circles of the term “welcoming culture – Willkommenskultur”. The concept was coined to signify an approach whereby measures enhancing integration begin in the pre-departure phase and continue on post-arrival in a coordinated manner.

¹⁵¹ The Welcome Desks are specialized advice facilities that make it easier for new immigrants to integrate in Austria. Among other resources, they provide direct counselling to newcomers – in particular on language, education and employment, organize workshops for newcomers and authorities, and implement projects to address specific needs of the immigrants.

¹⁴⁹ Gündüz, Nalan and Nora Kienzer (2014) Integration von Anfang an (IvAa) Vorintegrationsmaßnahmen in der Türkei Pilotprojekt, Österreichische Botschaft Ankara; Executive Summary. Bundesministerium für Inneres, V/2, Integrationskoordination. See also the *Integration Report. Conclusions of the Expert Council for Integration*, 2012. Available from <http://goo.gl/A3b267> (accessed 30 September 2014).

	<p>can schedule direct appointments for the counselling session. After the interview, the integration representative informs the relevant Welcome Desk about the appointment and the migrants' background so that counsellors can prepare advice tailored to the migrant's needs in advance.</p> <p>A second Integration Representative started work at the Austrian Embassy in Belgrade in October 2014. Given that Serbian nationals can enter Austria without a visa, the orientation modules will not be linked to the embassy process, but held in close cooperation with language institutes such as the Austrian Institute in Belgrade. Specifically, the examination dates for A1 German certificates (a prerequisite for Serbians applying for residence titles in Austria) will be used for pre-integration measures in the same way the visa application process is utilized in Ankara.</p>
Verifiability	<p>Turkish nationals are the largest group of third-country nationals residing in Austria. Consequently, Turkey was chosen as a pilot country to design and launch pre-integration measures for people who have applied for residence permits in Austria. To start off the scheme, the integration representative conducted around 400 individual interviews with people heading to Austria for reasons of family reunification, which is the prevalent group of applicants coming to Austria from Turkey. This group was eventually set as the main target group for 2013. The pilot phase was considered a success by the Ministry in charge and the independent Expert Council for Integration.¹⁵² Serbia was chosen as the second target country as Serbian nationals make up the second largest group of all third country nationals residing in Austria, as well as the second largest group of all third country nationals applying for residence titles in Austria.</p>

¹⁵² The independent Expert Council for Integration at the Ministry for Europe, Integration and International Affairs is the competence centre and central engine of the integration process. It comprises experienced and respected personalities from public life that aim to provide comprehensive expert know-how. For details, see <http://www.bmeia.gv.at/en/integration/expert-council/>

Replicability	<p>The practice is currently being replicated in the second country of origin, Serbia, however it is too early to say if it is being effective. Nevertheless, publicly available information about the practice in Ankara reveals a service model, with two persons providing the service, located at the embassy premises and coordinated with available embassy services. Staff training is not an issue at the moment given the similar background of the Integration Representatives to that of the migrants, their upbringing in Austria, and the limited time available for imparting information. However, wider replication of the practice could suggest the need to introduce a systematic staff training protocol. The present Integration Representatives are reassigned staff from the Ministry for Europe, Integration and Foreign Affairs and were previously working on migration and integration matters and trained by the Ministry accordingly. The mission and values of the practice are clearly rooted in the <i>Integration from the beginning</i> strategy. Based on this information, and referring to target groups of this measure, the key aspects of the practice can be duplicated, reproduced or adapted to a new setting.</p>
Sustainability	<p>The practice appears sustainable from the onset as it was designed as a pilot service in the Austrian embassy in Ankara and coordinated with the migration processes in place at the embassy. Upon the recommendation of the Expert Council for Integration, the service was included in the Work Programme of the Austrian Federal Government 2013 – 2018 and has thus become a mainstream service at least until 2018. The <i>Integration from the beginning</i> strategy, underpinning the implementation of this practice, was designed by the BMEIA and the Austrian Integration Fund with the support of the Expert Council for Integration.¹⁵³ Under this concept, embassies and consulates have a special role to play, since they are the first actors in the migration process and also the first conveyors of a new welcoming culture.</p>

¹⁵³ The strategy lays out an integration framework comprising three steps: pre-integration, first orientation and residence, as well as long-term establishment and citizenship.

Cost-effectiveness	While the total budget of the measure is not readily available, it is funded from the state budget. Furthermore, with the extension of the programme to Serbia, new financial, organizational and human resources were allocated. Not least, given the inclusion of the practice in the 2013–2018 budget, and counting all the previous supporting evidence, it is reasonable to assume that the cost-effectiveness of the practice is presently acknowledged.
Ownership	The practice is mainly driven by the Austrian government and does not include formal partnerships with the institutions of the country of origin. However, since the service is provided two days a week, the rest of the week includes, among other activities, preparatory meetings of the Integration Representative with local partners, including institutions dealing with Turks abroad.
Effectiveness	The measure takes into consideration the connection with the post-arrival phase. As discussed above, during the consultations with the Integration Representative, migrants are linked to the Welcome Desks in Austria (through an appointment made by the Integration Representative). In this way, their integration process is jump-started and monitored for up to one year (extended integration phase). ¹⁵⁴ During the pilot phase, the consultations were informal and based on ad-hoc questions from the migrants, often relying on existing brochures. However, given the different needs of the migrant groups – students and family members seeking reunification – in 2014, the practice sought to standardize delivery. As part of this, an orientation module, comprising a curriculum as well as tailor-made learning materials, was created with the aim of providing more targeted assistance. ¹⁵⁵

¹⁵⁴ The main pillar of the “first orientation and residence” is carried out by the Welcome Desks of the Austrian Integration Fund. It starts with a first counselling session upon arrival in Austria and is followed by the so-called ‘extended integration’ phase, lasting up to a year, based on plans set up during the first counselling discussion. The monitoring mechanism entails a follow-up phone call three months after the counselling session in Austria. During the phone call, the discussants agree on whether additional counselling is needed or not. After one year, this call is repeated. Feedback on the ÖIF services is also collected during these phone calls.

¹⁵⁵ The aim of the module is to provide immigrants with the information necessary to promote their quick integration into Austrian society and the labour market. The information material – *My Journey to Austria* – was published by the BMEIA.

Case study 2: Pre-departure Cultural Orientation for Family Reunification Migrants to the Netherlands (CO-Nareis)	
Institution	Lead organization: International Organization for Migration Donors: European Integration Fund, Dutch Ministry of Social Affairs and Employment Partners: VluchtelingenWerk (Dutch Council for Refugees), Dutch Ministry of Foreign Affairs
Timeframe	1 October 2013 – 30 June 2015
Description	<p>Within the CO-Nareis project, IOM offers pre-departure cultural orientation to family members of migrants who have received asylum status from the Dutch Immigration Service and are allowed to reside in the Netherlands. The project aims to assist family reunification migrants in their transition phase to a new country. The primary objective of the cultural orientation training is to prepare and empower migrant participants for their initial period in the Netherlands through creating meaningful learning opportunities. To this end, the training provides participants, aged 12 and older, with factual information about the Netherlands, builds or upgrades practical skills for daily life and offers strategic tools to address cultural shock and integration challenges. IOM trainers around the world implement CO-Nareis in a culturally sensitive manner in the language of the participants. CO-Nareis can be provided in a basic one-day or extended four-day format. The course is offered free-of-charge and beneficiaries can participate regardless of whether they use further IOM assistance.¹⁵⁶ Furthermore, participation is voluntary and throughout the duration of the course offers the participants the benefits of free lunch and beverages, free childcare, and reimbursement of travel expenses to and from the training location. The project relies on outreach to inform family reunification migrants of the option to participate in CO-Nareis training prior to their</p>

¹⁵⁶ The further IOM assistance refers to family reunification assistance. Family reunification migrants to the Netherlands can request IOM assistance to help with travel arrangements from the country of departure to the Netherlands. It is a pre-paid service, so migrants are responsible for arranging the funding and deposit with IOM the Netherlands, and then IOM the Hague handles the logistical arrangements in cooperation with relevant IOM missions. Find out more about this project here: <http://www.iom-nederland.nl/en/resettlement-to-the-netherlands/family-reunification>.

	<p>departure for the Netherlands.¹⁵⁷ It also offers the option to refer family members through an online form.¹⁵⁸</p> <p>This project seeks to provide cultural orientation to 500 participants during its cycle. IOM expects to offer 260 cultural orientation extended packages¹⁵⁹ and 240 basic packages. Currently the largest family reunification migrant groups are Somali and Syrian. These migrants depart for the Netherlands from various countries including Ethiopia, Kenya, Lebanon and Turkey.</p>
Verifiability	<p>Follow-to-join family members of asylum holders are exempt from the pre-departure civic integration exam, which is an obligation for most other family migrants from outside the EU. Thus, they receive no formal preparation for their new life in the Netherlands. Through IOM's family reunification project experience, it is apparent that this group is confronted with a difficult adaptation and acculturation process upon arrival, which can slow their integration due to lack of support.</p> <p>The project is ongoing and no comprehensive impact assessment has yet been conducted. However, a rigorous monitoring and evaluation mechanism has been built into the project. The project relies on three indicators to measure effectiveness. These relate to the beneficiaries'</p>

¹⁵⁷ The outreach conducted in the framework of the CO-Nareis project is a multi-pronged approach in which IOM uses various channels to reach potential CO-Nareis participants. First, IOM designed a logo, flyers, info sheets, videos and web content in various languages to promote CO-Nareis. It also established a phone number, email address, online referral form, multiple webpages and social media campaigns to further promote the project. Second, IOM also promotes CO-Nareis by contacting the sponsoring family members in the Netherlands who request assistance under the IOM family reunification travel assistance project. In addition, IOM promotes CO-Nareis by informing the family reunification migrants in the country of departure who request assistance under the IOM family reunification travel assistance project overseas. Furthermore, IOM partners with the Immigration and Visa Affairs Unit of the Ministry of Foreign Affairs to promote CO-Nareis through its global network of Dutch Embassies tasked with processing family reunification cases. Not least, nearly all sponsoring family members in the Netherlands receive support from VluchtelingenWerk (VWN) local and/or national offices. As such, IOM meets regularly with the VWN national office to develop and implement CO-Nareis outreach initiatives. Source: Carrie Gyskiewicz, CO-Nareis Project Officer, personal communication, 24 November 2014.

¹⁵⁸ Available from <http://www.iom-nederland.nl/en/referral-co-nareis2> (accessed 5 October 2014).

¹⁵⁹ The choice of the package is based on the situation in the country of departure as well as the circumstances of the migrant.

	<p>perception of the factual information provided during the training concerning the Netherlands in general, practical skills for daily life in the Netherlands and useful tools to address challenges presented by culture shock and integration. On the basis of these indicators, CO-Nareis is evaluated at three stages. All participants complete a social intake and survey at the beginning (stage one) and again at the end of the cultural orientation session (stage two) to gather baseline information and to evaluate project effectiveness. Additional information is gathered from a sample of participants three months post-arrival in the Netherlands through an interview (stage three). Monitoring trips are also used to ensure high quality training.</p>
Replicability	<p>The project's key aspects are publicized on the organization's website¹⁶⁰ and detailed on the European Web Site on Integration.¹⁶¹ Given that the project is co-financed by the European Integration Fund (EIF) it is required to comply with the sound management rules required through the Annual Work Programmes¹⁶² and the EIF implementation rules.¹⁶³ Several IOM employees support this project. At IOM Netherlands, there is a project manager, a project assistant and multiple operations and finance colleagues who assist with CO-Nareis. There are qualified trainers based in Colombia, Egypt, Ethiopia, Ghana, Guinea, Jordan, Kenya, Lebanon, Nepal, Russian Federation, Thailand and Turkey who provide both basic and extended package CO-Nareis trainings. IOM operations staff based in other locations, including Pakistan, Sudan and Uganda, also provide the basic package CO-Nareis training.</p>

¹⁶⁰ See <http://www.iom-nederland.nl/en/integration/co-nareis>. For further information, see also the project info sheet <http://www.iom-nederland.nl/images/CO-Nareis/CO-Nareis%20Infosheet%20English.pdf> and the project flyer http://www.iom-nederland.nl/images/CO-Nareis/CO-Nareis_Flyer_-_English.pdf (accessed 5 October 2014).

¹⁶¹ See http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=41572 (accessed 5 October 2014).

¹⁶² See http://ec.europa.eu/dgs/home-affairs/financing/fundings/migration-asylum-borders/integration-fund/transnational-actions/index_en.htm (accessed 5 October 2014).

¹⁶³ See <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2008:167:0069:0134:EN:PDF> (accessed 5 October 2014).

Sustainability	<p>The project builds on the integration priorities presented by the Dutch Ministry of Social Affairs and Employment including the importance of active participation and language learning. The training also emphasizes job searching and employment to improve socio-economic inclusion. Pre-departure cultural orientation is recognized as the critical first step to support the migrants' integration process in the Netherlands.</p> <p>This is not a new programme as it builds on previous projects.¹⁶⁴ The project builds upon the existing materials and resources developed for previous pre-departure cultural orientation projects and benefits from the pre-established network of trainers. As the Dutch Ministry of Social Affairs and Employment co-finances the project, there are prospects for such a practice to be institutionalized.</p>
Cost-effectiveness	<p>CO-Nareis is co-funded by the European Integration Fund and the Dutch Ministry of Social Affairs and Employment. The total budget is 240.001,75 euros. The project can be continued provided that further funding is secured, either domestically or from EU funding mechanisms.</p>
Ownership	<p>Although the project is managed from the Netherlands, IOM the Hague is working with other IOM missions, the Dutch Ministry of Foreign Affairs, Dutch Embassies, the Dutch Immigration Service (IND), the Dutch Council for Refugees, migrant organizations and additional partners to promote the project in the Netherlands and in countries of departure. IOM is present in countries of departure and thus able to effectively provide global coverage. In addition, IOM employs local trainers who provide cultural orientation in the language of the participants and in a culturally sensitive manner.</p>
Effectiveness	<p>During the cultural orientation training, trainers cover a wide range of topics including travel, post-arrival procedures</p>

¹⁶⁴ IOM implemented FamCO from 2011 to 2012 providing pre-departure cultural orientation to Somali family reunification migrants in Ethiopia. IOM also implemented NLCO from 2010 to 2011 and NLCO II from 2012 to 2013, and NLCO III since October 2013, providing pre-departure cultural orientation to refugees accepted for resettlement in the Netherlands on a dossier basis.

	<p>sand long-term support. Trainers present the organizations that will be relevant to migrants once they arrive in the Netherlands including IOM, the Dutch Council for Refugees, the Dutch Immigration Service, municipalities and more. Trainers also provide information on how to pursue education, seek employment and locate Dutch language courses in the Netherlands.</p> <p>IOM Netherlands provides trainers and operations staff with current information by updating the CO-Nareis website on a weekly basis.¹⁶⁵ The frequently asked questions tab addresses specific topics and questions, the materials tab offers a wide range of training materials and the forum tab allows trainers and partners to easily share information and exchange ideas. IOM consults with Central Agency for the Reception of Asylum Seekers and the Dutch Council for Refugees on a quarterly basis and invites them to participate in the Training of the Trainers meeting to ensure information is consistent and accurate.</p> <p>In addition, there is follow-up monitoring three months after arrival in the Netherlands (see verifiability section above).</p> <p>Since the start of the project, 103 migrants from 10 nationalities have been trained. Satisfaction with the factual information they received was indicated by 83 per cent of participants, 76 per cent indicated satisfaction with the practical skills for daily life they received, and 72 per cent indicated satisfaction with the tools to address cultural adaptation. In addition, 72 per cent indicated that the training helped them to prepare for their future in the Netherlands. This information, as well as additional feedback from participants, is used to continually improve the curriculum to better assist migrants with their transition to life in the Netherlands.</p>
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¹⁶⁵ See <https://www.nlco.iom.int/>. Trainers and staff can access the materials and other information after logging in.

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4.2 Migrant skill development

4.2.1 Overview

Pre-departure training programmes for migrants have been in operation for several decades now. Pre-departure training was integral to the bilateral labour migration schemes of the early 1960s, signed between Northern European countries and North African states (Collyer et al., 2013). While skills development activities mainly appear in the context of labour migration, their relevance for family migration, students' mobility, and humanitarian migrants is being increasingly recognized. Skills development can help such migrants respond better to labour market needs, but it also assists them to adapt faster to the new environment more generally. There is an increasing appreciation that “relatively small differences in talent can lead to large differences in results and, eventually, economic outcomes” (Papademetriou, Somerville and Tanaka, 2009:215). Therefore, in order to better connect labour supply and needs, and to facilitate recruitment of the right skills, the foundations could be laid in countries of origin, in areas such as pre-departure professional and language training, and life skills.

In the European Union, the current priorities of economic recovery and regaining the global competitiveness of the region reinforce the importance of fostering migrant employability and enabling migrants to contribute in line with their level of competences. Labour migration is widely recognized for “making a significant contribution to employment, growth and prosperity in the European Union” (European Commission, 2008). The need for a skilled workforce lies at the heart of the EU Agenda for new skills and jobs, a flagship initiative aimed at supporting the achievement of the Europe 2020 objectives.¹⁶⁶

This agenda recognizes that migration is one of the pathways to addressing labour shortages, but better management of migrant workers' potential and skills is needed. To tap the potential of migrants more effectively, the EU has taken actions to promote their integration and remove barriers to employment, such as discrimination and challenges in the recognition of skills. At the pre-departure stage, the renewed European Agenda for the Integration of Third-Country Nationals (2011) emphasizes language tuition or vocational training as activities to

¹⁶⁶ For details, see <http://ec.europa.eu/social/main.jsp?catId=958&langId=en>.

reinforce migrants' skills. This vision was reaffirmed at a meeting of the Justice and Home Affairs Council, held on 5 and 6 June 2014. Among other decisions, participants agreed to further develop voluntary cooperation between receiving countries and countries of origin in the pre-departure phase. Such collaboration can aim “to facilitate language learning, vocational training and skills matching” (Council of the European Union, 2014).

Aside from formal training and language learning, soft skills are deemed equally important in the process of preparing migrants for their new life. Soft skills are the everyday skills beyond the technical expertise and knowledge required to perform a certain activity (Collett and Zuleeg, 2009). These skills include critical thinking, interpersonal and communication skills, the ability to create networks and work in teams, problem solving, time management and communication, the ability to learn and adapt, and coping and self-management skills.

On the one hand, evidence from pre-departure programmes with resettling migrants indicates that soft skills help migrants to respond effectively to situations they encounter in the country of destination. As was pointed out in the introduction to this report, properly managed expectations can protect against anxiety and depression upon arrival, and lead to faster and more efficient access to, and use of, important services. On the other hand, soft skills are seen as complementary to technical and professional qualifications, as the former might help in translating proficiency into economic output (Collett and Zuleeg, 2009). Furthermore, in certain occupations, such as personal services and marketing, soft skills are pivotal for business success.

The issue of migrants' skills development is also closely linked to both the global competition for talent and to international cooperation on supporting skills development worldwide as a crucial precondition for meeting future labour market needs globally. A growing number of firms, and even economic sectors, operate on a global scale prompting a need for a highly skilled workforce from around the world and boosting many companies' ability to identify and recruit such workers (Papademetriou, Somerville and Tanaka, 2009). Global corporations move professionals across borders through recruitment or intracorporate transfers, leading some companies to establish operations abroad just to get closer to selecting talent (Papademetriou, Somerville and Tanaka, 2009).

This sub-chapter reviews the actors conducting pre-departure measures that aim to build or upgrade migrants' skills, and it considers the modalities and results of

such initiatives. To this end, this section considers three types of competence development activities. Recalling the methodology section, and in line with the overview above, these comprise:

- i. **Language training:** Provision of language courses, including through cultural diplomacy tools (that is, use of cultural institutes). Knowledge of destination-country language has been widely recognized as a crucial factor in determining future successful socioeconomic inclusion in a country of destination. This is evidenced by a growing trend among pre-departure integration support measures to arrange language training for both potential and travel-ready migrants. OECD noted that in some countries language training is the single most important expenditure related to integration that is directly targeted at immigrants (OECD, 2012).
- ii. **Soft skills:** These measures can seek to develop a wide range of life skills, comprising
 - Critical thinking/decision-making skills (including problem solving, information gathering, determining solutions to issues, evaluating consequences of actions, and so on);
 - Interpersonal/communication skills (covering verbal and non-verbal communication, active listening, ability to express feelings and give feedback, negotiation/re-fusal skills and assertiveness skills that directly affect the ability to manage conflict, empathy and teamwork); and
 - Coping and self-management skills (encompassing coping with anger, grief, anxiety, loss or trauma, self-esteem, self-evaluation, self-awareness and ability to set goals).
- iii. **Professional skills in relation to employment in the country of destination.**

Out of the 80 practices examined, only eight focus solely on migrant skill development. It is more common for a practice to combine skill development with another type of pre-departure support (28 measures). A majority of these 28

measures (54%) aim to both build skills and provide information and orientation to migrants. A lower number (39%) simultaneously cover skill development, information dissemination and job matching. Finally, only a few measures mix migrant skill training with information sharing and credential assessment and recognition (7%). Overall, close to half of the practices identified contain a migrant skill development component.

This thematic section begins by reviewing the institutional setting behind the pre-departure integration support measures for migrant skills development. It considers the types of institutions involved, the role these play in the design and implementation of the initiatives, the resources at hand (financial and human), and the interplay between organizations in countries of origin and in countries of destination. The main features of migrant skills development measures are then reviewed, including involvement of the target group and the overall objectives. Furthermore, design and delivery of the service are treated with special importance, including those elements supporting circularity, return, and importantly, coordination with services in countries of destination. The results of these pre-departure practices are then investigated. After the concluding section, two case studies are explored in a bid to assess their potential as promising practices.

4.2.2 Institutional setting

From the outset, it is important to distinguish between institutions that commission and/or benefit from measures aimed at developing and/or upgrading migrant skills, and those that implement the training. In the former category, state institutions and employers or employer organizations are more common. In the latter category, there is a greater diversity of institutions, namely state agencies (including cultural institutes, regional authorities), international organizations, private companies and NGOs. The focus in this thematic section is on the second category; however, references will be made to the donors and/or organizations from which demand for these services originates.

Language training

Language training is one of the most important pre-departure measures due to the role that language competences play in determining the course of migrant integration. Pre-departure provision becomes even more relevant as language tests are introduced in some EU Member States as compulsory requirements for migrants applying for family reunification.

In Austria, the Austrian Integration Fund runs the *Mein Sprachportal* online platform as a support tool for those trying to learn the language. The website offers a telephone hotline as well as an online instructor to support German language acquisition.

In Germany, the Goethe Institute takes a central role in pre-departure language learning. The Institute and its centres around the world have been the main point of contact for anyone wishing to prepare for a short or longer stay in Germany. The Institute's involvement consists of providing so-called pre-integrative language training in the country of origin (see case study at the end of this section). This can be either to support migrants' admission procedures¹⁶⁷ or as part of an international recruitment project. In the former case, the organization also seeks to manage the transition from taking the language course (*Start Deutsch 1*) and arrival in Germany and subsequent enrolment in an integration course. It does so through an interactive, community-based Internet platform that aims to maintain language skills, provide essential information about Germany, and enable participants to access target-group-specific advisory services in Germany.

Goethe Institute is also part of numerous recruitment initiatives whereby it prepares travel-ready migrants for employment in Germany. As part of the *Training nurses from Viet Nam to become geriatric nurses in Germany* project,¹⁶⁸ the Institute carries out an intensive, pre-departure German course, with general language training and a four-week curriculum on nursing-specific language. This project is implemented by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the German Federal Ministry of Economics and Technology and in cooperation with the International Placement Services (ZAV, a service of the German Federal Employment Agency) and the Vietnamese Ministry of Labour, Invalids and Social Affairs.

In a similar vein, the institute's branch in China is involved in the *Sustainable Recruitment of Nursing staff from China* project,¹⁶⁹ initiated by the AGVP, ZAV, and CHINCA.

¹⁶⁷ As per current German legislation, this aims to provide spouses from third countries wishing to join their wives or husbands in Germany the ability to demonstrate basic German language proficiency in order to qualify for an entry visa.

¹⁶⁸ See <http://www.giz.de/en/worldwide/18715.html>.

¹⁶⁹ See <http://www.careflex-recruiting.com/en/overseas-recruitment/china-project/china-project.html>.

In the Netherlands, the official self-study pack *Naar Nederland* (To the Netherlands), which enables migrants to prepare for the Basic Civic Integration Examination Abroad¹⁷⁰ language exam, is developed by Uitgeverij Boom, a private publishing house, on commission from the Ministry of the Interior and Kingdom Relations. The exam is held at Dutch embassies or consulates. Additionally, Agens is a private company in the training and education sector in the Netherlands that has been offering integration programmes since mid-2005.¹⁷¹ Agens offers individual coaching over the Internet, including Dutch language study for the Basic Civic Integration Examination Abroad.

Italy, as part of its *International Labour Mobility* programme,¹⁷² sought to create an international network of employment services by promoting the active role of public and private intermediaries in the management of labour migration flows to Italy. The programme is managed by the Italian Ministry of Labour and Social Policies and implemented by Italia Lavoro, a state-owned agency that promotes and manages activities in the field of labour market policies, employment and social inclusion. The project was supported and assisted in Albania, the Republic of Moldova, Sri Lanka and Egypt by IOM offices. It is scheduled to finish at the end of December 2014. Complementary to this project, in 2011–2012, the Ministry launched two tenders (part of the European Integration Fund, national allocation) to select and finance Italian entities willing to organize pre-departure orientation and vocational training courses abroad. A number of NGOs, private agencies that included recruitment companies such as Adecco, and regional public authorities (Provincia Avellino) were thereby selected to conduct pre-departure language training in Albania, Ecuador, India, the Republic of Moldova, Morocco, Peru and Ukraine.

Examples from outside the EU include the Republic of Korea's Employment Permit System (EPS),¹⁷³ a state-led initiative to fill labour market shortages with workforces from abroad. EPS employs a systemic approach that involves 15 labour sending countries in Asia and close cooperation with designated agencies in a recruitment process that involves, inter alia, pre-departure training in Korean language and culture and the specifics of the applicable trade in the Korean context. For example, the Government of Cambodia established the Manpower

¹⁷⁰ See <http://www.government.nl/issues/integration/integration-procedure-abroad>.

¹⁷¹ See <http://www.linguaagens.nl/en/>.

¹⁷² See <http://www.italialavoro.it/wps/portal/mobint> (In Italian only).

¹⁷³ See <https://www.eps.go.kr/ph/index.html>.

Training and Overseas Sending Board to oversee the deployment of workers to the Republic of Korea. The government conducts a Korean Language Proficiency Test and issues uniforms to the workers (IOM, 2010:25) (Sophal, 2009). Viet Nam has adopted a similar approach in its cooperation with the Republic of Korea. EPS is seen as a good practice in bridging the gaps in the professional profiles of migrant workers and allowing them to make full use of their skills and/or to smoothly integrate into the Korean labour market and Korean society (Charpin and Aiolfi, 2011).

IOM conducts a variety of language training programmes for migrant workers and resettling refugees. In particular, it provides immigrants with language skills that enable them to cope independently with their most immediate needs in their country of destination. To achieve this, IOM works both on behalf of, and in cooperation with, governments and private companies. For instance, IOM has provided capacity building support to the Government of Bangladesh to introduce skill development and language training programmes to upgrade skills and diversify the labour market for Bangladeshi overseas workers, and to promote and sustain the overseas market for women migrant workers. Likewise, IOM organizes English language training for workers recruited by Maple Leaf Foods, a private company in Canada, and similar skill development services for migrants entering the Italian workforce. In the resettlement context, as part of the Cultural Orientation and Language Training for the UK and Ireland project, language training was offered to Burmese refugees being resettled from Thailand to Ireland. In the United Kingdom, language courses are offered to all refugees accepted under the UK's Gateway Protection Programme. IOM holds a global contract to provide pre-arrival orientation and receives updates through the UK Border Agency.

Soft skills

Germany's Goethe Institute includes a strong soft skills component in their language training approach, regardless of the context. This includes social and psychological support to cope with learning, personal and family problems and life changes associated with moving to Germany, including intercultural issues and key stages in the integration process. This was an important module of the training carried out in Tunisia with engineers bound for Germany, as part of the *Promotion of legal mobility of highly qualified Tunisian experts* project. The project was commissioned by the German Federal Foreign Office, and implemented jointly by ZAV and GIZ.¹⁷⁴

¹⁷⁴ See <https://www.giz.de/en/worldwide/19727.html>.

UK's Learning Unlimited, a not-for-profit social enterprise, and their partner in Bangladesh, UKBET, an NGO, adopted a similar approach to that of Goethe Institute. During the *Preparing for life in the UK* strand of the *Welcome to the UK* project, as well as currently within the framework of the *Teaching and Learning English* project, these organizations build the life skills necessary for integration in the United Kingdom for their beneficiaries in Bangladesh. See details in the case study at the end of the section.

The *Active Engagement and Integration Project* (AEIP), commissioned by Citizenship and Immigration Canada, is implemented by S.U.C.C.E.S.S., under a contribution agreement.¹⁷⁵ AEIP was introduced in 2008, and supports the settlement, adaptation and integration of newcomers into Canadian society. S.U.C.C.E.S.S. is a social service agency established in British Columbia in 1974.¹⁷⁶ The project's beneficiaries are skilled workers, members of the family, and live-in caregivers from South Republic of Korea and Taiwan Province of China. At the pre-departure phase, among other activities, the project supports individuals who need help in identifying their challenges and setting realistic goals for settlement and adaptation into Canadian society.

IOM's pre-departure orientation training is designed to prepare migrants for their first few months in the country. To illustrate this, IOM delivers the Canadian Orientation Abroad (COA), on behalf of CIC, under a contribution agreement. According to this agreement, IOM:

- Provides pre-departure orientation to Canada-bound refugees and immigrants;
- Enhances their knowledge about Canada prior to arrival;
- Determines participants' perceptions of Canada and, as necessary, dispels rumours, misconceptions, and unrealistic expectations;
- Has participants reflect on specific issues that relate to their settlement and integration into Canada;
- Informs participants of their rights and freedoms, as well as their responsibilities and obligations, as permanent residents and future citizens of Canada;

¹⁷⁵ See <http://www.aeip.successbc.ca/about-us/about-aeip>.

¹⁷⁶ It provides services in settlement, English as a second language training, employment, family and youth counselling, business and economic development, health care, social housing and community and volunteer development.

Makes participants aware of difficulties they may encounter during their first few months in Canada; and
Helps participants gain a sense of control over their new lives so that they arrive in Canada self-confident and aware of what to expect and what is expected from them.

(Citizenship and Immigration Canada, 2012).

Furthermore, developing life skills relevant for the integration process is an integral activity of IOM's cultural orientation training delivered as part of resettlement programmes for Australia, Finland, Norway, the Netherlands and the United States.

Professional skills

Development of professional skills is integral to recruitment schemes and is usually sector-specific and linked to language training and soft skills development. Another common feature is that such training seems to be particularly project-based and linked to specific recruitment needs. In the framework of the *Sustainable Recruitment of Nursing staff from China* project,¹⁷⁷ an employers' organization, AGVP, is partnered with ZAV, a state agency, and two organizations in the country of destination, CHINCA, a non-profit social body with corporate status, and Shandong International Nurse Training Center Weihai, a recruitment and training agency that specializes in sending Chinese healthcare personnel abroad. After a pre-screening process, participants enter an eight-month preparation phase that includes nursing and qualification training, together with language and cultural orientation.

Italy, through its Ministry of Labour and Social Policies, implemented the *Rapprochement des systèmes pour une gestion partagée de la migration* project¹⁷⁸ in partnership with the Tunisian Ministry of Labour and Professional Integration of Youth, and IOM. Among other activities, the project entailed the recruitment and professional and language training of Tunisian workers for placement in Italy. For the professional training conducted in Tunisia, an Italian employment agency, Obiettivo Lavoro, implemented a training course for nurses, and FEDAN, an Italian limited liability company in the field of lifeguarding, developed the training course

¹⁷⁷ See <http://www.careflex-recruiting.com/en/overseas-recruitment/china-project/china-project.html>.

¹⁷⁸ See http://www.lavoro.gov.it/AreaSociale/Immigrazione/progetti/Pages/Programma%20AENEAS_Progetto_Tunisia_FRA.aspx (In French only). Approximate English translation: Linking Systems for a Shared Management of Migration.

for beach attendants. The language training was delivered by Italy's National Society for Promotion of Italian Language and Culture Abroad, *Dante Alighieri*.

IOM delivers specific training modules, on behalf of employers or governments, that are related to the sector and nature of work migrant workers will take in the country of destination. For Canada-bound temporary migrant workers (from Colombia, Honduras, El Salvador, Mauritius and Guatemala), IOM specialized training areas may include meat-cutting, meat-packing, bread-making, landscaping, laundry work and cleaning. For Canada-bound seasonal farm workers, training may include agricultural work in fields and greenhouses or dairy and poultry farming. For live-in caregivers from the Philippines bound for Canada, specialized training is given on working with the elderly and the disabled. Equally, migrant workers bound for Italy (caregivers from Sri Lanka) and for Spain (agricultural workers from Ecuador and Colombia) have undergone similar skills enhancement. IOM has also participated in a larger project consortium of organizations that included Serviço de Estrangeiros e Fronteiras (SEF), a Portuguese service part of the Ministry of Home Affairs, the Portuguese Institute for Employment and Professional Training, the World Bank, the Portuguese Embassy in Ukraine, and the Ukrainian Institute for Employment. These entities co-developed and implemented a pilot project on temporary and circular migration between Portugal and Ukraine, in which IOM conducted pre-departure services for a group of selected Ukrainian workers.

4.2.3 Main features of the pre-departure migrant skill development measures

A common feature of the practices reviewed for this thematic section is that their target group is clearly defined and is pinned down to specific job skills/occupations or a particular migrant group, such as family members. For instance, GIZ, ZAV and Goethe Institute are working to recruit and build the language skills of geriatrics nurses from Viet Nam. However, Goethe Institute also provides language courses to spouses wishing to join their partners in Germany, who are now required to demonstrate German language proficiency (A1 level). The Institute also services a wider audience, including those aiming to spend a limited time in Germany, for example as an exchange student or for research purposes. A similar situation applies to the Italian linguistic centre Dante Alighieri. (See also section 4.3 dealing with pre-departure job matching as many of the initiatives examined in that section include extensive skill development components.)

Info box 3: Target group of Goethe Institute's language learning programme

Since German federal law was amended in 2007, the Goethe Institute provides services for people wishing to join their partners in Germany, within the framework of family reunification, who are now required to demonstrate that they have attained the A1 level of German language proficiency. This has required the Goethe Institute's language departments in countries of origin to focus on new target groups, who will be using their German language skills in very different settings than, for example, an academic who comes to Germany for a term to carry out research.

Source: Goethe Institute, 2011, *In our minds, we were already in Germany*. Munich: Goethe-Institute Head Office, Language Department, Language and Integration Project. Available from <http://www.goethe.de/lhr/prj/daz/inf/egn/ehe/enindex.htm>

The overall objectives of migrant skill development practices seem to facilitate integration. The language training provided within the framework of the *Welcome to the UK* and *Teaching and Learning English* programmes is unequivocally “to support the integration of Bangladeshi women planning to settle in the UK”.¹⁷⁹ The Goethe Institute sees pre-integration language teaching as a stepping stone towards later successful integration in Germany. Similarly, the overall work of GIZ and its partners in the country of origin, in the framework of the Triple Win project, is driven by a broader goal of “establishing in tangible terms a welcoming culture for migrants”.

Among other goals, IOM's pre-departure orientation aims to help migrants develop realistic expectations about working and living conditions in the country of destination. At the same time, IOM works on developing migrants' awareness and the skills necessary for successful adaptation to the society and its cultural norms. The organization's view is that possessing even a modicum of relevant skills is an empowering experience. Through the *Facilitating the Social Integration of Potential Migrants from Moldova in Greece project*,¹⁸⁰ IOM sought to facilitate the social integration in Greece of potential migrants from the Republic of Moldova through a pre-departure educational programme, language training, information provision, and professional orientation. These activities enabled migrants to strengthen their self-sufficiency, make use of their skills and facilitate their access

¹⁷⁹ Representative of Learning Unlimited, data collection questionnaire submitted for the purpose of this study.

¹⁸⁰ See <http://scoreboard.mfa.gov.md/project/view/195>.

to the labour market, in accordance with the procedures provided in the Greek national legislation on the integration of immigrants (law no. 3386 from 2005).

4.2.4 Service design and delivery

The language training offered by the Goethe Institute combines support for individual and group learning. It appeals to drama/role play to rehearse everyday situations in Germany, from visiting the doctor, to getting to know neighbours and the community. Skill training is combined with information dissemination events, where migrants and family members learn about arrival in Germany, intercultural issues, setting expectations, and so on. Furthermore, it also includes an orientation workshop about Germany to enhance participants' knowledge and impressions of the country. Slow learners receive additional support that includes extra classes and greater assistance with assignments, while extra literacy classes are also employed to improve reading and writing skills. Training courses also can be designed to address the level of language (benchmark) requirements of the employer. For example, participants in the language module of GIZ's project *Training nurses from Viet Nam to become geriatric nurses in Germany* undergo a six-month intensive German course, with general language training and a four-week unit on specific geriatric nursing language.

In order to link pre-departure and post-arrival activities, the Goethe Institute created an online portal – *My path to Germany*¹⁸¹ – in a bid to improve and consolidate the language and orientation skills already acquired through pre-integration studies. Interested individuals can practise and upgrade their skills on this website, which also suggests material for acquiring a variety of soft skills necessary for living in Germany. A similar approach is pursued by the Austrian Integration Fund through its *Mein Sprachportal* Internet-based language portal, which is available in several languages and offers targeted and comprehensive information about German language course providers, test dates, and opportunities for self-study of the German language. The Austrian website also provides a telephone hotline as well as an online instructor to support German language acquisition, in particular for learners struggling with language exercises.

The migrant training offered by IOM is learner-centred. Direct involvement of the participants is a building block of the training, and participants are encouraged to

¹⁸¹ See <http://www.goethe.de/lrn/prj/wnd/enindex.htm>.

take ownership of the classes. The training methodology is hands-on, participatory and made relevant through role-plays, case studies, problem-solving activities, games, debates, and other activities that require the full immersion of the participants. For instance, one of the principal features of IOM language training is that language is taught for the purpose of practical communication rather than as an academic exercise. Usually, the focus is more on speaking and listening comprehension, although reading and writing skills are also addressed, with reference to real situations.

Learning Unlimited delivers its English language training in Bangladesh through face-to-face workshops and classes. Its methodology is strengths-based, communicative, interactive, participative and differentiated to respond to mixed level groups with different language and literacy levels, different prior educational experiences and different feelings or expectations about migrating to the United Kingdom. Technology was used sparingly in the PLUK project (see Case study 3 below) due to very basic facilities in most locations where classes were held, although laptops with an internet connection and broadcast speakers were provided for teachers to use with classes as needed.

For those who have to undertake the Basic Civic Integration Examination Abroad in order to come to the Netherlands, a self-study pack – *Naar Nederland* – is available.¹⁸² It includes learning materials to help students to be able to speak, understand and read Dutch at the required A1-level. It also includes material for the Kennis van de Nederlandse Samenleving (Knowledge of Dutch Society) test.¹⁸³ The package is produced in 18 languages. Furthermore, an e-learning course is available for those who cannot read, or who are used to reading in a language not written in the Latin alphabet, regardless of their prior education.¹⁸⁴ Individual tutoring delivered via the Internet, including Skype or virtual classroom, by phone or, if necessary, by post, is offered for a fee¹⁸⁵ by Agens, a private company within the training and education sector based in 's-Hertogenbosch, the Netherlands.

4.2.5 Outcomes

In Canada, evaluation of the three pre-departure initiatives – COA, CIIP, and AEIP – revealed that between 2005 to 2006 and 2010 to 2011, over 87,000 participants

¹⁸² See <http://www.naarnederland.nl/en/> for details.

¹⁸³ For details, see <http://www.naarnederland.nl/en/the-examination-package>.

¹⁸⁴ See <http://www.naarnederland.nl/en/the-examination-package/elearning>.

¹⁸⁵ See costs here <http://www.linguaagens.nl/en/i-need-help/>.

received pre-departure orientation training (Citizenship and Immigration Canada, 2012). Participants in pre-departure orientation reported a high level of satisfaction with such training. The evaluation further showed that participants from each of the overseas orientation initiatives were satisfied with the learning environment, delivery method and focus of the information they received. In-person delivery of pre-departure orientation helped newcomers prepare for life in Canada and ensured they knew what to do upon arrival, including how to access settlement services. An evaluation survey with federal skilled workers, one of the target groups of the CIIP and AEIP programmes, showed that almost three-quarters of clients surveyed (73 per cent) indicated the information they received in the CIIP sessions helped them to settle in Canada (Citizenship and Immigration Canada, 2012).

Moroccan participants in Italian language training under the E-BOSLA project¹⁸⁶ underwent 40 hours of skills training and 20 hours of civic orientation. Reportedly, there was strong motivation from the beneficiaries to continue their studies upon arrival in Italy, and this attitude is a good indicator of further future integration. Furthermore, participants experienced increased self-esteem and confidence as a result of the skills acquired during the training, especially those with low or no previous educational experience, and this “positive feeling supports their subsequent integration in Italy” (IOM, 2014:8). Not least, the training had the additional positive benefit (that is probably not only applicable to this type of training) of enabling participants to expand their social networks, which would help them to overcome post-arrival anxiety. At the time of writing this report, the E-BOSLA project is in its third phase, and the main objective is to build Moroccan authorities' capacities to deliver pre-departure language training and cultural orientation independently, and to foster project sustainability.

¹⁸⁶ *E-BOSLA Bénéficiaire de l'Orientation aux Services pour l'Intégration à travers l'E-learning project* (Benefit from the Orientation to Integration Services through E-Learning).

¹⁸⁷ Learning Unlimited specializes in literacy, language, numeracy, family learning and teacher education. In Year 1 the project's organizational lead was LLU+ at London South Bank University (July 2010 – June 2011). For Years 2 and 3, the lead organization was Learning Unlimited (July 2011 – June 2013).

Case study 3: Welcome to the UK project - Preparing for Life in the UK (PLUK)	
Institution	<p>Implementation: Learning Unlimited, a not-for-profit social enterprise in London, United Kingdom (UK).¹⁸⁷</p> <p>Funding: European Integration Fund.</p> <p>Partners/co-funding support: Blackfriars Settlement, the British Council, the Institute of Education, Southwark Council and UKBET. UKBET, an educational charity and NGO in Bangladesh, is the main partner in Sylhet district, the implementation ground of the PLUK component.</p>
Timeframe	Three-year project (1 July 2010 – 30 June 2013)
Description	<p>The Preparing for Life in the UK (PLUK) strand of the <i>Welcome to the UK</i> project¹⁸⁹ targeted Bangladeshi spouses, fiancés or family members joining settled partners or family in the UK, and aimed at preparing them for migration and successful integration in the UK. Specifically, the project provided topic-based Sylheti and ESOL¹⁹⁰ workshops to support women's knowledge, skills and confidence in English as well as their knowledge and understanding of life in the UK. This entailed training for local Bangladeshi secondary school teachers of English and UK bilingual female volunteers, who together ran workshops in Bangladesh. The implementers relied on a bilingual approach to the PLUK workshop programme so that topics could be presented and covered using the learners' first language to ensure they could engage with the topic as much as possible. This was followed by carefully graded ESOL teaching and learning related to each topic covered.</p>

¹⁸⁸ The UK Bangladesh Education Trust.

¹⁸⁹ Preparing for Life in the UK (PLUK) programme was one part of the "Welcome to the UK" project. The project also consisted of another strand titled 'Welcome to the UK', implemented in the UK. This strand further contains multiple dimensions such as a modular component for TCN women in the UK, training volunteers for work with third-country nationals in UK, training of British Bangladeshi volunteers wishing to volunteer on the project in Bangladesh, capacity building activities with local authorities and community and voluntary organizations, and development of toolkits. For the purpose of this case study, the focus is on the PLUK component. However, it is important to mention activities implemented in the UK as some of these are connected with tasks rolled out in Bangladesh. For further details on the project, see <http://www.learningunlimited.co/projects/previous-projects/wttuk> and http://www.learningunlimited.co/files/WUK_Information_Flyer.pdf (accessed 13 June 2014).

¹⁹⁰ English for Speakers of Other Languages.

Verifiability	<p>PLUK clearly identified and communicated the needs of the target group before its implementation started. The project was developed in response to a change in UK policy (2010) whereby Bangladeshi nationals eligible for settlement in the UK became required to document a basic command of English (speaking and listening) at level A1 of the Common European Framework of Reference for Languages. Speaking and listening in English is not assessed within the Bangladeshi school education system. Therefore, adults need to attend ESOL courses and pass a recognized exam in order to apply for their UK visa. Studies have shown that women in Bangladesh generally have a lower level of English pre-migration than men.¹⁹¹ The focus on Sylhet district is due to the fact that it contains many areas that produce a high level of migration to the UK.¹⁹² The project has undergone an external evaluation and has produced annual internal impact assessments.¹⁹³ Regular monitoring and quality assurance visits and online meetings with support were performed.¹⁹⁴ These have certified that the project achieved its objectives and received positive feedback from direct and indirect beneficiaries, volunteers,¹⁹⁵ project partners and wider stakeholders.</p>
Replicability	<p>The service model and activities of the PLUK component are extensively described in the impact assessment reports cited in the previous section. These reports also detail the training undertaken; inform about staff involvement; and elaborate the methodological approach employed in the delivery of workshops. Furthermore, a materials toolkit for providers working outside the EU with adult ESOL participants planning to settle in the UK was made available on the project's website.¹⁹⁶</p>

¹⁹¹ Judith Kirsh, Karen Dudley, Beth Kelly, Diane Mullen, Julia McGerty, 2013, *Teaching and Learning English (TaLE) project. Year 1 research report*. London: Learning Unlimited.

¹⁹² According to the project background, the majority of Bangladeshis settling in the UK come from Sylhet, a district in the north east of the country.

¹⁹³ Available on the implementer's website at <http://www.learningunlimited.co/projects/previous-projects/wttuk> (accessed 11 July 2014).

¹⁹⁴ Input through the survey questionnaire by Karen Dudley, Project Manager, Learning Unlimited.

¹⁹⁵ One of the PLUK volunteers, upon return to the UK, made some follow up phone calls to PLUK participants who had moved to the UK. These phone calls were very useful in getting further qualitative data on the impact of the workshops, what had been the most useful topics, and suggestions about other topics that the women would now suggest, based on their experience of having moved to the UK.

¹⁹⁶ See http://www.learningunlimited.co/files/Preparing_for_life_in_the_UK_Toolkit.pdf (accessed 1 October 2014).

	Sections of this toolkit have been publicized in a format that allows other tutors to adapt it to better suit their teaching and learning contexts. The project's costs were broken down by cost category – given the financial requirements associated with EC funding – but are not available immediately.
Sustainability	The results were supported by a well-developed methodology. The project team recruited, trained and supported British Bangladeshi volunteers ¹⁹⁷ in the UK, and Bangladeshi teachers of English to plan and run the PLUK workshops together using both Sylheti, a regional dialect, and English. This provided an opportunity to build inter-cultural knowledge and skills exchange. In Bangladesh, the volunteers were able to share their knowledge and experience of life in the UK. The teachers also underwent training, focused on planning and running PLUK workshops, as well as gathering feedback and data for the impact assessment. The results were fed into the follow-up project, Teaching and Learning English (TaLE), which ensures a certain progression and sustainability of the PLUK programme. ¹⁹⁸ The non-accredited teacher training provided through PLUK ¹⁹⁹ has had a significant impact on local capacity building and raised the level of interaction and demand for further teacher training. As a result, St Giles Educational Trust ²⁰⁰ is now funding a further teacher-training programme for English teachers in and around the Sylhet district. UKBET trustees are also seeking charitable funding to undertake further teacher training for teachers based in rural areas. ²⁰¹
Cost-effectiveness	The project was co-funded by the European Commission's European Integration Fund (EIF). The total budget was 996,390 euros, with a 75 per cent contribution from the EU and matching funds from a plethora of partners (see above). ²⁰²

¹⁹⁷ Similar to the bi- or cross-cultural trainers present in the pre-departure cultural orientation programmes described in chapter 4.1.

¹⁹⁸ For details see <http://www.learningunlimited.co/projects/tale>.

¹⁹⁹ As well as the externally accredited (Cambridge) teacher training provided through the subsequent TaLE project.

²⁰⁰ The charitable arm of St Giles International, the main teacher training delivery partner in the TaLE project.

²⁰¹ Karen Dudley, Project Manager, personal communication.

²⁰² For details, see http://ec.europa.eu/dgs/home-affairs/financing/fundings/projects/project_example_070_en.htm (accessed 11 July 2014).

	<p>However, information is not readily available about the total budget of the PLUK component or its details, and thus no comment can be given on its cost-effectiveness. Quantitative and qualitative impact assessments with the PLUK participants revealed a series of needs that were subsequently incorporated into the project design of the TaLE project, a follow-up initiative.</p>
Ownership	<p>Having a strong local partner in a pre-departure setting was a pre-requisite of the PLUK programme. To this end, Learning Unlimited has built on existing links with UKBET.²⁰³ UKBET supported the PLUK pre-departure projects in several key ways, including helping to recruit local learners and teachers, identifying schools to host workshops and classes, and supporting volunteers and teacher trainers from the UK.</p>
Effectiveness	<p>A notable aspect of this practice lies in the coordination between pre-departure and post-arrival phases. Specifically, as a component of the <i>Welcome to the UK</i> programme, a participatory project was created by women who were attending ESOL classes in London from 11 different countries outside the EU. They worked as a team to produce a video exploring their experiences of leaving their home countries, travelling to and settling in the UK, and learning English. The resulting video²⁰⁴ gives advice to others about living in the UK, including sections on how to register at the doctor, and important aspects of being a parent in the UK. This video was sent to Bangladesh as a resource for women attending PLUK workshops. A similar endeavour was carried out by a group of Bangladeshi women attending PLUK who made a participatory video about their hopes and fears about moving to the UK, and what learning English meant to them.²⁰⁵ The output was screened to service providers in the UK to help them gain a sense of the backgrounds people come from, and the challenges that life in the UK might present to those who have grown up in a different country.</p>

²⁰³ UKBET has been implementing communicative English language teacher training courses for local teachers of English in and around the Sylhet district since 1999.

²⁰⁴ See <http://goo.gl/XjzELH> (accessed 11 July 2014).

²⁰⁵ See <http://vimeo.com/40932125> (accessed 11 July 2014).

Case study 4: Pre-integrative Language Training and Transition Management²⁰⁶	
Institution	Goethe Institute ²⁰⁷
Timeframe	Ongoing since 2007
Description	<p>Since 2007, the Goethe Institute has been involved in pre-departure language learning courses for family members who need to pass a test to gain admission to Germany. The test, which is also administered by the Goethe Institute in the respective countries of origin,²⁰⁸ is accepted as proof of the language proficiency of the prospective migrant.²⁰⁹ The structure and content of the courses differs in order to adapt to different target groups. While some students are highly qualified, others do not know Latin script, and some have only a very basic education. The overall objective is to prepare family members intending to emigrate in everyday communication. Many Goethe Institute offices have established telephone hotlines and counselling services to meet the demand for information regarding language training and related questions.</p> <p>In order to further support the migrants before their departure, the Goethe Institute started implementing publicly financed pre-integration projects in 2008. All activities and materials in these projects are offered free of charge to the migrants. This includes, for example, learning German through role-play, remedial lessons, introductions to libraries as learning places, intercultural training, training in studying techniques and information material about Germany. The Goethe Institute also produces material and provides workshops for teachers specific to the target group.</p>

²⁰⁶ See <http://www.goethe.de/lhr/prj/daz/inf/egn/enindex.htm>.

²⁰⁷ The Goethe Institute is a non-profit cultural association promoting study of the German language abroad. Most of its funding comes from public sources.

²⁰⁸ See details about the Goethe Institute decision to support the implementation of the new law at <http://www.goethe.de/lhr/prj/daz/inf/egn/en9364050.htm> (accessed 7 October 2014).

²⁰⁹ To pass the test, the participants must be able to understand around 650 German words and actively use 300. They must be able to use simple grammatical structures and have basic cultural knowledge. The German courses that provide this knowledge, in Turkey for example, comprise approximately 160 teaching hours.

	<p>At the same time, the Institute works to improve and consolidate the language and orientation skills acquired during the pre-integration process. Specifically, in 2013 the Goethe Institute set up a multilingual Internet platform, <i>My Path to Germany</i>, which enables prospective immigrants to practise and develop their German language skills and knowledge of the country, and to access the information they need to prepare for their future life in Germany.²¹⁰ It aims to optimize the transition from the pre-integration language courses and information and advisory services abroad to the initial language teaching and further integration measures provided by the Federal Government in Germany. It consists of several learning components including Practise German, Living in Germany, Getting help, Frequently asked questions, Information for teachers and migration advisors,²¹¹ and a Glossary. The learning components are continually expanded.</p>
Verifiability	<p>In 2007, Germany modified its laws on family reunion to require migrants from third countries to prove they have a basic command of German when they apply for a visa to join spouses already residing in Germany.²¹² As a result of the new integration law, the Goethe Institute has seen an enormous increase in the demand for language courses and examinations.²¹³</p> <p>In 2011, the Institute carried out an evaluation study, which confirmed the value of the courses in preparing migrants for life in Germany. At the same time, the study revealed service gaps.²¹⁴ It showed that, on average, six months elapse after prospective migrants have taken the German language examination in their home country until they move to</p>

²¹⁰ To access it, visit http://www.goethe.de/lrn/prj/wnd/deindex.htm?wt_sc=mwnd.

²¹¹ See <http://www.goethe.de/lrn/prj/wnd/pae/enindex.htm>.

²¹² Basic command is defined as level A1 according to the Common European Framework of Reference for Languages. See http://www.coe.int/t/dg4/linguistic/cadre1_en.asp (accessed 7 October 2014).

²¹³ Demand has increased most significantly in Turkey, the Russian Federation, Kosovo/UNSC 1244, Thailand, Morocco, India and Bosnia and Herzegovina.

²¹⁴ Available online at http://www.goethe.de/lhr/prj/daz/pro/Goethe-Institut_Evaluierungsbroschuere-Uebergangsmanagement.pdf (accessed 8 October 2014).

	<p>Germany, and a further five months elapse from the time they enter Germany until they start the integration course. In other words, the transition period lasts an average of 11 months. Furthermore, the study acknowledged that immigrants during the transition period are highly motivated and very keen to practise and improve their language and orientation skills. However, many find it difficult to continue learning without support and guidance or to find ways of studying independently. Finally, the evaluation also identified a substantial need for advisory services in the mother tongue, starting in the home country and continuing during the transition period as a form of further support, requiring guidance towards advisory services available in Germany.</p> <p>Evaluation of the <i>My Path to Germany</i> website takes place two or three times annually. This involves surveying the beneficiaries, a scientific evaluation conducted by the Evaluation Division of the Institute, and an evaluation in cooperation with the teachers abroad who use the website for their lessons.²¹⁵</p>
Replicability	<p>The activities and service model of the Goethe Institute's work on pre-departure language learning is clearly publicized.²¹⁶ The staff are trained scientifically to teach German as a foreign language. As these services are designed and offered by Germany's leading cultural institute, such initiatives can be, and are, implemented by cultural institutes of other countries.</p>
Sustainability	<p>The Institute provides a complete set of services that target the pre-departure phase, the transition period and post-arrival (see below section on effectiveness). In certain situations, the Institute has had to establish partner structures to be able to meet the demand for German courses and examinations. For example, the Language Learning Centre in</p>

²¹⁵ A. Hadel, data collection questionnaire, submitted 9 May 2014.

²¹⁶ See a snapshot of the services here <http://www.goethe.de/lhr/prj/daz/inf/egn/ehe/ueb/enindex.htm>, and the details about the Institute's learning concept here <https://www.goethe.de/en/spr/kup/kon.html>.

	<p>Pristina (Kosovo/UNSC 1244) offers language courses according to the model and quality standards of the Goethe Institute. The migrant support service is already mainstreamed in the work of the Institute. Furthermore, the website, <i>My Path to Germany</i>, is currently maintained partly with EU-funding and partly with finances from the Goethe Institute.²¹⁷ Given its usefulness, as well as the substantial support from the Institute, there are prospects to widen the website's content.</p>
Cost-effectiveness	<p>Some of the pre-departure support courses to help migrants pass the language test are offered against a fee. The prices vary from 100 to 800 EUR per course, depending on the country and the duration of the course. There are currently two pre-integration projects that offer free activities and material on-site: in South East Europe, co-financed by the European Integration Fund (50%) and the German Federal Office for Migration and Refugees (50%), and in South East Asia, co-financed by the European Integration Fund (50%) and by the Goethe Institute (50%). On the other hand, the web platform <i>My Path to Germany</i> is part of the <i>Harmonising the transition from pre-integration language teaching to the integration course</i> project, running between 1 January 2012 and 31 December 2014. The total budget of the project is 678,000 euros (226,000 euros per annum), of which 50 per cent is from the European Integration Fund and 50 per cent is covered by the Goethe Institute.</p>
Ownership	<p>The Goethe Institute has 159 offices worldwide and offers German language training in 108 countries, either through its offices or through cooperating entities. In Bosnia, for example, where most of the family migrant beneficiaries live in small towns, or in the provinces of Montenegro, the Goethe Institute is recommending German teachers who give private lessons as an alternative way of learning German. The management of the website is based in Germany, however it is offered in several languages that reflect the main countries of origin of the migrants accessing the website service.</p>

²¹⁷ For details, <http://www.goethe.de/lrn/prj/wnd/ueb/enindex.htm>.

Effectiveness	<p>The services of the Goethe Institute in language learning are driven by a complete approach to the integration process, addressing the pre-departure phase, managing the transition period and offering post-arrival assistance. Specifically, the Institute also plays a key role in the post-arrival phase by developing the Framework Curriculum for Integration Courses²¹⁸ and by offering such integration courses.²¹⁹</p> <p>Among those who have taken part in a language course at the Goethe Institute between 01 January 2008 and 31 December 2013, there is an exam pass rate of 75 per cent on average (compared to 62 per cent success rate among those who did not visit a language course at Goethe Institute).²²⁰ Overall, the pre-integration language courses are having a positive effect as the vast majority of participants consider the courses to be a valuable preparation for life in Germany and make it much easier to adapt to everyday life and work. Most of the immigrants surveyed, and looking back, consider that learning the language in their home country was very helpful (58%) or helpful (30%) in preparing them for life in Germany.²²¹ Many migrants, especially women, report that the courses not only offer them completely new opportunities for education, but that the new language also gives them a new world view.</p>
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²¹⁸ See <http://www.goethe.de/lhr/prj/daz/inf/rcc/en2518932.htm>.

²¹⁹ For details about these courses, see <http://www.goethe.de/lhr/prj/daz/inf/int/en4888085.htm>. For results, see <http://www.goethe.de/lhr/prj/daz/inf/int/rep/en4628110.htm>. Once the migrant has arrived in Germany, the attendance of an integration course is mandatory. The integration course consists of 600 hours of language training with the goal of language proficiency at B1 level and 60 hours of instruction on German history, politics, culture and everyday life. According to the Goethe Institute an average of 11 months pass between finishing the language course in the country of origin and entering the integration course in Germany (six months before moving to Germany and five months until start of the integration course). The Federal Office for Migration and Refugees aims at shortening this transition period considerably.

²²⁰ A total of 266,572 took the A1 test in connection with family reunification between 1 January 2008 and 31 December 2013. Of these, 63,579 have attended a GI language course. Source: private communication with Goethe Institute.

²²¹ See evaluation study at http://www.goethe.de/lhr/prj/daz/pro/Goethe-Institut_Evaluierungsbroschuere-Uebergangsmanagement.pdf, p. 17.

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4.3 Job matching

4.3.1 Overview

Labour migration is increasingly being considered by the European Union as one important lever to alleviate demographic decline and satisfy the increasing demand for certain types of skills within the European economy.²²² EUROSTAT demographic projections forecast a 2.5 million loss in the working-age population of EU-27 between 2010 and 2020 and a four times wider decline in the following decade (European Commission, 2011a). Without net migration, this would result in a 12 per cent contraction of the EU working-age population by 2030 (IOM, 2013) and a reduction by 33 per cent in 2060 compared to 2009 (European Commission, 2010).

Furthermore, a skills forecast by the European Centre for the Development of Vocational Training (CEDEFOP) anticipates that demand for qualified people will rise by almost 16 million for the highly skilled and by 3.5 million for those with medium-level qualifications in the decade 2010–2020 (CEDEFOP, 2010). In addition, the report stresses, there is increasing evidence of shortages of qualified workers in many areas. The EU's Agenda for New Skills and Jobs estimates that by 2020 there will be a shortage of about one million professionals in the EU's health sector – rising to two million when also taking ancillary health-care professions into account. It is estimated that by 2015, shortages of information and communications technology (ICT) practitioners will represent between 384,000 and 700,000 jobs, which jeopardizes both the economic sector itself and ICT dissemination across all economic sectors (European Commission, 2010).

In this context, the question of immigration has grown in importance in Europe for its potential to mitigate the effects of population ageing and labour and skill shortages (European Commission, 2008). The strategic importance of labour migration to deal with skills shortages was reaffirmed in the EU's Agenda for New Skills and Jobs, a flagship initiative aimed at supporting achievement of the Europe

²²² The total population growth of the EU in recent years was mainly due to net immigration. In some EU MS, where natural growth has become negative, migration has even counterbalanced the otherwise declining population, sustaining population growth (see also Lanzieri, G., 2008 'Population in Europe 2007: first results'. Eurostat Statistics in Focus 81/2008). At the same time, the EU has witnessed a downward trend in immigration over the last few years, Eurostat, Statistics in focus, 1/2011, http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-11-001/EN/KS-SF-11-001-EN.PDF.

2020 objectives (European Commission, 2010).²²³ Furthermore, the agenda emphasizes the role of cooperation with third countries in the areas of skills recognition, sharing information on labour market needs and working with recruiters and employment agencies as a means to improve skills matching. The European Commission reiterated this approach in its 2011 Communication on Migration (248 final) and subsequently in the 2012 *Employment package*,²²⁴ maintaining that international migration can contribute to satisfying demand for labour and mitigate skills shortages through the recruitment of labour migrants from third countries (European Commission, 2011b).²²⁵

Many EU Member States already undertake some form of activity relating to labour matching to underpin their labour migration policies. The descriptive information and statistics on the impact of the Stockholm Programme in the field of migration for the period 2010–2013 reveals that Member States have enhanced their capacity for labour matching through the analysis of their labour market needs and the development of skills recognition and labour matching measures (European Migration Network, 2014). Several Member States have concluded cooperation agreements with third countries that comprise provisions on employment and labour migration, including recruitment projects.²²⁶ In Germany, job matching is a priority and employers have to ensure that migrants meet the requirements of their business in terms of training, qualifications and language skills (European Migration Network, 2011). At the EU level, relevant cooperation mechanisms with third countries include the Mobility Partnerships, which can allow nationals from signatory countries greater opportunities to access labour markets in the EU (European Migration Network, 2011).

This sub-chapter covers job-matching measures, including direct assistance in selecting, assessing and recruiting migrant workers still in their country of origin. Job-matching measures at the pre-departure stage can ensure speed and

²²³ For details on the Europe 2020 Strategy, see <http://ec.europa.eu/social/main.jsp?catId=958&langId=en>.

²²⁴ The Employment Package is a response to the high level of unemployment in Europe. It provides a medium-term agenda for EU and Member States' action to support a job-rich recovery and reach Europe's 2020 goals for smart, sustainable and inclusive jobs and growth. It is accompanied by nine staff working documents. For details, see http://ec.europa.eu/commission_2010-2014/andor/headlines/news/2012/04/20120418_en.htm.

²²⁵ And through better labour market integration of immigrants already resident in the EU, including family and humanitarian migrants.

²²⁶ For details, see European Migration Network, 2011, *Satisfying Labour Demand through Migration*. Available from <http://goo.gl/d3YQSi> (accessed 15 July 2014), pages 93–95.

efficiency in supplying labour markets and set an economic advantage for specific labour sectors. Moreover, effective job-matching mechanisms between the countries of origin and destination are the key precondition to activate the mostly demand-driven labour immigration regimes in the EU Member States. Such measures comprise services that offer:

- a. **Active job search, counselling and recruitment/placement assistance, including mediation.** The 2011 EU Agenda for the Integration of Third Country Nationals emphasized the lower labour market outcomes of migrants compared to EU nationals as well as the higher propensity for non-EU migrants to be affected by brain waste, underemployment and unemployment. As employment is a crucial medium for advancing integration and preventing underutilization of skills, efforts to reduce these gaps must target migrants at the pre-departure stage.
- b. **Entrepreneurship guidance.** Statistics from several EU Member States indicate that proportionately more migrants and members of ethnic minorities start small businesses than nationals. The EU's Entrepreneurship 2020 Action Plan identified migrants as an important pool of potential entrepreneurs in Europe and called for policy initiatives to attract such migrants, as well as to encourage the exchange of young entrepreneurs between the EU and third countries (European Commission, 2013). Under this umbrella, support services can aim to empower immigrant entrepreneurs by creating awareness of opportunities, strengthening their human capital (such as business development skills) and enhancing their financial, social and cultural resources.²²⁷ Support measures and policy initiatives can also alert migrants to possible barriers that might discourage them from becoming entrepreneurs.

²²⁷ See also the European Website on Integration dossier on immigrant self-employment and entrepreneurship (http://ec.europa.eu/ewsi/UDRW/images/items/docl_28100_916407168.pdf); Promoting Ethnic Entrepreneurship in European Cities by J. Rath and A. Swagerman (<http://www.eurofound.europa.eu/publications/htmlfiles/ef1138.htm>); Study on the Examination and Evaluation of Good Practices in the Promotion of Ethnic Entrepreneurs (http://ec.europa.eu/enterprise/newsroom/cf/itemdetail.cfm?item_id=3296).

Out of the 80 practices reviewed (excluding those activities carried out by MRCs reviewed in Chapter 5) 22.5 per cent include or focus on job-matching activities. Most commonly, pre-departure measures that comprise job-matching components also feature complementary activities, such as information dissemination and migrant skill development. Such practices account for 61 per cent of those that include job matching. Less frequently present are practices that combine job matching with information sharing and orientation (17%), or recognition of credentials (5%). The difference to 100 per cent represents pure job matching practices (17%).

This thematic section begins by reviewing the institutional setting behind the pre-departure job-matching support measures. It takes into account the types of institution involved, the role these entities play in the design and implementation of initiatives, the resources available (financial and human), and the interplay between organizations in the countries of origin and destination. The main features of job-matching measures are then reviewed, including the overall objectives and their target groups. Design and delivery of the service are treated with special importance, including the elements supporting circularity, return, and most importantly, coordination with services in countries of destination. Not least, the results of these pre-departure practices are investigated. After the concluding section, two case studies are explored in a bid to assess their potential as promising practices.

4.3.2 Institutional setting

In terms of institutional set-up, institutions of destination states predominantly drive job-matching, pre-departure initiatives. The nature of these institutions varies and includes non-governmental organizations, regional authorities, public employment services, private recruitment agencies, employers, and sectorial organizations. In countries of destination, governmental agencies primarily play a role of oversight over foreign recruitment whereas private sector organizations, and sometimes civil society organizations, are involved in the implementation phase.

As mentioned in previous sections, the Canadian government through Citizenship and Immigration Canada (CIC) currently funds three pre-departure orientation initiatives, namely the Canadian Orientation Abroad (COA), the Active Engagement and Integration Project (AEIP), and the Canadian Immigrant Integration Program

(CIIP). COA is currently delivered on behalf of CIC by IOM, the AEIP by S.U.C.C.E.S.S., and CIIP by the Association of the Canadian Community Colleges (ACCC).²²⁸ All of these organizations work together and connect migrants with a plethora of partners in Canada – such as regulatory and credential assessment bodies, sector councils, educational institutions, immigrant-serving agencies, colleges and employers – to reach out to immigrants overseas and provide them with guidance, information, and tools to accelerate their job entry. Each of the implementing agencies applies a model that relies on their local (IOM, S.U.C.C.E.S.S) or regional (ACCC) offices. COA is offered in over 40 locations, AEIP in Republic of Korea and Taiwan Province of China, while CIIP operates out of four regional offices: China, India, the Philippines, and the United Kingdom.²²⁹ It is noteworthy that COA is managed from Amman, Jordan, where trainers are locally engaged and there is extensive cooperation between IOM and Canadian Embassies, especially regarding non-refugee participants in pre-departure services.

The permanent workers selected to immigrate to Quebec²³⁰ on invitation, can use the Online Placement – International Stream service run by the Government of Quebec. This job-matching service²³¹ is provided within the framework of the Canada-Quebec Accord, which gives the province sole authority for the administration of reception and integration services for clients in that province.

The Danish Agency for Labour Market and Recruitment is a new agency under the Ministry of Employment, formed on 1 January 2014.²³² The agency aims to recruit highly qualified labour from outside Denmark and support the integration of foreign employees into the Danish labour market. It is responsible for processing all applications for residence permits – on the grounds of work, study, au pair stays, internships and working holidays – and it also manages the regional Work in Denmark centres and the website workindenmark.dk. This website is the official Danish platform for international recruitment and job seeking and is run from Denmark but available to third-country nationals at the pre-departure stage.

²²⁸ Currently known as Colleges and Institutes Canada. The acronym ACCC will be used throughout the study.

²²⁹ As of 1 April, 2014, CIIP was given the mandate to serve eligible clients anywhere in the world. Preparations are currently being made to expand delivery globally. Prior to this date, CIIP could only operate in the following locations: Bahrain, Bangladesh, Bhutan, China, Finland, India, Indonesia, Ireland, Japan, Kuwait, Malaysia, Nepal, Norway, Oman, Qatar, the Philippines, Saudi Arabia, Singapore, Sri Lanka, Sweden, the United Kingdom, the United Arab Emirates, and Yemen.

²³⁰ Those that received a Certificat de sélection du Québec (CSQ - Québec Selection Certificate).

²³¹ Available from <http://placement.emploiuebec.net/mbe/login/portail/portcherc.asp?CL=english>.

²³² For details, see www.sfr.dk.

Many other state authorities are also involved in running this platform including the Ministry of Business and Growth, the Ministry of Justice, the Ministry of Children and Education, the Ministry of Science, Innovation and Higher Education, the Ministry of Taxation, the Ministry of Social Affairs and Integration, the Danish Agency for Science, Technology and Innovation and the Ministry of Foreign Affairs of Denmark. The agency is also responsible for four International Citizen Service centres, which help foreign nationals find their way through the regulations and paperwork connected with living and working in Denmark (see section 4.1).

A similar initiative exists in Norway, where the platform *workinnorway.no* is a multi-organization collaboration between the Norwegian Labour and Welfare Administration, the Norwegian Tax Administration, the Directorate of Immigration, the Labour Inspection Authority and the Police.²³³

In Finland, the *Work in Western Finland* project (2008–2013) sought to address demographic decline and labour shortages through labour migration, mainly from other EU Member States. Although this project did not cover non-EU migrants – the target group of this study – lessons of interest can be learned given the similar integration needs of EU migrants. Institutionally, the project was led by the Centre for Economic Development, Transport and the Environment Satakunta, a regional authority of the Ministry of Employment and the Economy in Pori, Finland. Funding was secured through the European Social Fund and the project institutions cooperated closely with the EURES network.

In Germany, job matching is crucial for certain types of labour migrants, especially guest workers and health-care personnel (Parusel and Schneider, 2010:41). Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH implements the *Training nurses from Viet Nam to become geriatric nurses in Germany* pilot project²³⁵ on behalf of the German Federal Ministry of Economics and Technology, in cooperation with the International Placement Services (ZAV) of the German Federal Employment Agency and the Vietnamese Ministry of Labour, Invalids and Social Affairs (MoLISA). The latter two institutions are directly involved, based on a bilateral agreement, in selecting 100 Vietnamese workers.

²³³ For specific roles, please go to <https://www.nav.no/workinnorway/en/About+this+site/Public+agencies+involved>.

²³⁴ See <http://www.workfinland.fi/en/project/about.html>.

²³⁵ See <http://www.giz.de/en/worldwide/18715.html>.

Similar approaches are employed in other initiatives led by GIZ, including the *Promotion of legal mobility of highly qualified Tunisian experts* project, commissioned by the German Federal Foreign Office and implemented jointly by ZAV and GIZ.²³⁶ A detailed case study on GIZ's Triple Win project is enclosed with this section. It is noteworthy that in all GIZ's projects, the Federal Employment Agency is a partner, being mostly responsible for the recruitment and placement of participants, while GIZ organizes and implements the integration support measures. In all projects, GIZ and the agency cooperate closely with employer associations, various authorities (for recognition of foreign credentials, administrative questions, and so forth) and other partners such as the Goethe Institute.

A notable initiative is the *Supporting the Make it in Germany Welcome Portal*.²³⁷ The German Federal Ministry of Economics and Technology, together with the Federal Ministry of Labour and Social Affairs and the German Federal Employment Agency, have created the Qualified Professionals Initiative to secure the long-term availability of skilled experts in Germany. Apart from trying to identify the best fit among job-seekers living in Germany, the initiative also focuses on targeted international recruitment. To this end, GIZ and ZAV have set up an advisory structure in three pilot countries, India, Indonesia and Viet Nam. In each country, two advisors provide information individually to skilled experts interested in migrating and then follow through the process of professional recruitment, from initial information events to preparations for departure. The advisors use the established network structures and experience of German institutions such as the German Government's diplomatic missions, the foreign chambers of commerce, the Goethe Institute, political foundations, and so on. They also cooperate closely with the institutions of the countries of origin, including the Ministry of Overseas Indian Affairs in India, the Ministry of Manpower and Transmigration in Indonesia, and the Ministry of Labour, Invalids and Social Affairs in Viet Nam.

An example of a project led by a sectoral organization is the *Sustainable Recruitment of Nursing Staff from China* project.²³⁸ It was initiated by AGVP, ZAV, and CHINCA. Amongst others, the initiative receives support from the Goethe

²³⁶ See <https://www.giz.de/en/worldwide/19727.html>. ZAV is the Foreign and Professional Placement Centre of the German Employment Agency.

²³⁷ See <http://www.make-it-in-germany.com/en/>.

²³⁸ See <http://www.careflex-recruiting.com/en/overseas-recruitment/china-project/china-project.html>.

Institute China and the Shandong International Nurse Training Center Weihai (China). The management of the project is ensured by AGVP and the CareFlex Recruiting Experts, a recruitment company belonging to the Evangelische Stiftung Alsterdorf (Protestant charity foundation) in Hamburg. CareFlex specializes in the permanent placement and temporary deployment of employees in the social care and health-care professions. The constellation of actors in this project suggests a complex institutional structure involving many public and private organizations in both countries of origin and destination. It combines job matching (recruitment and placement) and extensive skill development (professional, language, and intercultural skills), and the success of the project requires the appropriate involvement of all the partners.

Countries of origin can take an active role in the governance of the labour migration of their nationals. The state plays a strong role in overseas employment programmes in the Philippines. The Philippine Overseas Employment Administration (POEA) is the government body that manages the migration of Filipino workers overseas.²³⁹ As an agency subordinated to the Department of Labor and Employment, the POEA has four operating offices and a support group that deliver services for the recruitment and deployment of Filipino workers. Over the years, the Philippines has deployed more than three million Filipino workers in 190 destinations in various professional fields. The recruitment of Filipino workers is channelled through a recruitment network requiring foreign employers to appeal to POEA-licensed private employment and manning agencies. If the foreign employer is a government entity or a government-owned or controlled company, it may opt to hire through the POEA's Government Placement Branch (GPB).

Another example of a public initiative that sought to facilitate international job matching is the Integrated Migration Information System (IMIS) project. This was funded by the Italian Cooperation for Development and the Italian Ministry of Labour and Social Policy, and was run by IOM in two phases, between 2001 and 2010,²⁴⁰ together with the Egyptian Ministry of Manpower and Emigration (MoME).

The Strengthening Evidence-Based Management of Labor Migration in Armenia project is a joint cooperation between an NGO, International Center for Human

²³⁹ For details, see <http://www.poea.gov.ph/about/hiring.htm>.

²⁴⁰ 2001–2005 and 2008–2010. For additional information, see <http://www.migration4development.org/fr/comment/reply/6795/1050>.

Development, and an international organization, IOM. As part of the project, the Umbrella Information Support System for Employment Services (Ulisses platform) was launched as a specific job-matching mechanism. This required the active engagement of the Armenian Private Employment Agencies (PEAs) and funding from the European Union.

In the same vein, IOM partnered with the Government of Mauritius (through the National Empowerment Foundation) to launch the Mauritius Circular Migration Database, an initiative aimed at determining the supply of interested workers in Mauritius for various positions and opportunities that may arise when foreign companies express interest in recruiting from the island.²⁴¹

The Italian Ministry of Labour and Social Policy has partnered with the Tunisian Ministry for Employment and Professional Integration of Youth, and IOM, to implement the *Linking Systems for a Shared Management of Migration* (*Rapprochement des systèmes pour une gestion partagée de la migration*) project.²⁴² This initiative cuts across three thematic categories, with activities designed to provide information and orientation, to develop language and professional skills, and to match workers and jobs via an online platform. The latter component is discussed below, while skills development activities were listed in Chapter 4.2.

The Italian Ministry of Labour and Social Policy has also supported the development and launch of the *mauritiusjobs.mu* website, an interactive online platform that connects jobseekers with both local and international employers. Specifically, the platform was developed as part of a circular migration scheme between Italy and Mauritius,²⁴³ implemented by IOM in the framework of the *Thematic Program of Cooperation with Third Countries in the Areas of Migration and Asylum*, funded by the European Commission and the Ministry of Labour and Social Policies of Italy.

²⁴¹ For details see <http://www.iom.int/cms/en/sites/iom/home/news-and-views/events/events-listing/launching-of-the-mauritius-circular-migr.html> and http://nef.mu/services_migration.php (in French only).

²⁴² See http://www.lavoro.gov.it/AreaSociale/Immigrazione/progetti/Pages/Programma%20AENEAS_Progetto_Tunisia_FRA.aspx (In French only). Original title in French, approximate English translation.

²⁴³ Facilitating a Responsible and Efficient Management of the Circular Migration of Mauritian Workers to Italy (original title in French: Faciliter une Gestion Responsable et Efficace de la Migration Circulaire des Travailleurs Mauriciens vers l'Italie). For details see, <http://www.lavoro.gov.it/AreaSociale/Immigrazione/progetti/Documents/Brochure.Mauritius.ENG.PDF> (accessed 1 December 2014).

Info box 4: EURES – the European Jobs Network

Set up in 1993, EURES is a cooperation network between the European Commission and the Public Employment Services of the EEA Member States (the EU countries plus Norway, Iceland and Liechtenstein) and other partner organizations. Switzerland also takes part in EURES cooperation. Designed to facilitate the free movement of workers within the EEA, EURES also partners with trade unions, employers' organizations, universities, chambers of commerce, and so on.

The purpose of EURES is to provide information, advice and job-matching services for the benefit of workers and employers as well as any citizens of the participating countries wishing to benefit from the principle of the free movement of persons.

Although not purely a pre-departure initiative per se, it is institutionally interesting as an EU initiative with a comprehensive range of services designed to facilitate intra-regional mobility and job matching.

Source: The EURES World Handbook.

4.3.3 Main features of the pre-departure job-matching measures

In Canada, CIC's pre-arrival settlement strategy for immigrants aims to facilitate faster and more efficient economic and social integration in Canada by effectively addressing needs earlier in the integration continuum and improving linkages between overseas and domestic services. Through this strategy, CIC seeks not only to increase the number of clients served, but also to support the development and delivery of more targeted, tailored and effective programming overseas. CIC's three pre-departure initiatives do not overlap with one another as they have somewhat different objectives, locations, and offerings with respect to pre-departure preparation for employment (Citizenship and Immigration Canada, 2012).²⁴⁴ All employ, to varying degrees, approaches that aim to secure each

²⁴⁴ COA is focused more on settlement, AEIP focused on both settlement and employment preparation, and CIIP is largely focused on employment preparation and labour market integration. See also (Citizenship and Immigration Canada, 2012).

beneficiary a job that matches skills. These approaches may cover credential recognition, how to get a job, workplace culture and norms, job opportunities, upgrading skills or most directly, getting a job that matches skills or experience. In all three initiatives, clients receive assistance either through in-person group sessions or through customized workshops and one-to-one counselling. CIIP further prepares clients through the creation of a personalized settlement plan with referrals to partner organizations in Canada.

The Government of Quebec views their Online Placement system²⁴⁵ as a means to successful integration into life in Quebec. Permanent workers – the target group of this initiative – who are admissible to Quebec can consult job offers, post their professional profile and apply online in their country of origin.

The objective of the website *workindenmark.dk* is to provide Danish employers and foreign job-seekers a comprehensive portal on international recruitment in Denmark. On the website, foreign job-seekers can set up a profile and search for vacant jobs in their occupation. The portal contains separate sections for highly skilled professionals, international students looking for jobs in Denmark,²⁴⁶ and health-care personnel. Likewise, Danish employers can easily post job adverts or seek new employees from the CV database. While the website provides a comprehensive and clear-cut palette of information, it is less easy to find out if it truly helps job matching at the pre-departure stage.

The projects led by GIZ are built on the dual premise of combining the perspectives of both countries of origin and of destination. On the one hand, Germany needs immigration from qualified professionals, as businesses in various sectors report shortages of skilled experts. On the other hand, these projects take into account the particular situation of the country of origin. For instance, within the framework of the *Supporting the Make it in Germany* welcome portal project, special attention is paid to ensure advisors do not actively approach qualified professionals for whom there is an urgent need locally. Instead, the initiative promotes the transfer of know-how and offers advice on the transfer of remittances to the country of origin. Furthermore, the project targets the MINT professions, namely mathematics, information technology, natural sciences and technology. The partner countries of origin have high numbers of graduates in

²⁴⁵ Available from <http://placement.emploiquebec.net/mbe/login/portail/portcherc.asp?CL=english>.

²⁴⁶ In Denmark, it is quite common for young people to work while they study. For details, see <https://www.workindenmark.dk/Find-information/Information-for-job-seekers/International-students>.

these sectors and the respective governments are pursuing an active migration policy.²⁴⁷ In addition to the support extended to qualified professionals, *Make it in Germany* advisors also work to foster networks of German institutions based in the respective countries of origin to provide advice on the best means of recruiting qualified professionals. The experiences gained from these projects contribute to the knowledge base on recruitment mechanisms for long-term, qualified migrants from outside Europe.

Info box 5: Training nurses from Viet Nam to become geriatric nurses in Germany pilot project

The rationale of the project is two-fold. In Germany, experts estimate that, due to demographic change, the number of people requiring care will increase to approximately 3.4 million by 2030. Charitable organizations and the Federal Employment Agency have already identified a severe shortage of fully qualified geriatric nurses, and they are warning that without fundamental changes to recruitment policies some 500,000 nursing positions will go unfilled. Viet Nam has been selected as a partner country, according to the project description, because of its active pursuit of a strategy for labour migration of skilled professionals, its positive attitude towards Germany, and the presence of a critical mass of youth keen to take up training in Viet Nam and subsequent work placement in Germany.

Source: <https://www.giz.de/en/worldwide/18715.html>

The objective of the *Sustainable Recruitment of Nursing staff from China* project is to help meet the shortage of qualified professionals in the field of elderly care in Germany over future years. The project considers there to be an oversupply in China of well-trained, qualified care professionals who have completed a four-year, high-school degree in nursing. Therefore, this is indeed the target group of the project: job-seekers and recent graduates with a four-year, high school nursing degree.

The overall goal of the *Strengthening Evidence-Based Management of Labor Migration in Armenia* project was to enhance management of labour migration flows from Armenia to EU countries through four specific objectives: (a) enhancing

²⁴⁷ For details, see <https://www.giz.de/en/worldwide/14154.html>.

the capacities of PEAs to match labour demand and supply; (b) enabling a conducive environment for circular migration of Armenian workers; (c) strengthening national capacities in migration data collection, analysis and policy; and (d) raising awareness about potential approximation with EU laws of legislation on migration management.²⁴⁸ Although the target group of this initiative is the Armenian PEAs, the ultimate beneficiaries are the Armenian migrant workers.²⁴⁹

The aim of the Mauritius Circular Migration Database is simply to match the labour supply in Mauritius with demand from foreign employers. It is designed as a permanent database which offers a pool of potential Mauritian employees with a variety of qualifications, skills, experiences and interests. This tool is an extension of the government's policy of developing circular labour migration schemes and is intended to make recruitment in Mauritius more competitive and cost effective.²⁵⁰ The target group of this initiative is Mauritians, age 21 or older, who seek employment abroad and who already have certain work experience.²⁵¹

The *mauritiusjobs.mu* website is an online tool designed to store information on Mauritian and Rodriguan candidates interested in job opportunities locally and overseas in order to match the local labour supply with demand from local and foreign employers. The system also provides the opportunity for Mauritians overseas to apply and benefit from such opportunities.

4.3.4 Service design and delivery

Although the CIC's pre-departure initiatives cannot be qualified as job matching per se, they offer extensive assistance to beneficiaries to prepare them for employment in Canada. Information sharing through group and individual workshops are examples of such services. In addition, AEIP and CIIP offer referral services that greatly facilitate labour market integration. Although the COA programme does not formally provide referrals or support clients once they arrive in Canada, the COA curriculum and handbooks, developed with a wide range of experts and partners in Canada and abroad, help guide beneficiaries to relevant

²⁴⁸ For details, see <http://ichd.org/?laid=1&com=module&module=static&id=1027>.

²⁴⁹ See more about the project targets at <http://ulisses.am/eng/about-project/targets/>.

²⁵⁰ See also <http://www.smsjobs.mu/iom/>.

²⁵¹ See http://nef.mu/services_migration.php (French only).

services in Canada.²⁵² AEIP provides referrals to services offered at migrants' destinations linked to language needs, skills upgrading and training, and credential assessment and recognition. To ensure a smooth transition between pre-arrival and in-Canada services, AEIP uses a case-management approach and maintains regular (once a month) contact with clients and service providers by phone and/or email. Of the three initiatives, CIIP is the most oriented to labour market integration, with an array of job related services.

Info box 6: CIIP's four-component approach to job matching

The first component of CIIP is a one-day orientation workshop for participants about:

Job Prospects – what Canada has to offer on a geographic and sectoral basis, and how to best maximize job opportunities.

Job Readiness – potential challenges and how prospective immigrants can minimize risks by preparing prior to arrival in Canada.

Job Search – job search strategies, tools, and the different types of jobs in Canada, as well as an introduction to CIIP partners (employers, educational institutions, credential-assessment bodies, and immigrant-serving organizations in Canada) who can help immigrants navigate through the job-search journey.

Job Retention – understanding the Canadian workplace culture.

The second CIIP component involves personalized career planning sessions focused on key job and integration decisions that result in a comprehensive personalized “action plan” with steps to be taken before and after arrival in Canada. This plan also includes links to online resources, tools, and contact information for CIIP partner organizations.

The third CIIP component involves the provision of direct referrals to Focal Point Partners (FPPs) that include colleges and immigrant-serving organizations in the province where the client intends to settle. Clients can therefore establish contact with advisors in Canada and begin the settlement, credential evaluation and job-search processes before leaving their home country. The FPPs in each province act as the “entry way” to the many integration services available for immigrants. As part of this component, eligible clients are also directly referred to Employer FPPs, such as Skills

International and Career Edge. Dedicated advisors at both organizations provide pre-arrival screening interviews, facilitate online registration, ensure credential assessments are completed, support the completion of documentation, and provide access to paid internships through Career Edge or the Skills International immigrant/employer database.

The fourth CIIP component involves offering eligible clients additional online services delivered by Canadian “platform” partner organizations, such as:

- Sector-specific online presentations;
- Sector-specific assessment and credentialing tools;
- Live online employer workshops;
- Live online mentoring;
- Facilitated online job preparation workshops linked to an online job-matching service;
- Exam supervision for select occupations.

Source: Cynthia Murphy, Director, Canadian Immigrant Integration Program (CIIP) via the data collection questionnaire

A notable element here is the connection between service providers in countries of origin and those in the country of destination. In the past, CIC has sponsored a visit by 14 COA facilitators to Canada, which included visits to Ottawa, Toronto and Montreal, as well as visits to Canadian Service Providing Organizations (SPOs) and service centres. Facilitators met with SPO staff and gave presentations on the overseas training conducted by IOM. These trips provided COA trainers with the opportunity to escort humanitarian migrants to Canada and follow them through the many post-arrival steps, including reception formalities, initial accommodation and other services. It was also an opportunity for SPO providers to hear first-hand about procedures at the pre-departure stage (IOM, 2010).

Online databases of vacancies available for migrant workers are the most common job-matching tool. The government of the province of Quebec offers the opportunity to selected permanent workers to start their job search via the Online Placement – International Stream platform. If a job is found through this service, the migrant's application for a permanent residence visa is prioritized, thus advancing the departure for Quebec.²⁵³

²⁵³ For details, see <http://www.immigration-quebec.gouv.qc.ca/en/immigrate-settle/permanent-workers/preparing-departure/placement-international.html>.

The *workindenmark.dk* website is an online job bank, where migrant job-seekers can find current available jobs in Denmark within all industries. Alternatively, they can choose to be notified directly about new, relevant jobs through a free subscription to the job bank's newsletter. Employers in Denmark can also use the job bank to advertise for foreign labour simply by creating a company profile.

The IMIS project in Egypt established an online database whereby Egyptian job-seekers could upload their curricula vitae and Italian employers could post their job vacancies. The profiles of the job-seekers are approved and validated by the Egyptian MoME, which is also involved in the short-listing of candidates. For the final selection of candidates, a foreign employer can either appoint a local recruitment agency or make the selection directly. To reduce the information risks resulting from inaccurate profile data provided by job-seekers, the project currently integrates skills' assessment procedures as well as a referral mechanism, and offers information on bridging courses for those who failed the assessment (IOM, 2013).

GIZ carries out comprehensive work in the field of job matching, with activities varying from information provision to facilitating placement for employers. For instance, advisors in GIZ's project to support professional recruitment for the *Make it in Germany* initiative, provide locally based support services to MINT professionals in India, Indonesia and Viet Nam as they prepare for their move to Germany. The GIZ activities can range from information events, including job fairs, to individual advice and tips on preparing for departure to Germany. GIZ can also collect CVs and facilitate placements, and establish connections between service providers in countries of origin and destination. The advisors themselves originate from the respective countries but have previously spent time studying or working in Germany.²⁵⁴ They are therefore able draw on a wealth of knowledge and experience, from both their country of origin and from Germany, as they carry out their work. Nevertheless, intensive training is offered to advisors in such areas as German immigration law, the recognition of academic and vocational degrees, and the current demand for qualified professionals in the German labour market. According to the project description, the advisors also meet regularly in order to foster close collaboration and professional exchange.

²⁵⁴ This is similar to the system of bi-cultural trainers used in the pre-departure orientation sessions for resettled refugees. A bi-cultural trainer is a person who has a background similar to that of the refugee group and who has lived in the country of destination/resettlement. He or she speaks the language of the cultural orientation participants, so an interpreter is not needed.

As part of the *Promotion of legal mobility of highly qualified Tunisian experts* project, young Tunisian engineers seeking employment were selected and German companies in regions with a severe shortage of engineers were identified as potential employers.²⁵⁵ Following a two-month training phase in Tunis, 100 participants travelled to Germany and completed a further three months of training. Participants then received a scholarship for a six-month work placement at a German company, enabling them to gain relevant work experience.

In July 2009, the Italian government launched FLEXI, an online job-matching platform that was also utilized as part of the *Coordinating the systems for a shared management of migration (Rapprochement des systèmes pour une gestion partagée de la migration)* project.²⁶⁵ In this context, a list of 450 Tunisian workers – including electricians, carpenters, welders, nurses and lifeguard personnel – was compiled and published on the FLEXI platform. By 2010, plans were ongoing to include Ghana, Senegal, Liberia and Nigeria among worker origin countries.²⁵⁷ However, by the time of publishing this report the platform was discontinued. All job offers for foreigners in future will be published on a new platform, ClicLavoro, but only for Albanian citizens.²⁵⁸

The Ulisses platform in Armenia²⁵⁹ is targeted at PEAs and employers. Job-seekers can be listed on the platform by the PEAs and a handbook for users is available on the website.²⁶⁰

In order to take part in the Mauritius Circular Migration Database (MCMD), migrant workers and employers need to register.²⁶¹ Once candidates are registered in the MCMD, their résumé can be shared with employers during the selection process. Foreign employers whose labour recruitment project has been endorsed by the Government of Mauritius are able to carry out an online selection. Employers have the ability to short list candidates according to their desired

²⁵⁵ For a story of one of the participants, please see <http://www.giz.de/en/worldwide/21831.html>.

²⁵⁶ For more details about its development and objectives, see <http://www.ettssolutions.com/ProjectDetails.aspx?id=78>. Original title in French; English translation is approximate.

²⁵⁷ See <http://www.ettssolutions.com/News.aspx?id=246>.

²⁵⁸ Personal communication, representative of the Italian Ministry of Labour and Social Policy. 29 October 2014. ClicLavoro is available from <http://www.cliclavoro.gov.it/Pagine/default.aspx>.

²⁵⁹ Available from <https://platform.ulisses.am/eng/> and <http://ulisses.am/arm/> (in Armenian only).

²⁶⁰ See https://platform.ulisses.am/static/ULISSES_System_User_Handbook_ENG.pdf.

²⁶¹ English version: <http://www.smsjobs.mu/iom/>. French version: <http://www.smsjobs.mu/index.php>. In the French versions, migrant workers can also register by sending a text message.

profile, hold interviews, make a final selection, following up on the status of visa applications and conduct pre-departure training/orientation.

4.3.5 Outcomes

Formal evaluations of job-matching initiatives are not always conducted, and therefore their outcomes are not always clearly visible. A notable exception is among the Canadian pre-departure programmes, where CIC conducted an evaluation in 2012. The evaluation examined the extent to which programmes contributed to newcomers' preparation for employment in Canada. Regarding 'overall helpfulness', the evaluation showed that 59.3 per cent of survey respondents agreed that pre-departure orientation helped them to prepare for employment in Canada, although there was some variation (Citizenship and Immigration Canada, 2012). At the time of the survey, changes were announced to the selection criteria for economic migrants. These changes included requirements for higher language proficiency and more emphasis on pre-assessment of foreign credentials and pre-arranged employment. This might have been already internalized in the way pre-departure training was delivered across the three initiatives. For instance, a statistical report issued by the project managing institute highlighted that CIIP clients were invited to participate in a Virtual Career Fair for Newcomers presented by CIC and Skills International. As part of the Fair, clients were encouraged to connect directly with Canadian employers and recruiters, visit employers' booths, and search for job opportunities in Canada (Colleges and Institutes Canada, 2014).

For the *Promotion of legal mobility of highly qualified Tunisian experts* project, conducted by GIZ in partnership with ZAV, 65 Tunisian engineers obtained employment contracts after completing their internship stages in Germany. Most of them have the opportunity to continue their career in Germany, while some are working as 'bridge builders' for German companies in Tunisia.

According to Desiderio and Schuster (2013), the FLEXI platform was still in an experimental phase by 2013 and was hosting about 540 candidate profiles. Concerning the project discussed here, out of 450 Tunisian workers, 119 passed the selection phase carried out by Italian institutions in training centres hosted by the Tunisian government. Furthermore, 119 workers underwent Italian language training at A2 level of CEFR, however, only 84 were apparently classified as suitable for being hired in Italy (Desiderio and Schuster, 2013). Although this initiative is

potentially promising, these numbers seem to indicate certain challenges, either with the qualifications and suitability of the workers or in terms of demand. Furthermore, it is not clear how many of those qualified for employment in Italy have actually been hired.

As a result of the *Strengthening Evidence-Based Management of Labour Migration in Armenia* project, five of 20 PEAs active in the Armenian job market have been able to support Armenian labour migrants in making informed and legal choices about labour migration to European countries. Furthermore, 160 profiles of job-seekers were registered on the Ulisses job-matching database that was developed within the framework of the project.²⁶²

²⁶² For more information about the project's results, see <http://ichd.org/?laid=1&com=module&module=static&id=1027>.

Case study 5: Triple Win Nursing Professionals – Hiring Nursing Professionals Sustainably	
Institution	<p>Commissioned by: German health-care employers</p> <p>Implementation: International Placement Services (ZAV) of the German Federal Employment Agency and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH</p> <p>Executing agencies: Employment offices in Serbia, Bosnia and Herzegovina, the Philippines, and Tunisia (partner countries)</p>
Timeframe	The current pilot phase began in 2013 and is scheduled to run until the end of 2014
Description	<p>The geographical focus is on Bosnia and Herzegovina, Serbia, the Philippines and plans are on-going to include Tunisia. The Triple Win project aims to alleviate the labour shortages in Germany's nursing sector by recruiting nurses from these countries. The recruitment and subsequent employment of nurses is framed in government-to-government agreements. On the basis of such agreements, a local job agency informs ZAV about interested applicants. A two-phase, pre-selection stage follows, with ZAV in the first phase and prospective employers in the second phase, conducting screening interviews – either in situ or via the Internet.²⁶³ Candidates that pass this stage, enter the pre-departure phase, which includes inter-cultural information and orientation led by GIZ,²⁶⁴ language training in partnership with the local Goethe Institute,²⁶⁵ and a four-day professional training course.²⁶⁶ Once an employment</p>

²⁶³ This is an initial test of the candidates' language abilities, professional background, level of preparedness for life in Germany, and so forth. This stage is a pass/fail one, and those who are admitted will enter the next phase: pre-departure orientation and training.

²⁶⁴ Whereby participants are individually informed about the legal migration process, life in Germany, and so on.

²⁶⁵ Participants should possess B1 German proficiency level before working in Germany. The course focuses a lot on nursing vocabulary and its duration depends on the pre-existing language knowledge of participants. It lasts up to six months in the Philippines, less so in Bosnia and Serbia where participants often have a working knowledge of German.

²⁶⁶ Carried out with information and practice about nursing in Germany. German nursing experts conduct this course and seek to build bridges between the nursing system in Germany and that in the country of origin.

	contract is concluded, ²⁶⁷ GIZ assists with the travel and post-arrival arrangements, including support of the integration process and coordination of professional qualifications recognition.
Verifiability	The Triple Win project is demand-driven and needs based. The project is designed to alleviate the labour shortages in Germany's nursing sector. In 2012, there were only 70 unemployed applicants for every 100 vacancies and it was forecast that in the medium and long term this problem would exacerbate. ²⁶⁸ Consequently, German health-care employers turned to the Federal Employment Agency to bring in skilled workers from abroad. ²⁶⁹ The Triple Win was first tested in 2011–2012, with Bosnia and Herzegovina as the only country of origin involved. Seventy-five nurses arrived in Germany as part of this endeavour. Project monitoring has verified that these nurses possess high levels of professional qualifications and employers were highly satisfied with the international recruitment. Following positive results, the project was extended to additional countries of origin and a set of pre-integration measures was implemented in order to facilitate professional and linguistic integration processes for the workers recruited to Germany.
Replicability	German teachers; likewise, the professional courses are conducted by health professionals. Basic information about the project's key aspects – mission, values, service model, activities – is available on the project website. ²⁷⁰ Detailed information about the work process is available on request. Concerning the cost, there is information about cost per capita and distribution of costs between the two coordinating institutions (GIZ and ZAV).

²⁶⁷ Interviews with GIZ personnel revealed that if a person does not obtain a work contract in Germany, the pre-departure training is not considered wasted. The skills built are deemed useful and the participants could try other legal avenues to work in Germany.

²⁶⁸ There are currently around 30,000 such nursing vacancies, but only around 21,000 unemployed qualified persons who could fill them. Experts predict that by 2025 some 150,000 additional nursing professionals will be needed.

²⁶⁹ This form of labour migration complements domestic labour market measures such as improving training, raising the retirement age, and increasing the percentage of women in employment.

²⁷⁰ See <https://www.giz.de/en/worldwide/20322.html>.

	<p>The project benefits from a clear administrative structure, with GIZ and ZAV sharing project management roles. The former conducts overall coordination and supervises the integration phase, and the latter focuses on placement /employer counselling and labour market orientation. Language courses are conducted by trained German teachers; likewise, the professional courses are conducted by health professionals with bi-national work experiences.</p>
Sustainability	<p>Overall, GIZ's and ZAV's involvement warrants the sustainability of this project as it fills labour shortages and links the initiative with GIZ's development policy programmes of promoting know-how transfer and development-related activities of migrants. There is potential for mainstreaming the activity given the involvement of the Federal Employment Agency and the support of employers. The financial coverage by employers is a particularly strong sustainability factor, ensuring ownership by the employers and guaranteeing the project is needs based. The recruitment and subsequent employment of nurses is governed by bilateral placement agreements between the Federal Employment Agency and the labour departments of the partner countries. The work conditions including wage levels and social security benefits, are also stipulated in these agreements.</p>
Cost-effectiveness	<p>The employers cover the cost of these activities. Overall, participation costs for employers are currently EUR 3,700 for each health care professional placed, plus the travel costs of migrants recruited. Although GIZ is a state-owned company and the Federal Employment Agency is involved, no public funding is spent and no fees are charged to the migrants, or candidates for migration, to Germany. From this point of view, the practice is cost effective.</p>
Ownership	<p>The project boasts a strong partnership between employers, the German Federal Employment Agency, GIZ, Goethe Institute, and partners in countries of origin. The role of the latter, mainly national employment agencies, appears to be written into the government-to-government agreements that frame the project. The project also relies on the GIZ</p>

	<p>offices in each of the countries of origin, with staff members working locally on counselling and preparatory activities, including pre-departure and travel assistance.²⁷¹</p>
Effectiveness	<p>The project focuses on linking pre- and post-arrival phases. To this end, it supports the process of recognition of qualifications while in the country of origin, with the help of GIZ's local branches. The project supplies detailed information on procedures and helps applicants start the application process from abroad. To further strengthen this link, German employers undergo a one-day, pre-arrival seminar. GIZ carries out a workshop to prepare the arrival of their new staff, and the aim is to agree on an integration timeline after arrival.</p> <p>Once in Germany, GIZ assists both migrants and employers; for instance, by identifying suitable language courses, as migrants should have a B2 level proficiency. Furthermore, GIZ helps with the professional recognition of qualifications, which can facilitate long-term integration. GIZ often tries to connect nurses with migrant organizations in Germany, for example as part of their cooperation with the local branch of the Overseas Filipino Workers. In addition, ZAV runs a hotline for migrants and employers, in case follow-up activities are needed or emergency situations occur. Not least, GIZ offers direct assistance in the post-arrival phase.</p> <p>The content of the pre-departure materials are updated by GIZ's staff, both in Germany and in countries of origin, in cooperation with their partners.</p> <p>The project is still ongoing, so a detailed evaluation is not yet available. However, ad-hoc feedback indicates a high level of satisfaction from both nurses and employers.²⁷²</p>

²⁷¹ Two staff in Bosnia and Herzegovina, two in Serbia and one in Manila. Of the project management team - there is one team leader, one main coordinator, one person assisting integration measures, and one intern is located in Eschborn, Germany.

²⁷² Interview with GIZ personnel, online survey.

Case study 6: Canadian Immigrant Integration Program (CIIP)	
Institution	<p>Commissioned by: Citizenship and Immigration Canada (CIC)²⁷³</p> <p>Delivered by: Colleges and Institutes Canada (formerly the Association of Canadian Community Colleges or ACCC), based in Ottawa, Canada. Status: not-for-profit member services organization</p>
Timeframe	Pilot phase 2007 – 2010, extended and on-going until March 31, 2015
Description	<p>CIIP is a complex and innovative initiative that aims to enable skilled workers entering Canada via the points-based admission channel, to effectively prepare to meet foreign credential requirements and achieve faster labour market integration in Canada while completing the final stages of the immigration process in their country of origin. CIIP can reach economic immigrants²⁷⁴ anywhere in the world, with regional offices located in India, China, and the Philippines and mobile team members based in the United Kingdom, the Gulf region, and Canada.²⁷⁵ CIIP prepares clients to meet foreign credential requirements and achieve early labour market integration through group orientation sessions, one-on-one counselling and the preparation of a personalized settlement plan with referrals to partner organizations in Canada. CIIP helps prospective immigrants better prepare for the Canadian labour market by giving them, among other benefits, direct connections with employers and other organizations that can support them while they are in their countries of origin and throughout their transition to Canada.</p>

²⁷³ From 2010 onwards, CIIP has been funded by CIC. During the pilot stage (2007 to 2010), CIIP was funded by Human Resources and Skills Development Canada.

²⁷⁴ This includes principle applicants, spouses, and adult dependants in the final stages of immigration (that is, the stage where applicants have been requested to undergo their medical examinations and security and background checks have been initiated). Prior to this date, the target group consisted of Federal Skilled Workers (FSWs) and Provincial Nominees (PNs) in the final stages of immigration. As of 2013, CIIP also began piloting a francophone version of the program catering to French-speaking FSWs, PNs and Family Class immigrants bound for francophone communities outside of Quebec. Following the success of the pilot, CIIP mandated to deliver francophone sessions to all economic immigrants

²⁷⁵ As of 1 April 2014, CIIP was given the mandate to serve eligible clients anywhere in the world. Preparations are currently being made to expand delivery globally.

Verifiability	<p>According to the evaluation of the pilot project, CIIP responds to the increasing concern that well-qualified immigrants with relevant skills and experience are frequently unable to acquire jobs in Canada that reflect their economic potential.²⁷⁶ It also reflects the reality that Canada's existing labour shortages and skill gaps will multiply in the coming decades and that without more efficient labour market integration for newcomers, the country's economic performance is jeopardized.²⁷⁷ A new model was required to help accelerate the successful labour market integration of newcomers. Colleges and Institutes Canada surmised that many of the barriers facing skilled immigrants could begin to be addressed overseas. This sentiment was also echoed by researchers, policy advocates and practitioners in the settlement and post-secondary education fields, as well as immigrants themselves, who agreed that preparation for effective integration must begin overseas. Thus, if newcomers knew they were lacking in the area of workplace language skills, they could enrol in language courses in their country of origin; if they understood the requirements for credential assessment they could begin to collect the necessary documents while still at home; if they realized they needed a license to practice their profession, they could connect with a regulatory body and in some cases begin to write exams overseas; if they could prepare Canadian-style resumes in advance they could make themselves more marketable and even start applying for employment pre-arrival.²⁷⁸</p> <p>Monitoring and evaluation is done quarterly by the project's dedicated personnel and external evaluation is conducted by CIC, the funder of CIIP, through its evaluation division.²⁷⁹</p>
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²⁷⁶ See <http://www.newcomersuccess.ca/images/stories/reports/2010-november-final-evaluation-report.pdf>.

²⁷⁷ By 2016, newcomers will be the only source of net labour market growth in Canada. A decade later, newcomers will account for all of Canada's net population growth. Source: Katrina Murray, *Practice Makes Perfect: Canadian Immigrant Integration Program*. Presentation at the Headstart Workshop, Rome, September 2014.

²⁷⁸ Source: Cynthia Murphy, Director, Canadian Immigrant Integration Program (CIIP) via the data collection questionnaire.

²⁷⁹ See <http://www.cic.gc.ca/english/resources/evaluation/ooi/index.asp>.

More precisely, CIIP benefits from a strong monitoring component as noted below:

CIIP Logic Model

A logic model has been created for the program. It provides a visual summary of CIIP's design, including its outputs and its short-, medium- and long-term intended outcomes, while the plan provides the overall internal monitoring strategy. It is a summary of what the programme plans to do, what it intends to change, why it is important, and the resources required.

CIIP Measurement Plan

CIIP also uses a measurement plan to monitor progress toward intended outcomes. In particular, the measurement plan details indicators of success for each outcome and notes the data-collection tools that will be used, who will gather the data, when the data will be gathered, and how frequently. Using the measurement plan allows CIIP to determine progress and to collect data using a systematic method.

CIIP Data Collection Tools

In terms of data-collection tools, CIIP makes use of the following quantitative and qualitative methods:

- Client registration forms
- Client feedback forms
- Client online surveys
- Partner online surveys
- Client success stories
- Client intensive-tracking studies
- Client focus group questionnaires and guides
- Partner focus group questionnaires and guides

Continuous Quality Improvement (CQI) Approach

It is important to note that CIIP ensures that a CQI approach is used throughout the project. This involves a plan, do, check,

	<p>reflect and act cycle whereby performance is continually checked, reflected upon, improved, tested and re-evaluated to determine results. For example, feedback from CIIP clients and staff is consistently solicited and used to improve services, procedures, operations and project management. This takes the form of data-collection, conversations, meetings, updates, reports and monitoring missions.</p> <p>Government of Canada Client Tracking</p> <p>Additionally, the Government of Canada (Citizenship and Immigration Canada) surveys CIIP clients at the three-month, one-year and three-year point through the Tracking of Overseas Orientation Session Graduates (TOSG) system. The TOSG system collects information about CIIP clients' labour-market experiences as well as employment-related activities. TOSG also collects baseline data from those <u>who registered for CIIP services, but did not participate.</u></p>
Replicability	<p>CIIP missions, values, service models and activities are clearly articulated on the project website (see also the text box in section 4.3.4 above). There is a clear administrative structure and process in place, comprising staff, training and processes.²⁸⁰</p> <p>Professional development is provided to the orientation officers (OO) on a regular basis to ensure they remain up-to-date, and to sharpen their facilitation skills. OOs receive several training opportunities, including inter-office exchanges, in-Canada study tours, and surge capacity consultations in their respective field.</p> <p>While this is a fairly complex initiative, it is fully transparent and its modus operandi is publicly shared making it available for replication.</p>

²⁸⁰ In the Ottawa office there are nine full-time CIIP team members; in China Field Office: one Field Manager, two Orientation Officers, one Client Services Assistant, three Local Consultants; in India Field Office: one Field Manager, four Orientation Officers, two Client Services Assistants, two Local Consultants; in the Philippines Field Office: one Field Manager, six Orientation Officers, three Client Services Assistants, three Local Consultants; five Mobile Team Consultants are based in the UK, the Gulf Region, and Canada. Not least, CIIP relies on 13 funded Focal Point Partners and 7 non-funded Focal Point Partners, who are not CIIP staff, but rather are contracted and engaged by CIIP to provide online pre-departure guidance to clients.

Sustainability	<p>CIIP is clearly needs based and aims to support the country's need for immigration to feed its population growth and economic prosperity. Furthermore, it addresses underemployment among competent migrants. Its sustainability is also underpinned in the origins of the practice. Specifically, Colleges and Institutes Canada's members lobbied the association to undertake research and extensive consultations on how to effectively support immigrants towards more speedy market integration.²⁸¹</p> <p>Given the extensive support from CIC and the robust network of partners, the practice can be considered mainstreamed, even though it is not part of a state service. Furthermore, CIIP supports the Government of Canada's <i>Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications</i> in 14 target occupations.²⁸²</p>
Cost-effectiveness	<p>Total funding to CIIC from CIC from 1 April 2010 to 31 March 2014 (four years) was CAD 18,344,190 and the funding from CIC for 1 April 2014 to 30 September 2014 was CAD 1,941,581. In the four-year period mentioned, 16,495 immigrants participated in CIIP services, implying that the cost-per-capita was around CAD 1,112. Funding is fully covered by CIC and all pre-departure services are provided free of charge.</p>
Ownership	<p>CIIP does not foresee any coordination mechanisms between third-party service providers in countries of origin and providers in countries of destination. As mentioned above, CIIP has established regional offices that provide direct services to prospective immigrants to Canada.</p> <p>It is important to note that the CIIP regional offices coordinate with approximately 50 Canadian service providers, such as regulatory and credential assessment bodies, sector councils, educational institutions, immigrant-serving agencies, colleges and employers to reach out to immigrants overseas and provide them with guidance, information and tools to accelerate their job entry.</p>

²⁸¹ See <http://www.newcomersuccess.ca/images/stories/reports/2010-november-final-evaluation-report.pdf>, p. 11.

²⁸² See http://www.esdc.gc.ca/eng/jobs/credential_recognition/foreign/framework.shtml.

<p>Effectiveness</p>	<p>CIIP's results have consistently shown that the initiative is making a difference to immigrants' labour-market integration.</p> <p>Citizenship and Immigration Canada's on-going tracking of CIIP clients reveals that 47% of CIIP clients were employed within three months and 73% within a year. In addition, 65% of those employed at three months were working in their skilled field as were 69% at one year.</p> <p>Furthermore, 96% of participants indicated they were planning to take relevant action before departure to Canada. Pre-departure actions include credential assessment, applying for employment, seeking further education and skills training, seeking settlement support, undergoing a language assessment, upgrading language skills and seeking licensure.</p> <p>A CIIP survey was conducted in January 2013 to determine, in part, whether CIIP clients have stronger outcomes concerning recognition of skills and qualifications, integration and employment than non-CIIP clients from the partners' perspective.²⁸³ According to their observations, partners agreed that CIIP clients have stronger outcomes than immigrants who do not benefit from pre-departure interventions, for example:</p> <ul style="list-style-type: none"> 93% said that CIIP clients are more knowledgeable about the licensure/registration process than non-CIIP clients; 92% said that CIIP clients are more knowledgeable about the settlement process than non-CIIP clients; 87% said that CIIP clients are more knowledgeable about the steps to take to find employment than non-CIIP clients;
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²⁸³ The survey was sent to 75 CIIP partner contacts with a response rate of 79%.

	<p>80% said that CIIP clients have greater awareness of alternative career pathways than non-CIIP clients; 78% said that CIIP clients are more proactive in integrating into the labour market than non-CIIP clients; 73% said that more CIIP clients find employment that is related to their skills and education than non-CIIP clients; 71% said that CIIP clients find employment faster than non-CIIP clients; 67% said that CIIP clients find employment at higher levels than non-CIIP clients.</p> <p>In order to present the most relevant and timely information,²⁸⁴ CIIP conducts ongoing Internet research and receives feedback from provincial/territorial representatives as well as Canadian agencies that help immigrants integrate into Canadian society. In particular, the group orientation pre-sentations are updated approximately every six months. Key information sources include Statistics Canada website, Citizenship Immigration Canada website, and Government of Canada news releases.</p> <p>To conclude, the CIIP staff believe that the programme gives prospective immigrants a competitive labour-market advantage in Canada. For example, while still overseas, newcomers learn how to start the qualifications recognition process, have their credentials assessed, upgrade their language skills, prepare Canadian-style resumes, apply for employment and take steps toward settlement.</p> <p>This overseas preparation and support provides newcomers with a more realistic understanding of the challenges they may face in Canada while encouraging them to seek employment that reflects their skills and experience rather than settling for survival jobs.</p>
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²⁸⁴ CIIP has developed the following materials: The Group Orientation (GO) curricula power presentation for FSWs and PNs, the My Action Plan (MAP) template, Facilitators' Guides, Resource Package and supporting materials.

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4.4 Recognition of skills and qualifications

4.4.1 Overview

The contribution of migrants in countries of destination and their successful integration are ultimately contingent on opportunities to utilise the skills and experience they have gained prior to migration. Many migrants, however, cannot practise the professions in which they are trained because competences and qualifications are not readily recognized in the country of destination. This might be due to several reasons. First, differences in education, training and skills may require additional training or work experience in the country of destination. Second, some occupations may require licensing or registration, raising additional obstacles in the form of examinations, application fees and supervised training (Sumption, 2013). Third, Sumption argues, employers and regulatory bodies may undervalue foreign education and professional experience or have an interest in acting as gatekeepers and not reducing barriers to migrants seeking work in certain professions. Finally, credential recognition is a highly complex area, with multiple actors involved often with fragmented institutional responsibilities that make it difficult for migrants to navigate such complex systems.

Over-qualification,²⁸⁵ underemployment, unemployment, under-skilling and brain waste are some of the consequences faced by migrants when their qualifications and competences earned abroad are not recognized in a host country. A further effect is the resulting financial loss. For example, Reitz (2001), and Watt and Bloom (2001) estimate that Canada's failure to recognize immigrants' qualifications resulted in an annual earnings deficit of about two billion dollars for immigrants (in Schuster, Desiderio and Urso, 2013). On the other hand, evidence from Australia shows that pre-departure screening of credentials may improve considerably the likelihood of being employed within six months of admission into the country, especially for nationals of developing countries (Schuster, Desiderio and Urso, 2013).

In the EU, this scenario comes in the context of a declining working-age population and forecasted skills shortages, which jeopardize economic growth prospects (see previous section). The EU 2020 Strategy has set the target of a 75 per cent

²⁸⁵ Measured by the proportion of the population with a high educational level and low or medium-skilled jobs. Other interpretations define "overqualification" as occurring when migrants gain employment outcomes well below their formal qualification level, and potentially operationalized as qualified migrants employed in sub-professional work (Hawthorne, 2013, in Schuster et al., 2013).

employment rate in the EU by 2020 and pinpointed improvement of migrant access to the labour market as a key to meeting this target. However, currently there is a considerable gap in employment levels within the EU between third-country nationals and EU nationals. The renewed European Agenda for the Integration of Third-Country Nationals (2011) points out that in 2010 the employment rate of third-country nationals aged 20-64 was ten percentage points lower than that of the total population in the same age-group. Furthermore, the over-qualification of third-country nationals for their jobs, especially in the case of women, is noticeable in all Member States where data are available. The over-qualification rate is particularly acute for non-EU migrants: 46 per cent, compared to 19 per cent for EU nationals (Eurostat, 2011). Not least, the recognition of diplomas and qualifications was cited as one of the most common barriers to skilled immigration into the EU by a majority of Member States in the EMN Study on *Attracting Highly Qualified and Qualified Third-Country Nationals* (European Migration Network, 2013).

To alleviate such drawbacks, the renewed European Agenda for the Integration of Third-Country Nationals (2011) calls for the development of services that “aim to enable the recognition of qualifications and competences from the country of origin facilitating immigrants' possibilities to take up employment which matches their skills”. In a similar manner, the EU Agenda for New Skills and Jobs (2010) highlights that non-recognition of skills and qualifications, among other issues, hampers the potential contribution of migration to reaching the 2020 employment targets.

However, to reduce the relative disadvantages migrants with foreign qualifications face in entering countries of destination and/or their labour markets, as well as the mismatches between their competences and the skill requirements for the jobs in which they end up working, foreign credentials should be assessed as early as possible (Schuster, Desiderio and Urso, 2013).

At the pre-departure stage, the renewed European Agenda for the Integration of Third-Country Nationals suggests that countries of origin could help migrants by providing pre-departure information on skills development opportunities. To this end, cooperation with third countries on pre-departure measures should be extended to help improve methods for the recognition of migrants' qualifications and skills. Reinforced cooperation with third countries in the area of skills recognition is also a point of action on the EU Agenda for New Skills and Jobs, with a view to improving skills matching.

It is important to distinguish between skills assessments and recognition of qualifications (European Migration Network, 2011). The former involve testing to identify any skills and competences that persons might possess, whether acquired through formal education and training or through work and life experiences. Once determined, such skills are then validated. Recognition, on the other hand, is a formal process whereby diplomas, certificates, and/or qualifications obtained abroad are verified and, if comparable to domestic standards, equated. Often, additional education or training is required. At other times, skills assessments or aptitude tests can be employed to judge knowledge and abilities.

Out of the 80 pre-departure support measures that have been reviewed (excluding those analysed in Chapter 5), only a handful deal with recognition of credentials. Of these, most seek to inform migrants about both pre-departure and post-arrival requirements and procedures, and thus to facilitate their access to jobs commensurate with their skills. Many EU Member States have bilateral agreements with third countries on recognition of educational credentials but not many agreements include professional qualifications. Few Member States have admitted any role for third countries in facilitating recognition of their nationals' qualifications when immigrating into an EU Member State.²⁸⁶ However, many EU Member States allow non-EU nationals to apply for recognition from abroad. Meanwhile, Germany raised the standards in 2012 by offering the possibility for prospective labour migrants to have their foreign qualifications assessed and completed prior to arrival in the country. In general, skills assessment is more readily completed while the migrant is in the country of origin through the use of e-sources. Examples include services of the Austrian ENIC-NARIC office, those provided as part of the AEIP and CIIP in Canada, or the activities of the VETASSESS institute in Australia.

This thematic section begins by reviewing the institutional setting behind the pre-departure integration support measures examined under this thematic category. It takes into account the type of institution involved, the role played in design and implementation, the resources at hand and the interplay between organizations in countries of origin and those in countries of destination. The main features of the pre-departure measures, including the involvement of the target group and the

²⁸⁶ See the European Migration Network Ad-hoc Query on Recognition of Professional Qualifications obtained outside the European Union. Available from http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/reports/docs/ad-hoc-queries/economic-migration/271_en_mn_ad-hoc_query_recognition_of_professional_qualifications_3nov2010_wider_dissemination_en.pdf

overall objectives, are then reviewed. Furthermore, the design and delivery of the service are treated with special importance, including the elements supporting circularity, return and most importantly, coordination with services in countries of destination. Finally, the outcomes of these pre-departure practices are investigated. To achieve this, impact evaluations, internal assessments when available, and ad hoc evidence of success/failure are verified. After the concluding section, two case studies are explored in a bid to assess their potential as promising practices.

4.4.2 Institutional setting

The National Academic Recognition Information Centres (NARIC), an initiative of the European Commission created in 1984, constitute the main sources of information on academic recognition of diplomas and periods of study in the Member States of the European Union (EU), the European Economic Area (EEA) countries and Turkey. In similar fashion, the European Network of National Information Centres on academic recognition and mobility (ENIC), established by the Council of Europe and UNESCO, mainly seeks to implement the Lisbon Recognition Convention²⁸⁷ and, in general, to develop policy and practice for the recognition of qualifications. ENIC is made up of the national information centres of the Parties to the Lisbon Recognition Convention.²⁸⁸

The *enic-naric.net* website is a joint initiative of the European Union, the Council of Europe, and UNESCO, and has been devised as a tool to assist the ENIC-NARIC networks in carrying out their mandated tasks. Many EU Member States use these networks to engage with countries of origin. The presence of a NARIC or ENIC centre has a high potential to facilitate accurate information provision at the pre-departure stage. Belgium and Hungary are two Member States that have specifically acknowledged the importance of ENIC centres in third countries.²⁸⁹

²⁸⁷ Signed in Lisbon on 11 April 1997, the Lisbon Convention, created by the joint initiative of the Council of Europe and of the European Region of UNESCO, is a multilateral agreement with the aim of promoting mutual academic recognition between the contracting parties.

²⁸⁸ List of ratifying states is here:

<http://conventions.coe.int/Treaty/Commun/ChercheSig.asp?NT=165&CM=8&CL=ENG>.

²⁸⁹ See the European Migration Network Ad-hoc Query on Recognition of Professional Qualifications obtained outside the European Union. Available from http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/reports/docs/ad-hoc-queries/economic-migration/271_emn_ad-hoc_query_recognition_of_professional_qualifications_3nov2010_wider_dissemination_en.pdf. Pages 3 and 7 respectively.

Pre-migration screening of credentials has been a mandatory requirement for immigration in Australia, under the General Skilled stream, since 1999. However, there is no single authority which assesses or recognizes all foreign qualifications. According to Hawthorne (2013, in Schuster, Desiderio and Urso, 2013), as of 2008 the Australian Department of Immigration and Citizenship (DIAC) was outsourcing pre-migration screening to 27 approved regulatory and professional bodies, many operating at the sub-national level with government oversight, but with employers having no direct input. Overall, it is professional, governmental and other organizations that are involved, depending on the type of qualification or occupation concerned and whether the assessment is for the purpose of migration or employment in a particular state or territory.

Trades Recognition Australia (located in Australia's federal employment department) assesses skills within the country and in countries of origin for applications in 180 vocational-sector fields. VETASSESS, a private body under the auspices of the government, provides skills assessments for more than 300 general professional occupations.²⁹⁰ VETASSESS serves in over 20 countries including Canada, Chile, China, Ethiopia, India, Indonesia, the Philippines, South Africa, Sri Lanka, the United Kingdom and the United States. Furthermore, VETASSESS can conduct basic vocational training in order to fill any skills gaps in the electrical trades. Not least, they also have a significant role in document verification, being the first service provider outside of China to be authorized by the Chinese Ministry of Education to verify Chinese education qualifications.²⁹¹

In Canada, three federal departments are working together with various stakeholders to improve foreign credential recognition processes. These are the Foreign Credentials Referral Office (FCRO) at CIC, the Foreign Credential Recognition Program at Human Resources and Skills Development Canada, and the Internationally Educated Health Professionals Initiative (IEHP) at Health Canada. The Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications is a joint commitment by federal, provincial and territorial governments to work together to advance the integration of internationally trained workers into the Canadian labour market. CIC, through the FCRO, has been identified as the lead department on the pre-arrival component of the framework. FCRO provides pre-arrival information and support for immigrants and the office

²⁹⁰ See <http://www.vetassess.com.au/> and <http://www.visabureau.com/australia/vetassess.aspx>.

²⁹¹ For details, see <http://www.vetassess.com.au/Skills-Assessment-for-Migration/Chinese-Qualifications-Verification>.

bears the overall responsibility for the contribution agreement under which CIIP is delivered. The objective of CIIP is to help prospective economic immigrants prepare *to meet foreign credential requirements* and achieve labour market integration. To a certain extent, all three pre-departure initiatives – discussed in the previous sections – are linked to the federal government's priorities concerning foreign credential recognition, labour market integration and humanitarian assistance (Citizenship and Immigration Canada, 2012).

In Denmark, an assessment of foreign qualifications is a prerequisite for admission under job-seeking and student visas. Furthermore, non-EU migrants wishing to pursue a regulated profession in Denmark must apply for authorization or similar recognition by the competent public authority. Potential migrants can apply from their country of origin, however it is not clear if the procedure can be completed there. A guide to the recognition of foreign professional qualifications for regulated jobs in Denmark is available online.²⁹² The Danish Agency for Higher Education only assesses formal education, whereas for a skills assessment migrants need to contact the educational institution that is offering the programme of study for which the migrant seeks assessment.

Italy has three bilateral agreements on the recognition of professional qualifications with non-EU countries, namely Egypt, Syrian Arab Republic and Switzerland. Among these, the Italian–Egyptian agreement has been in place for several years and provides for an active role by the Egyptian government in professional and language training initiatives for young Egyptians, including workers intending to migrate to Italy.²⁹³

Since entering into force in April 2012, the German Federal Government's Recognition Act²⁹⁴ ("Act to improve the assessment and recognition of foreign professional qualifications") has been considered a major breakthrough. The aim of the Federal Recognition Act is to ease access to the German labour market for qualified migrants from third countries by declaring that every foreign professional

²⁹² See http://ufm.dk/en/education-and-institutions/recognition-and-transparency/regulated-professions/leguide_en.pdf.

²⁹³ See the European Migration Network Ad-hoc Query on Recognition of Professional Qualifications obtained outside the European Union. Available online at: http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/reports/docs/ad-hoc-queries/economic-migration/271_en_nad-hoc_query_recognition_of_professional_qualifications_3nov2010_wider_dissemination_en.pdf.

²⁹⁴ See http://www.anerkennung-in-deutschland.de/html/de/anerkennungsgesetz_des_bundes.php.

has the right to have his/her qualifications assessed in relation to comparable German qualifications. In the past, only a very limited number of migrants who came to Germany with professional and vocational qualifications were entitled to apply for qualification recognition. The introduction of a legal claim to assessment procedures for approximately 350 “non-regulated professions”, outlined in the Vocational Training Act, is also a milestone in Germany's recognition practices since recognition in these professions was hardly ever previously provided.²⁹⁵

Moreover, the law has introduced the possibility for prospective labour migrants to have their foreign qualifications assessed prior to arrival in the country. However, access to this recognition procedure from abroad is available only if the intention to exercise the relevant profession in Germany shows credibility (Bosswick, 2013, in Schuster et al., 2013). According to administrative guidelines for implementation of the law, the proofs that can be accepted as evidence of intention to work in Germany are: an ongoing application for an employment visa, making contact with potential employers, or submitting a business concept. In some cases, competent authorities require a concrete offer of employment as proof of intention to work in Germany. However, in regulated professions in particular, it is difficult for an applicant who has yet to receive recognition to get a concrete job offer and thus make use of the recognition law. This problem has already been indicated to the competent authorities by various migration actors.

The German Federal Ministry of Education and Research funds several initiatives in this area such as the hotline service (Anerkennungshotline) run by the Federal Office for Migration and Refugees (BAMF). The Federal Institute for Vocational Education and Training (BIBB) is the publishing editor of *Recognition in Germany*, the information portal for the German government's Recognition Act.²⁹⁶ The portal is funded from the *Integration through Qualification - IQ* programme under the Federal Ministry of Labour and Social Affairs, the Federal Ministry of Education and Research and the Federal Employment Agency.²⁹⁷

²⁹⁵ For further information, see Vocational Qualifications Assessment Law (BQFG), available in German here <http://www.gesetze-im-internet.de/bqfg/index.html> and with a brief description about the major breakthrough it brought here http://www.anerkennung-in-deutschland.de/html/en/federal_recognition_act.php.

²⁹⁶ Available at <http://www.anerkennung-in-deutschland.de/html/en/index.php>.

²⁹⁷ For details, see <http://www.netzwerk-iq.de>.

4.4.3 Main features of the pre-departure recognition of skills and competences measures

In Australia, promoting skilled immigration has been a national priority for several years. The General Skilled Migration programme is an admission channel devised to meet skill demand in the medium- and short-term through employer- or state-sponsored temporary migration (Hawthorne, 2013 in Schuster et al., 2013).²⁹⁸ The mandatory pre-migration screening of credentials has applied to skilled migrants since 1999 and has substantially advanced their employment outcomes (see outcomes section below). Since 2010, pre-departure assessment of credentials and language has intensified, as Australia explicitly seeks “migrants with a better balance of skills and attributes” (Department of Immigration and Citizenship, 2010, 1–2, in Hawthorne, 2013, in Schuster et al., 2013). Since July 2012, according to Australia's 'Skill Select' protocol, pre-departure mandatory skills assessment applies to all skilled applicants, including sponsored workers.

While the specific competences of the European Network of National Information Centres (ENIC) on academic recognition and mobility may vary, the centres will generally provide information on the recognition of foreign diplomas, degrees and other qualifications; education systems in both foreign countries and the ENIC's own country; and opportunities for studying abroad, including information on loans and scholarships as well as advice on practical questions related to mobility and equivalence.

National Academic Recognition Information Centres (NARIC) are designated national centres that are present in all EU Member States. The aim of the centres is to assist in promoting the mobility of students, teachers and researchers by providing authoritative advice and information concerning the academic recognition of diplomas and periods of study undertaken in other Member States. The main users of this service are higher education institutions, students and their advisers, parents, teachers and prospective employers.

²⁹⁸ Sponsored migrants are admitted annually, bypassing points-based selection criteria (Australia's earlier labour migration norm). Workers in high-demand fields are fast-tracked through the 457 temporary visa – an uncapped employer-driven category allowing work rights of up to four years. By 2009, 70% of labour migrants were sponsored to Australia, on a permanent or temporary resident basis. The flexibility of this category consists of the following features: sponsored workers are assessed in advance for relevant skills by employers; they arrive to pre-arranged work; they can be directed to “areas of need” as a condition of visa entry; and, by definition, they boast high early employment outcomes (99% working at six months compared to 83% of ‘independent’ skilled migrants). See (Hawthorne, 2013, in Schuster et al., 2013).

The *enic-naric.net* online platform supplies up-to-date information to its members, but it also purposely targets other organizations, as well as individuals, who are searching for updated information on international academic and professional mobility, and on procedures for the recognition of foreign qualifications.

In Canada, the objectives of the pre-departure initiatives are aligned with those of their funder, Citizenship and Immigration Canada (CIC). On its behalf, the Foreign Credentials Referral Office was established to help internationally trained individuals receive information, path-finding routes and referral services to enable their credentials to be assessed as quickly as possible (Citizenship and Immigration Canada, 2012). The goal is to facilitate faster job finding in the professional field that matches specific skills. The CIIP is closely aligned with this programme sub-activity, as its objective is to “enable prospective economic immigrants to Canada...to effectively prepare to meet foreign credential requirements and achieve labour market integration” (Citizenship and Immigration Canada, 2012:19). Likewise, the AEIP's objectives echo the information, orientation and foreign credential referral elements of its funder. Specifically, the AEIP seeks to “support the settlement, adaptation and integration of newcomers into Canadian society by providing pre-departure guidance...that will facilitate the adjustment process in Canada, and promote community and labour market engagement” (Citizenship and Immigration Canada, 2012:19).

In Denmark and Norway, the Danish Agency for Higher Education and the Norwegian Agency for Quality Assurance in Education are offering services to citizens from Nordic countries, EU/EEA nationals and citizens from outside EU/EEA. These examples stand out as offering services from the country of destination that are available also in countries of origin.

Through the *Supporting the Make it in Germany welcome portal* project, GIZ and its partners (see Chapter 4.3) seek to provide interested skilled migrants with access to individual advisors on all aspects of immigration and residence in Germany, targeting highly qualified personnel in the MINT occupations. The advisors deployed in the target countries possess thorough training concerning recognition of academic and vocational degrees.

4.4.4 Service design and delivery

In Australia, VETASSESS delivers recognized Australian credentials through onshore and offshore short course training for trade-qualified migrants, to ensure they arrive with full recognition for employment. To achieve this, VETASSESS carries out skills gap analysis, assessment of qualifications for skilled migrants including sponsored workers, testing of language, literacy and numeracy skills for employment, and provision of training resources. Often, e-resources, such as *Assess it Now*,²⁹⁹ are used to facilitate pre-migration qualifications screening of skilled migrants in regulated fields.

The Canadian CIIP prepares clients to meet foreign credential requirements and achieve early labour market integration through group orientation sessions, one-on-one counselling, and the preparation of a personalized settlement plan with referrals to partner organizations in Canada. Furthermore, the personalized settlement plan for each client (*My Action Plan*), provides a tailored settlement path on the steps clients can undertake pre-arrival and once in Canada, along with referrals to a network of partners across Canada. Referral to Focal Point Partners (which include regulatory bodies, credential assessment agencies and employer-based organizations) is used to facilitate credential checks as early as possible. These partner organizations act as hubs, making onward referrals to other education institutions or organizations that serve immigrants, depending on the individual needs of each client.

AEIP provides integration services through group orientation sessions, workshops and individual counselling to address a variety of needs. It also offers referrals to services in Canada linked to language development, skills upgrading and training, and credential assessment and recognition. Access to such services can also be facilitated online. Furthermore, to ensure a smooth transition between pre-arrival and in-Canada services, AEIP uses a case-management approach and maintains regular (once a month) contact with clients and service providers by phone and/or email. This entails clients receiving one-on-one counselling with a needs assessment and the development of an integration plan (similar to CIIP's *My Action Plan*).

Denmark and Norway have resorted to online platforms to convey information about recognition of qualifications and competences, together with the ability to

²⁹⁹ For details <https://www.assessitnow.com/>.

contact workers for additional information. Likewise, Germany uses e-services and a hotline to distribute information and link migrants with the relevant institutions dealing with their specific skills (see case study below). In a similar vein, the NARIC offices employ various e-solutions to facilitate recognition of academic credentials, such as the Recognition Information Application System (see case study below).³⁰⁰ In Austria, the Federal Ministry Europe, Integration and Foreign Affairs runs a multi-lingual service website that enables those who wish to live and work in Austria to find information about recognition of qualifications in a few easy steps.³⁰¹

A different approach is employed within the framework of the *Supporting the Make it in Germany welcome portal*. Two advisors in each of the three target countries – India, Indonesia and Viet Nam – employ various means to access potential migrants. They use the established network structures and experience of German institutions, such as the German Government's diplomatic missions, the foreign chambers of commerce, the Goethe Institute and political foundations. Alternatively, they organize events such as job fairs to disseminate information and offer assistance with the process of recognition of foreign credentials and any necessary additional training.

4.4.5 Outcomes

Since Australia overhauled the skilled migrants' selection system in 1999 to include pre-departure assessment of credentials, as well as other measures,³⁰² migrants' early employment outcomes have improved substantially. According to Hawthorne (in Schuster, Desiderio and Urso, 2013), in 2001 the migrant employment rate rose from 31 per cent to 79 per cent for Eastern Europeans, and from 45 per cent to 61 per cent for migrants from China. In 2006–2007, 83 per cent of independent primary applicants were employed after six months and two thirds could immediately use their qualifications in work, with salary rates growing strongly.

CIIP participants reported that the information received for preparing for employment in Canada was very useful, specifically with respect to understanding

³⁰⁰ Accessible from <https://www.aais.at/Vorformular>.

³⁰¹ See http://www.berufsanerkennung.at/en/no_cache/ for further information.

³⁰² That is, mandatory pre-migration English language assessment (with defined threshold standards required for speaking, listening, reading and writing); allocation of bonus points for migrants qualified in high-demand fields; and immediate eligibility for international students to apply for skilled migration.

workplace norms, looking for jobs, getting credentials recognized, matching skills with jobs and learning about job opportunities (Citizenship and Immigration Canada, 2012).

The completion of the recognition process may enable a migrant to obtain a higher wage, as well as receive better training and overall career opportunities. Examples from the Triple Win project mention nurses that received a labour contract starting at 1,900 euros per month but reaching 2,300 euros per month after recognition. In the same project, a nurse from Bosnia and Herzegovina indicated that having her qualifications recognized would open doors for further training and the development of a clear career path.

Case study 7: Recognition of skills at the pre-departure phase: a comprehensive approach in Germany	
Institution	<p>Implementation: Federal Office for Migration and Refugees (BAMF)</p> <p>Funding: Federal Ministry of Education and Research</p> <p>Monitoring: Federal Institute for Vocational Education and Training (BIBB)³⁰³</p>
Timeframe	Ongoing since April 2012
Description	<p>In the framework of a new law on Recognition of Professional Qualifications (see below), several support measures have been introduced. Specifically, a hotline and a website were set up that already have proved useful for migrants at the pre-departure phase – and these are the subject of this case study.³⁰⁴</p> <p>The hotline service (Anerkennungshotline) run by BAMF offers individual counselling on the recognition of foreign qualifications and provides information on the relevant legal provisions, the recognition process and the competent authorities in Germany.³⁰⁵ Based on information provided by BAMF for the period 2 April 2012 – 30 September 2014, 20% of the enquiries are received from abroad.</p> <p>The <i>Recognition in Germany</i> Internet portal (or Anerkennungs-Website in German) contains all the essential information that migrants may need in the process of obtaining recognition for their qualifications in Germany: from the relevant legal background and practical steps, to contact points for competent authorities in recognition issues. Data from the German Federal Ministry of Education and Research³⁰⁶ indicates there is a strong interest in the website, with over 360,000 visitors recorded between the April 2012 launch and September 2013. Out of this number,</p>

³⁰³ See <http://www.bibb.de/en/1350.php> for details.

³⁰⁴ Additionally, the “Integration through Qualification Drop-in Centres” in all Länder provide further assistance for those already in Germany.

³⁰⁵ The hotline is active from Monday to Friday, 9 a.m. to 3 p.m., and can be reached at +49 30-1815-1111. Queries can also be submitted by e-mail. The hotline offers counselling in German and English.

³⁰⁶ See <http://www.bmbf.de/en/15644.php>.

	40% visited the website from outside Germany, proving that such a tool is potentially of high relevance to advancing pre-departure integration of migrants to Germany.
Verifiability	<p>The need for such measures is rooted in the enactment of the Federal Government's Recognition Act in April 2012. This Act³⁰⁷ is widely considered a major breakthrough, especially among EU Member States' practices, as it improves and expands³⁰⁸ opportunities for individuals who have gained professional qualifications abroad to practise their profession in Germany. The new legislation is equally a significant shift in the integration prospects of immigrants into Germany. The aim of the Federal Recognition Act is to ease access to the German labour market for qualified migrants from third countries, upholding the right of every foreign professional to have their qualifications assessed in relation to comparable German qualifications. Monitoring and evaluation of these measures must be done annually and, to date, two such exercises have been conducted. The evaluation study³⁰⁹ on the hotline published by BAMF for the period 2 April 2012 – 30 September 2013 found that the hotline had acquired further importance in the light of new employment regulations, of July 2013, that introduce additional ways of entry for professionals in non-regulated shortage occupations. A more recent evaluation³¹⁰ conducted by BIBB highlighted that the <i>Recognition in Germany</i> website saw more than a million visitors since the Recognition Act entered into force.</p>

³⁰⁷ Act to improve the assessment and recognition of foreign professional qualifications. See http://www.anerkennung-in-deutschland.de/html/de/anerkennungsgesetz_des_bundes.php.

³⁰⁸ In the past, only a very limited number of migrants who came to Germany with professional and vocational qualifications were entitled to apply for qualification recognition. The introduction of the legal claim to assessment procedures for approximately 350 "non-regulated professions" outlined in the Vocational Training Act is a milestone in Germany's recognition practices. Previously, recognition in these professions was hardly ever provided.

³⁰⁹ Cordelia Carlitz and Manuel Welke (November 2013) "Hotline zum Anerkennungsgesetz 2. Evaluationsbericht Berichtszeitraum: April 2012 – September 2013", Referat 313, Bundesamt für Migration und Flüchtlinge, Berlin, Germany.

³¹⁰ Conducted by the Federal Institute for Vocational Education and Training (BIBB), commissioned by the German Federal Ministry of Education and Research, in the light of the implementation of the Recognition Act. This is considered the first phase of BIBB's monitoring activity from the end of 2012 to April 2014. See details at <http://www.bibb.de/en/1350.php> and access the report online at http://www.bmbf.de/pub/bericht_anerkennungsgesetz_2014.pdf.

Replicability	Information about the mission, values, service model and activities of the recognition services are published on a dedicated, multilingual website. ³¹¹ According to information received via e-mail from BAMF, 5.5 staff (one part time) are employed on the hotline and they undergo telephone communication training, English lessons, training on the legal framework of recognition, training on the legal framework of entry and residence, and intercultural training.
Sustainability	The BIBB evaluation report mentioned above underlines the success of the harmonized measures, highlighting for instance that the counselling service via the hotline has become a success factor of the endeavour as it made possible a large number of recognition processes with positive outcomes. The practices are already mainstreamed as public services and derive from the Recognition Act. Given the support and engagement of the Federal Government (see institutions section above), the sustainability of these measures for potential migrants and those already in Germany seems assured at the time of writing this study. According to the evaluation report, the German Federal Government continues to commit significant funds to support programmes that foster pre-departure skill recognition for migrants.
Cost-effectiveness	There are no publicly available separate budgets for these practices. Information transmitted via e-mail indicates that the personnel costs related to the hotline are about EUR 250,000 per year. In addition there are various costs for training, IT, and so on.
Ownership	As these practices are domestically based there is no specific mechanism for coordination with institutions of countries of origin. However, an international campaign to promote the <i>Recognition in Germany</i> portal in Turkey was launched on 30 July 2014 by BIBB. This serves to expand and improve the amount of information about professional recognition provided for skilled workers interested in immigrating to Germany. The campaign focuses on the cooperation organized with multipliers who serve as a contact point for people

³¹¹ See http://www.anerkennung-in-deutschland.de/html/en/about_us.php.

	<p>interested in emigration to Germany and assist them when leaving their country. For this purpose, BIBB began establishing cooperation agreements, in particular with diplomatic missions, Goethe Institute branches, public employment services and other stakeholders in Turkey. The multipliers are supplied with multilingual material (posters, flyers) containing information about skills/qualifications recognition and encouraging readers to use the services provided on the recognition portal. At the same time, the key content of the recognition portal is gradually being translated into multiple languages.</p>
Effectiveness	<p>A BAMF-commissioned evaluation report concluded that the hotline is highly instrumental in filtering out simple cases and providing direct referrals to the competent authorities, and it also contributes significantly to relieving the first points of contact upon arrival in Germany. There are around 1,000 counselling sessions per month, and between April 2012 and September 2014 approximately 25,000 sessions were conducted. Moreover, the input collected on an ad hoc basis from callers has been fed into political discussions on the matter, according to a BAMF official interviewed for data collection purposes.</p> <p>Similarly, according to the BIBB evaluation report, the website has become the first reference point for many in gathering information about professional and vocational qualifications recognition in Germany. To recall, this monitoring report³¹² recorded more than a million visitors to the website between the end of 2012 and April 2014. The <i>Recognition in Germany</i> website is thus the first entry point linking to the hotline and to the IQ network website that provides secondary, more specific information tools. The website is also available in six languages besides German, while the IQ network site is only available in German.</p>

³¹² See http://www.bmbf.de/pub/bericht_anerkennungsgesetz_2014.pdf.

	<p>The BIBB evaluation report offered several suggestions for improvement of the service. These range from providing more detailed information specific to each Länder (region) or local rules and regulations, to integrating the website and the hotline with other informational websites for migrants and providing all counselling services under the label “Living and Working in Germany”.</p>
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Case study 8: Austria - Assessment of higher education qualifications	
Institution	Federal Ministry of Science, Research and Economy of Austria, ENIC/NARIC – National Information Centre on Academic recognition and mobility/National Academic Recognition Information Centres ³¹³
Timeframe	Ongoing since 1 January 1999
Description	The National Information Centre for Academic Recognition, ENIC-NARIC Austria, is responsible for matters relating to the international recognition of academic degrees and titles. It is part of the international networks of ENIC and NARIC, and it aims to support access of immigrants to the Austrian labour market and educational system by certifying the academic value of diplomas obtained abroad. Specifically, the institution assesses foreign higher education qualifications and issues an expert opinion on the equivalency of a migrant's studies to Austrian educational standards. The opinion can be attached to a job or university application. To speed up the process, since July 2013 the entire application is submitted online via the Recognition Information Application System (AAIS). ³¹⁴ This means the applicant can apply and finalize the procedure while still in the country of origin. The portal is available in German and English and a reply is provided in two to four weeks, by e-mail or postal mail.
Verifiability	The challenges this service seeks to address include lack of information on the Austrian educational system and lack of, or inadequate, documents from the applicants. The creation of this service was triggered by two factors. First, an increasing number of persons with higher qualifications seeking appropriate jobs in Austria. Second, the country's ratification of the Lisbon Recognition Convention in 1999, which implied an obligation to provide a fair assessment of all applications for recognition of studies, qualifications, certificates, diplomas or degrees undertaken or earned in

³¹³ See <http://wissenschaft.bmwf.gv.at/home/studies/enic-naric-austria/>

³¹⁴ Available from <https://www.aais.at/Vorformular>

	<p>another country, upon the request of those concerned.³¹⁵</p> <p>According to the questionnaire submitted for the collection of data, there has been no formal evaluation conducted of the service, but ad hoc feedback from clients is gathered and used to streamline the online application form.</p>
Replicability	<p>To deliver the service, 10 staff are involved, namely eight assessment experts, one administrative staff member and one apprentice, plus an additional two persons attend to the IT system.³¹⁶ Since the ENIC/NARIC office is a Europe-wide network (see section 4.4.2), similar services can be developed in all the other member states of the network.³¹⁷</p> <p>The administrative structures and processes are embedded in the Federal Ministry of Science, Research and Economy of Austria, the authority responsible for recognition.</p>
Sustainability	<p>There are several features that underline the long-term sustainability of this practice. To begin with, it will be offered for as long as the country remains compliant with the Lisbon Recognition Convention requirements. Furthermore, the practice is already mainstreamed as a public service and its costs are covered by the Federal Government. The service is also free of charge and conducted fully online, which contributes to cost-efficiency. Not least, it is based on various international agreements, including bilateral accords.³¹⁸</p>
Cost-effectiveness	<p>The costs of implementation are fully covered within the budget of the Federal Ministry of Science, Research and Economy of Austria, which applies financial and human resources monitoring. However, the exact budget was not disclosed in the data collection process.</p>

³¹⁵ Refers to the Convention on the Recognition of Qualifications Concerning Higher Education in the European Region. Available from <http://conventions.coe.int/Treaty/en/Treaties/Html/165.htm>. Article III.1 of the Convention stipulates specifically this obligation for the signatory countries. See also the Explanatory Report of the Convention from <http://conventions.coe.int/Treaty/en/reports/html/165.htm>. For other supporting documents, see http://www.coe.int/t/dg4/highereducation/recognition/lrc_EN.asp.

³¹⁶ For contact details, see <http://wissenschaft.bmwf.gv.at/home/studies/enic-naric-austria/contact-point-and-contact-persons/>.

³¹⁷ See <http://www.enic-naric.net/welcome-to-the-enic-naric-website.aspx>.

³¹⁸ For a list of international agreements, see <http://wissenschaft.bmwf.gv.at/home/studies/enic-naric-austria/international-agreements-recommendations/>.

Ownership	The service is fully owned by the Austrian government. However, on a needs basis, advice and information is sought from the information centres in other countries of the ENIC-NARIC network. Staff usually need to check legislation in countries of origin to understand the meaning of a foreign degree before issuing an opinion.
Effectiveness	<p>The recourse to web-based solutions to speed up the assessment process is a good proxy for linking pre-departure with post-arrival phases. It enables the applicant to be better prepared for taking up a job in Austria.</p> <p>At the beginning of the programme in 1999 the estimated target group was around 300 per year. In 2013, there were 3,400 applications from abroad and of 2,343 assessments conducted 1,194 (or 51 per cent) were from applicants outside the EU. From January to April 2014, 1,600 applications were received from abroad.³¹⁹</p>

³¹⁹ Statistics submitted by Dr. H. Kasparovsky, personal communication, 17 June 2014. The statistics only comprise the numbers for selected countries, hence the difference between the number of applications and the number of assessments.

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Chapter 5: Migrant Resource Centres

5.1 Overview

In recent years, governments, NGOs, and international organizations have established Migrant Resource Centres (MRCs) and similar facilities (see below) in both origin and host countries. They provide a range of services to persons seeking migration opportunities abroad and facilitate migrant reintegration for those returning home.

Migrant Resource Centres (MRCs) is an umbrella term used to cover a wide range of institutions that provide information and/or services to migrants and potential migrants. MRCs vary widely from one another: they are operated by different types of actors and can have a broad palette of functions and goals. They can also carry different names, such as Migrant Resource Centres, Mobility Centres, Migrant Worker Resource Centres, Migrant Service Centres, Information Bureaux, Information Points/Centres and so on.

There is no commonly agreed definition of MRCs, making them difficult to assess in a comparative manner as they can indeed take many forms. Tacon and Warn (2010) have defined MRCs as “physical structures which provide services directly to migrants to facilitate and promote their recourse to legal, voluntary, orderly and protected migration.” This definition notably excludes Internet- and telephone-based outreach, including website resources or hotlines such as the EU Immigration Portal, which are intended to provide similar information to migrants and potential migrants as physical MRCs.

The first known MRC was established in Australia in 1976 (Tacon and Warn, 2010). Over the next decades they became increasingly common in both countries of origin and destination. They feature strongly on the current European external migration agenda. The EU Global Approach to Migration and Mobility (GAMM) calls for the creation of Migration and Mobility Resource Centres (MMRCs) in partner countries “to provide resources and support to individuals and partner countries in the areas of skills and labour matching”.³²⁰ The EC Communication on the Global Approach to Migration and Mobility (2011) is very specific about the

³²⁰ See http://europa.eu/rapid/press-release_IP-11-1369_en.htm.

role and institutional setting of MMRCs. The document suggests that MMRCs should be integrated within the relevant national authorities or employment agencies. Furthermore, these should focus on migrants' needs and serve as a one-stop shop for individuals seeking information and support on validation of their qualifications, skills upgrading and skills needs at national or regional levels, or in the EU. The Communication specifically calls for MMRCs to provide pre-departure, return and reintegration measures. It also outlines the role of such entities as a link between relevant authorities in the partner countries and EU Member States, including the public employment services. In this vein, the MMRCs are expected to help improve labour matching and support positive development outcomes. Not least, there is a medium-term vision for these Centres to be linked with Common Visa Application Centres and with EU Delegations in partner countries to enhance and facilitate visa procedures for specific categories of third country nationals.

To date, such endeavours have been supported through specific funding programmes such as AENEAS and the Thematic Programme on Migration and Asylum (TP MIGRAS).^{321, 322} GAMM funding was also allocated to projects that underpinned the development and implementation of regional consultative processes, such as the Colombo Process and the Asia–EU Dialogue on Labour Migration (Charpin and Aiolfi, 2011). Within the framework of the Colombo Process – a regional consultative process comprising 11 Asian labour sending countries (see Chapter 3)³²³ – MRCs were established to improve migrants' access to information. The Asia–EU Dialogue on Labour Migration comprises all 11 member countries of the Colombo Process and EU Member States. It aims to improve understanding of the key trends and issues, support the identification of common policy concerns, and promote actions which can facilitate safe and legal

³²¹ GAMM employs specific funding mechanisms, to finance thematic programmes upholding GAMM's objective and with the intent of supporting countries outside of the EU in the area of migration. One such instrument, AENEAS, was originally envisioned as financial support to selected countries on the basis of their existing migration agreements. AENEAS was then extended to countries with weak or non-existent migration agreements. See https://ec.europa.eu/europeaid/sites/devco/files/strategy-migration-asylum-2011-2013_en_11.pdf.

³²² Though the programme, started in 2004, was planned to continue until 2008, it was ended in 2006, after which time Thematic Programme on Migration and Asylum (TP MIGRAS) became the major funding instrument for non-EU migration support. TP MIGRAS was implemented from 2007, underwent strategic changes after 2011, and continued until its completion in 2013. See https://ec.europa.eu/europeaid/sectors/human-rights-and-governance/migration-and-asylum/thematic-programme_en and http://ec.europa.eu/europeaid/subsites/thematic-programme-migration-asylum_en. The implementation of TP MIGRAS is based on Article 16 of the EC Regulation of 1905/2006 establishing the Development Co-operation Instrument and is complementary to other financial instruments including geographic programmes.

³²³ Afghanistan, Bangladesh, China, India, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka, Thailand, and Viet Nam.

labour migration between the two regions with a view to reap its impact on development. The Asia–EU Dialogue takes place within the framework of the EU-funded AENEAS project, *Regional Dialogue and Programme on Facilitating Managed and Legal Migration between Asia and the European Union (EU)*. The project has facilitated the establishment of several MRCs within the countries involved.

The importance of MRCs has been also affirmed in global fora. During the 2007 Global Forum on Migration and Development (GFMD), MRCs were identified as important facilities to protect and empower migrant workers at the point of departure, employment and return, with particular reference to low skilled workers from developing countries employed in developed countries (Global Forum on Migration and Development, 2008:74,147). The 2008 GFMD noted that public information programmes and facilities to disseminate information and training, such as Migrant Information (or Resource) Centres, were an effective way for people to better avail themselves of regular migration opportunities and rights. Furthermore, the delegates emphasized that sustainable management of migration flows from countries of origin implies strengthening pre-departure information/orientation and setting up Migration Information Centres (Global Forum on Migration and Development, 2009:15).

While this chapter focuses on MRCs within countries of origin, it is also worth mentioning the MRCs in countries of destination and their links with those in countries of origin. MRCs in countries of destination can serve as important institutions in supporting immigrant integration and the protection of rights (see for example, the One-Stop Shop project in Portugal).³²⁴ They can provide migrants with information and advice on a safe stay, make referrals to relevant services and offer appropriate assistance in the event that rights are violated or of difficulty in accessing services. For irregular migrants, these MRCs can offer counsel on the available services related to voluntary return. More importantly, they can continue an integration process that began in the country of origin by offering language courses, cultural orientation, labour market-related services and health-care assistance. Where appropriate, MRCs in destination countries can ease the return and reintegration process by supporting migrants in understanding and dealing with legal, social and economic changes that may have occurred in countries of origin during their time abroad and impacted on their families and communities. Often, the services offered by MRCs in countries of destination are available in the countries of origin, at the pre-departure stage (see the example of the Migration

³²⁴ See details at <http://goo.gl/1pTG6d>.

countries of origin, at the pre-departure stage (see the example of the Migration Information Centre in Slovakia, Chapter 4.1).

This chapter begins by reviewing the institutional setting of the various MRCs identified in the study. The analysis reflects on the type of institution involved, the impact it has on design and implementation, and the resources at hand. The main features of MRCs, including involvement of the target group and the overall objectives, are then reviewed. Furthermore, the design and delivery of the services are investigated, including the elements supporting circularity, return, and most importantly, coordination with services in countries of destination. Finally, the impact and sustainability of these MRCs is explored. At the end of the chapter, two case studies are examined in a bid to assess their potential as promising practices.

5.2 Institutional setting

5.2.1. Institutional overview

MRCs are frequently established by the governments of countries of origin to provide support to their nationals in the migration process and ensure their protection abroad, as well as to encourage the developmental benefits of migration, for example with assistance in remittance transfers. However, the practices reviewed for the purposes of this chapter reveal intricate connections between actors from countries of origin, international organizations and differing organizations from countries of destination. It is often difficult to pinpoint the owner of a practice, as funding can come from one institutional actor, implementation can be performed by another institution and the final beneficiary may be a different institution again or a community. For instance, the GMS TRIANGLE project in Asia started with funding from Australia with the aim of improving recruitment and labour protection policies and practices, promoting safe and legal migration in the region, and ending the exploitation of migrant workers.³²⁵ The project is implemented by the ILO and, while on-going, it has already established 19 Migrant Worker Resource Centres in Cambodia, Lao People's Democratic Republic, Malaysia, Thailand and Viet Nam to provide support to migrant workers and potential migrant workers as well as their families. However, the actual operation of the various MRCs rests with different

³²⁵ For details, see <http://aid.dfat.gov.au/countries/eastasia/regional/Pages/home.aspx#security>.

institutions. For example, in Malaysia and Thailand the MRCs are run by trade unions in two centres and by civil society organizations in six centres. Trade unions also operate two centres in Cambodia and Lao People's Democratic Republic, while the two centres in Cambodia and Myanmar are run by civil society organizations.³²⁶

EU funding has been extensively employed to launch MRCs, particularly in EU Neighbourhood countries, through various programmes implemented by different institutions. Charpin and Aiolfi (2011) found that centres funded through instruments supporting implementation of the EU GAMM project are typically embedded in government structures and eventually handed over to the country of origin government to ensure sustainability.

In many cases, countries of origin are supported in these efforts by international organizations, such as the IOM and the ILO, which either build the capacity of the government agencies to operate an MRC or are the service providers themselves. Examples in this category range from those set up by, or with the help of, IOM in the Western Balkans, Viet Nam, South Asia, and the South Caucasus. With respect to the IOM experience, Charpin and Aiolfi (2011) maintain that while many MRCs have been set up through AENEAS and TP MIGRAS funding instruments, the creation and promotion of special offices dispensing information on-demand to migrants and their families has become an overall approach of the organization. In many situations, IOM even funds the creation of such structures through its Development Fund, such as in Albania (see case study at the end of this chapter), Viet Nam,³²⁷ Micronesia³²⁸ and Myanmar.³²⁹

Trade unions have also established a number of MRCs, for example the Information and Support Centre for Migrants in Colombia led by the General Confederation of Labour.³³⁰ In these cases, the MRCs seem to have evolved rather

³²⁶ See the ILO GMS Triangle project work on MRCs at <http://goo.gl/2WN2zp>.

³²⁷ For details, see <http://www.hotrolaodongngoainuoc.org/> (Vietnamese only). For further information about the project in English see <https://www.iom.int/developmentfund/files/infosheets/MRCinfosheet.pdf> and http://www.iom.int.vn/joomla/index.php?option=com_content&task=view&id=279&Itemid=294. For information in Vietnamese, see http://dolab.gov.vn/DuAn/View.aspx?&LIST_ID=1334&MENU_ID=1303&DOC_ID=1509&NOTE_ID=1509&Key=796.

³²⁸ See <http://www.mrcmicronesia.org/about-us>.

³²⁹ See <http://www.iom.int/cms/en/sites/iom/home/news-and-views/press-briefing-notes/pbn-2014b/pbn-listing/iom-opens-three-migrant-resource.html>. As this development occurred after the finalization of this study (and outside of the time range considered for the identification of the pre-departure practices – see Chapter 1 on methodology), it was not included in the analysis or the inventory.

naturally out of their mandate to serve and protect workers. Another good illustration is the MRC in Sri Lanka, established as early as 1990 by the National Workers Congress (Tacon and Warn, 2010).³³¹ In other cases, trade unions in countries of origin and destination work together to establish information centres. For example, the Info Points in the Republic of Moldova and Ukraine are the result of collaboration between the Italian, Moldovan and Ukrainian trade unions, and are run by Trade Unions through locally trained operators.³³² While not many MRCs are directly operating through trade unions, such unions play an important role in disseminating information on behalf of many MRCs regardless of the lead operator.

NGOs also operate MRCs in some instances, and more generally tend to play important supporting roles to most identified MRCs by providing services upon referral. Six Emigration Information Bureaux (EIBs) were established in Egypt by the Greek NGO *Development and Education Centre European Perspective*, with EU AENEAS³³³ funding. This initiative also benefited from the support of state partner institutions, in particular the Organisation for Vocational Education and Training in Greece, and both the Social Fund for Development and the Migration and Labour Force Sector at the Ministry of Manpower and Migration, in Egypt. The European Integration Fund was a source for the establishment of the Vojvodina Information Centre, located in the northern part of Serbia and set up by an NGO from Hungary, DARTKE (Southern Great Plains Region Social Research Association). In the Philippines, Athika, a non-government organization that provides economic and

³³⁰ See <http://goo.gl/kTzW4b>. Other examples include MRCs in Malaysia and Thailand, where the MRCs are run by trade unions (two) and civil society organizations (six), MRCs are also operated by trade unions in Cambodia and Lao People's Democratic Republic (two), and by civil society organizations in Cambodia and Myanmar (two). See the ILO GMS Triangle project work on MRCs at <http://goo.gl/2WN2zp>.

³³¹ For details, see <http://www.eureka.lk/migrant/>.

³³² Istituto Sindacale per la Cooperazione allo Sviluppo ISCOS-Cisl; Veneto Lavoro/ Veneto Region, Italy; IAL Friuli Venezia Giulia, Italy; CSRM Moldovan Trade Union, the Republic of Moldova; Federation of Trade Unions of Ukraine (FPU), Ukraine; Free Trade Union Confederation of Ukraine (KVPU). They cooperated in the development and implementation of the "Safe bridges for migrant workers" pilot initiatives in the Republic of Moldova and Ukraine project, funded by the Aeneas programme, between 15 February 2008 and 14 February 2011. See https://ec.europa.eu/europeaid/sites/devco/files/publication-aeneas-programme-projects-funded-2004-2006_en_7.pdf, p. 87. More information about the project and role of the Info Points can be found here <http://perc.ituc-csi.org/IMG/pdf/IITA-ENGL.pdf>.

³³³ This was part of the "Capacity building of governmental and non-governmental agencies to manage emigration in Egypt" project, implemented between 15 January 2008 and 14 January 2010. See details at https://ec.europa.eu/europeaid/sites/devco/files/publication-aeneas-programme-projects-funded-2004-2006_en_7.pdf, p. 33. At the time of writing this study, the website of the organization – <http://www.europers.gr/> – was not available. For other details, see <http://www.annalindhfoundation.org/members/european-perspective-development-and-education-centre>.

social services to overseas Filipinos and their families in the Philippines, has led the establishment of 17 MRCs in local municipalities.³³⁴ Four of these have been set up with the support of the MDG-Achievement Fund and the IOM.³³⁵ However, all Centres are run by local governments and, at least in the case of the four MRCs set up with support from IOM, the MRCs also provide national agencies such as the Philippine Overseas Employment Agency (POEA) and the Overseas Workers Welfare Administration (OWWA) with local office space to increase accessibility for their beneficiaries in remote areas. The institutional setting becomes more complex still with migrant civil society organizations and migrant family organizations also involved in providing services and training in the centres. The ultimate beneficiaries of these MRC services are the Overseas Filipino Workers and their families as well as their communities of origin.

Info box 7: The Migrant Support Centre in the Country of Origin (Centro de Apoio ao Migrante no País de Origem-CAMPO) in Praia, Cabo Verde

CAMPO was established in 2001, and was upgraded between 2009 and 2011 within the framework of the EU Mobility Partnership, in order to draw direct links between skills and available job vacancies abroad and promote legal migration as a means of accessing these jobs. Reintegration of returning Cape Verdeans to promote development was a further objective. The programme upgrade presented in this information textbox was the result of the project *Strengthening the Cape Verde capacity to manage labour and return migration within the framework of the mobility partnership with the EU*, funded by the EU TP MIGRAS programme, with co-funding from Portugal and Spain.

The project was led by the Portuguese Institute for Development Assistance in partnership with Portugal's High Commissioner for Immigration and Intercultural Dialogue (ACIDI), the Spanish Agency for International Development Cooperation (AECID), and IOM. Within Cabo Verde, the project was implemented by the Institutes of Communities and of Employment and Vocational Training. Between 2009 and 2011, efforts were taken to prevent

³³⁴ See <http://www.migration4development.org/content/local-one-stop-shop-migration-resource-centers>. For details about Athika, see <http://www.atikha.org> and <http://www.atikha.org/programs/assist-in-set-up-ofw-migration-centers.html>.

³³⁵ See details at <http://www.iom.int/cms/en/sites/iom/home/news-and-views/press-briefing-notes/pbn-2011/pbn-listing/iom-establishes-onestop-migrant-resourc.html>.

irregular migration and to promote synergies between development and migration. These goals were mostly reflected in the core action establishing a Counselling and Information Centre for Migrants, where pre-departure and reintegration orientation were provided.

Currently, the governmental Institute of Communities in Cabo Verde is managing CAMPO through its General Directorate of Communities. In addition, CAMPO staff coordinate their services with nine Employment and Vocational Training Centres on various islands. Civil clerks at these Centres have been trained with the CAMPO project staff and also provide information to potential and returned migrants.

Source: European Commission, Migration and Asylum programme. Thematic Programme on cooperation with Third Countries in the Areas of Migration and Asylum. Overview of projects funded 2007–2008. Available from <http://goo.gl/g00lZn> (accessed 9 October 2014).

5.3 Main features of MRCs

5.3.1 Objectives

MRCs have a wide range of objectives, from information dissemination to active protection of migrant rights and enabling foreign employment. As these objectives are, to a large extent, dependent upon one another, it is hard to fully disentangle them. However, while some information is directly pertinent to foreign employment or education, other information is only indirectly linked to informing decisions regarding migration or improved quality of life abroad. The goal of empowering migrants is fundamental to most MRCs and also recognizes the links between successful migration and respective migrant potential to contribute to the development of their country of origin. Empowerment in this case goes beyond the economic arena and includes informing migrants about potential means of leveraging their migration, by return or by remittances for the development of their origin countries.

Disseminating information

Potential migrants often struggle to access information about migration. Traditionally, information was disseminated via word of mouth, including more recently through social networks and social media (see Chapter 4.1.2). The

information provided this way, however, is not always reliable or up to date, especially in the light of continuously evolving policy and legislation. Many MRCs see their role as officially disseminating accurate information to help potential migrants make informed decisions.

The information disseminated through physical MRCs is essentially the same information that could be, and often is, provided through hotlines and/or websites. The added value of a physical centre comes through its accessibility for those with limited access to phones and Internet, the personal connection with MRC staff and, most importantly, the activities and services beyond information sharing that take place within the MRCs. MRCs also offer individualized counselling and assistance in preparing applications and documents. In Micronesia, the MRC has established a Migrant Information Service Center, an internal unit strictly focused on information provision.

In Kochi, India, the MRC acts as a Network Centre that works in close coordination with a network of selected NGOs and other social partners in order to be more effective and reach out to a larger number of migrants. Information is therefore also disseminated through NGOs' local structures, and MRC capacities are enhanced through staff training on labour migration opportunities, migration procedures, the risks of irregular migration and migration laws in selected countries.³³⁶

The approach is also dependent on the target group. For instance, the information that MRCs disseminate is intended to help potential migrants to determine “whether or not to migrate; the implications of migration; the risks of irregular migration; how to migrate safely; their rights; the risks to their health and well being; where to migrate; under what circumstances; and the necessary conditions for migration” (Tacon and Warn, 2010). In these situations, MRCs have to act as a neutral space for information provision that helps those seeking assistance to make *a decision*, without influencing it. This was specifically echoed in a HEADSTART project regional workshop, where representatives of MRCs from the Western Balkans, South Caucasus, and Cabo Verde underlined the importance of being impartial.³³⁷

³³⁶ See also <http://moia.gov.in/services.aspx?ID1=325&id=m3&idp=92&mainid=73> (accessed 27 October 2014).

³³⁷ “Migrant Integration before Departure: Perspectives, Approaches and Supporting Measures”, held in Rome, 24–25 September 2014. See details at <http://www.headstartproject.eu/index.php/events/27-workshop-and-expo> (accessed 10 October 2014).

Concerning the beneficiaries who have decided to migrate, MRCs provide contextualized and comprehensive information about conditions in the country of destination, rights and obligations, possibilities for family reunification, and potential return and reintegration. This, for example, is the approach of the CAMPO in Cabo Verde.

While this portrayal is highly relevant, and most MRCs provide information on the majority of the categories listed in Chapter 1 as well as in Chapter 4.1, most MRCs tend to focus on selected categories that they deem more important than others. Often, MRCs have very limited resources at their disposal and it is thus impractical for them to attempt to gather and provide all relevant information to potential migrants. The importance placed on each of these categories is highly influenced by the interests and values of the implementers and donors of the MRCs. For example, the MRC in Colombia, established by a trade union, focuses primarily on protecting and supporting labour migrants, and therefore it supplies limited information about educational opportunities abroad or cultural integration (Tacon and Warn, 2010).

Legal migration process

One of the main goals of disseminating information is to discourage irregular migration by improving information on legal migration opportunities and explaining the risks of using irregular channels. Low-skilled workers who migrate through irregular channels are extremely vulnerable to exploitation. However, there is little that countries of destination can do independently to prevent irregular migration, as migrants will have often already become irregular by the time they enter their destination country.

Provision of information to would-be emigrants on the possibilities of legal migration and the inherent risks in irregular migration features prominently in a wide range of initiatives funded through the AENEAS and TP MIGRAS instruments (Charpin and Aiolfi, 2011). It is crucial to provide information on the migration process before departure, when this service can still play a role in enabling legal immigration and discouraging embarking on an irregular route. At the same time, information pertaining to rights and well-being can also be disseminated in the country of destination as these relate to on-going decisions in the migrants' lives. To illustrate, the MRC in Kochi, India, was established in 2008 to disseminate information on legal, organized and humane migration, to explain the risks

involved in irregular migration and to diversify the emigration base by informing intending migrants about the various opportunities available in different EU Member States (IOM, 2012).

The MRCs in Armenia, Azerbaijan, and Georgia were established to strengthen the information base amongst potential migrants and to improve awareness of the legal avenues of migration as well as the risks of irregular migration (IOM, 2008).

Rights and well-being

Potential migrants seek information about the living and working conditions they can expect in a destination country before making a decision on whether or not to migrate. This can be done by providing information to potential migrants seeking such information or through outreach programmes. This is an essential function of the MRCs and is often the first and/or only type of information that potential migrants seek in their decision-making process.

Once potential migrants become travel-ready, many MRCs commence their assistance by ensuring that migrants are able to receive proper and legitimate documents. Once assured of their legal status, most MRCs will inform migrants of the rights associated with their status. A Global Assessment of MRCs recommended that MRCs should focus on protection of the rights of migrants both within the workplace and beyond (Tacon and Warn, 2010). In some MRCs, information regarding legal rights is coupled with specific information regarding health and educational systems in the country of destination and how to access these systems.

To promote safe labour migration, IOM in Viet Nam has partnered with the Department of Overseas Labour (DOLAB) of Viet Nam's Ministry of Labour, Invalids and Social Affairs (MoLISA) and Viet Nam's Women Union, to implement the *Promoting Safe Migration through the Creation of a Pilot Office for Assistance to Overseas Workers* project. The work of the MRC is aimed at promoting better awareness and understanding of the risks of labour migration.

Some MRCs (such as those set up by ILO and partners via the GMS Triangle project)³³⁸ go beyond providing information about rights to giving direct legal

³³⁸ See http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/genericdocument/wcms_234459.pdf GMS Triangle is the short title of the Tripartite Action to Protect Migrant Workers within and from the Greater Mekong Subregion from Labour Exploitation project.

assistance to migrants, but so far this is not a common feature of MRCs in countries of origin. It is common, however, for MRCs to have a range of partner NGOs or governmental agencies to which the centre may refer clients for legal assistance.

Haryana Overseas Placement Assistance Society, an MRC in India, focuses heavily on raising awareness of rights pre-departure, and it continues to support migrants' rights while abroad. A dedicated hotline is available for migrants (and potential migrants) to report any abuses of their rights regarding migration and overseas employment. The MRC attempts to follow-up directly on such reports and to assist in the redress of grievances.³³⁹ Likewise, the MRC in Kochi, India, hosts a counselling/crisis centre to handle complaints concerning recruitment and employment contracts and provide rapid remedies to overcome crisis situations involving migrants and their families.³⁴⁰ A similar mechanism exists in the Overseas Workers Resource Centre in New Delhi.³⁴¹ *Centro de Informacion y Atencion sobre Migracion Internacional* in Colombia offers specialized mental health support to migrants and returnees.

Info box 8: ILO GMS Triangle project: Migrant Workers Resource Centres as a complaints and dispute resolution mechanism

The Tripartite Action to Protect the Rights of Migrant Workers (the GMS TRIANGLE project) aims to strengthen the formulation and implementation of recruitment and labour protection policies and practices, to ensure safe migration that results in decent work. The project is operational in six countries: Cambodia, Lao People's Democratic Republic, Myanmar, and Viet Nam as countries of origin; and Malaysia and Thailand as countries of destination. Among other activities, the project is establishing migrant worker resource centres to provide support services to migrants and potential migrants. This support translates into sharing accurate information and counselling on safe migration and rights at work, providing legal assistance and access to justice, and assisting in rescues from exploitative situations.

Migrants can receive assistance in settling grievances at the MRC at both ends of the migration process. Some cases have been pursued through the legal system. In countries of origin, most complaints received relate to non-

³³⁹ For details, see http://www.opbharyana.com/MRC_overview.php (accessed 17 December 2014).

³⁴⁰ See <http://moia.gov.in/services.aspx?ID1=325&id=m3&idp=92&mainid=73>.

³⁴¹ For details about the grievance redress system see <https://emigrate.gov.in/ext/preGrievance.action>. For information about the MRC in New Delhi, see <http://www.owrc.in>.

deployment, non-fulfilment of contract terms, or loss of contact by family members with migrants in destination countries. In countries of destination, the MRCs usually provide support in the recovery of unpaid wages and in accessing compensation for accidents suffered at work. Several cases raised by service providers in Cambodia or Viet Nam have been resolved through consultation with service providers in Thailand and Malaysia. In Viet Nam, the MRCs also store copies of migrants' contracts and passport details as a record in case of problems in the destination workplace.

MRC staff also work with local authorities to prevent and resolve problems. In Cambodia, the MRCs that were established in the framework of the project³⁴² hosted training of local government officials on legal migration. The local government officials, in turn, held training sessions within their local communities and raised awareness about the services provided by the MRCs to facilitate legal migration. Thailand employed a similar model using unofficial community leaders. In Thailand and Malaysia, migrants are being organized as part of existing trade unions, and they are also forming their own networks. In November 2013, a Memorandum of Understanding was signed between Thai and Cambodian trade unions that includes enhanced cooperation in organizing migrant workers and resolving rights abuses.

In terms of dispute outcomes, many cases are negotiated with recruitment agencies using legal aid support, given that most migrants do not wish to pursue their claims through the justice system. In Malaysia, however, the Trades Unions Congress has enabled compensation payments of circa USD 55,000 through industrial dispute mechanisms, and NGO Tenaganita has negotiated over USD 45,000 to be paid to migrant workers. Beneficiaries provided with legal assistance by the Migrant Assistance Programme in Chiang Mai and Mae Sot, Thailand, have received USD 58,000; and assistance provided by the Human Rights and Development Foundation has enabled over USD 60,000 in compensation to be paid.

Sources: GMS TRIANGLE project brief; GMS TRIANGLE: Migrant Worker Resource Centres and the provision of support services; GMS TRIANGLE project updated: January 2014; GMS TRIANGLE project updated: July 2014.

³⁴² In Cambodia, the GMS TRIANGLE project has established and supported the MRCs in three provinces: Battambang (run by the National Employment Agency), Kampong Cham (run by the Phnom Srey Organization for Development) and Prey Veng (run by the Cambodian Labour Confederation). The MRCs and relevant agencies disseminate information on safe and legal migration, provide counselling and support services, train and coordinate with relevant stakeholders and strengthen the knowledge base.

Employment opportunities and skill development

MRCs utilize a variety of methods to help potential migrants find employment opportunities. This can involve giving direct information about job openings and assistance with job searches, providing skills training to improve potential migrants' qualifications for specific labour markets, or simply offering basic information about labour trends abroad. The Migration and Mobility Resource Centres established by the EU under GAMM-related projects, most notably after GAMM renewal in 2011, are intended to "provide resources and support to individuals and partner countries in the areas of skills and labour matching."³⁴³ For example, in Egypt the staff at the Emigration Information Bureaux were trained to use EUROACCESS, an integrated mechanism for the rapid provision of information and data on EU vocational training and employment opportunities, including reliable data on the legal and social framework.³⁴⁴ The EUROACCESS system was designed to become a practical and advanced tool for quick matching of potential job positions and training courses with the profiles of would-be Egyptian emigrants.

Prior to EU membership, Croatia's Migrant Information Centre (MIC) provided a list of job opportunities abroad for which Croats could apply within the respective quotas (Tacon and Warn, 2010). It also connected potential migrants with the Croatian Employment Service to gain specific training related to the work they planned to seek abroad. In this case, the skills could then be applied at home or abroad, but many of the training programmes offered by MRCs or their referral partners focus on developing skills for a specific job, or general skills needed for employment abroad such as language courses. The Croatian MIC has since been incorporated into the country's EURES service, the EU intra-regional job mobility network.

The MRC in Nepal was set up in 2010 and partnered with a migrants' organization, the Pravasi Nepal Coordinating Committee, to establish foreign employment centres in several districts that offer pre-departure orientation among other services (Asis and Ranveig-Agunias, 2012).

The IOM regional project, *Capacity building, information and awareness raising towards orderly migration in the Western Balkans*, is one of the largest EU-funded

³⁴³ See http://europa.eu/rapid/press-release_IP-11-1369_en.htm.

³⁴⁴ As part of the Capacity building of governmental and non-governmental agencies to manage emigration in Egypt project, implemented by the Greek NGO Development and Education Centre European Perspective.

MRC projects and supported the development of a network of MRCs in the Western Balkans region, all based in the National Employment Services.³⁴⁵ An external evaluation found that although the main reason potential migrants visited the MRCs was to obtain employment information and assistance, job mediation was not provided in the project (Verdujin, 2010). However, the project's successor, the *Migration for Development in the Western Balkans* (MIDWEB) project, funded MRCs to provide potential migrants with the opportunity to attend non-job specific training focused on increasing general employability. This training taught interviewing skills and professional writing techniques (curricula vitae, cover letters) to potential migrants, travel-ready migrants, and returnees through interactive workshops. Furthermore, the MIDWEB project developed a resource-efficient method of helping with necessary language acquisition by creating glossaries for migrants on trade-specific terminology (IOM, 2013a:10).

While most of the focus at MRCs is on helping potential migrants to prepare for work abroad, there is also a need in some countries to assist returning migrants in finding jobs at home. In Sri Lanka, the Migrant Service Centres help to “re-skill” many of the women who have returned after being employed as domestic workers abroad (Tacon and Warn, 2010). As domestic services are not in demand in Sri Lanka, the MRCs help the women by providing training to prepare them for jobs that are in demand locally. CAMPO, in Cabo Verde, offers similar training courses for returnees of any profession. Mobility Centres in Georgia offer distinct yet integrated services designed to support the reintegration of returnees that include assistance in finding jobs in the local labour market (see case study at end of this chapter).

Opportunities to study abroad

Helping potential migrants to find information on opportunities to study abroad and student visas is a less commonly explicit mission of MRCs but it is nonetheless a very important element of the work of many such centres. Cabo Verde's CAMPO reports that a high percentage of client visits are to seek information regarding study opportunities abroad. In Bosnia and Herzegovina, MRCs host outreach programmes with secondary schools to discuss opportunities for both working and studying abroad, with the focus on study abroad for the stronger students. The majority of MIDWEB-funded MRCs conducted on-campus outreach activities at local universities where opportunities for continuing studies abroad featured prominently (Kuschminder et al., 2012).

³⁴⁵ For a full list of locations see <http://www.migrantservicecentres.org/index.php?page=380>.

Supporting development in the country of origin

Most MRCs do not explicitly focus on the development aspects of migration (Tacon and Warn, 2010). However, there appears to be a clear link between better pre-departure and post-arrival integration support and an enhanced capacity of migrants to contribute to the development of their countries of origin due to the better opportunities for skill development and capital accumulation. The GFMD, in October 2008, noted that migrants contributed to development in origin and destination countries when they were aware of and able to exercise their rights (Global Forum on Migration and Development, 2009). Clearly, an understanding of their rights allows migrants to access more opportunities for finding legal work and maintaining their safety and health (see also Chapter 4.1).

A growing number of MRCs are now designed with the intent of supporting development in both the countries of origin and destination (Tacon and Warn, 2010:12). MRCs can further support migrants and their potential contribution to the development of their countries of origin by providing a space for diaspora communities to network. This networking can be beneficial not only to individuals, who can develop social ties to those with similar experiences, but also to their community as a whole.

MRCs can foster social and economic development in a number of ways. Some are now focusing on providing pre-departure migrants with information about savings and investment, complete with information on the best and most affordable options available for money transfers from their desired country of destination. In Tajikistan, the Information and Resource Centre for Labour Migrants (IRCLMs) collects and disseminates information regarding money transfer options. This information is summarized in regularly distributed leaflets to potential migrants (Tacon and Warn, 2010) (Baruah and Cholewinski, 2006).³⁴⁶

Info box 9: Migration and Development Council for the MRCs in the Philippines

MRCs also can comprise a Migration and Development Council that acts as a clearing and steering house. In the Philippines, this Council includes representatives from local government, national agencies operating in the province/municipality, the private sector, NGOs and Overseas Filipino Workers

³⁴⁶ For current information about the IRCLMs see http://www.iom.tj/about_irclm.html.

(OFWs) associations. Among other responsibilities, the Council establishes priority areas for local economic development that are most suitable for diaspora or migrant investment. For example, an MRC in the Agusan del Sur province, in line with the provincial development plan, identified rubber tree farming and the processing of rubber as key priorities. Again, in collaboration with the Department of Agriculture, a respective MRC began exploring the possibilities of directing migration-related development activities towards the production of vegetables.

An OWWA helpdesk within the MRCs provides access to all the services offered by OWWA. These include special loan programmes, mentoring and financial reintegration assistance and incentives to create OFW family circles and OFW associations. Through these associations, OFWs and their families gain better representation in the Migration and Development Council's meetings and a stronger voice in the decision-making processes concerning development priorities. This can be regarded as a relevant process outcome, but also as a way to give voice to citizens and to strengthen good and inclusive local governance.

The MRCs also conduct training on financial literacy, livelihood strategies, skills training and entrepreneurship. Among other tasks, the Centres are intended to produce advice material on setting up small businesses and on concrete opportunities for becoming an entrepreneur. Cooperatives provide entrepreneurship training, and other training modules are offered by competent government agencies or NGOs. Athika provides financial literacy training or conducts training of trainers for MRC staff. The Philippines' Technical Education and Skills Development Authority is involved in professional skills and livelihood training, and provincial labour department officers are qualified entrepreneurship trainers, following an ILO model.

Source: <http://www.migration4development.org/content/local-one-stop-shop-migration-resource-centers> (accessed 28 October 2014).

Other MRCs focus more heavily on encouraging returnees to undertake development-oriented investment, whether as individuals or as part of a larger community of migrants or returnees. The Filipino Workers Resource Centres have successfully encouraged migrants to form regional migrant groups and to pool funding for classroom construction (Tacon and Warn, 2010:20).

Temporary and virtual returns programmes (TVRs) offer opportunities for migrants/diaspora members living and working abroad to return to their country of origin, either physically or virtually, for a short period of time to support development and build capacities within companies or organizations. By bringing skilled workers from abroad to contribute to growth at home for a short period of time, MRCs engaging in TVRs hope to spur development in the country of origin while also maintaining the ties between individual migrants and their home communities.

5.3.2 Target groups

MRCs target potential migrants, students, labour migrants and in most cases, returnees (see case studies at end of this chapter). While this means the majority of MRCs are focused directly on migrants, some of them are now also targeting the families of migrants. In Tajikistan, programmes have been developed to support the migrant families that have been left behind. In the Philippines, migrant workers and families are encouraged to associate and participate more actively in the implementation of the activities of MRCs (see study box above).

Certain groups tend to experience difficulties in accessing MRCs. These may include residents of remote areas within the country of origin as well as those engaged in informal or domestic labour who are typically not members of trade unions (Tacon and Warn, 2010). The GMS TRIANGLE Project identified generating familiarity with the MRCs as an objective, which they achieved through the integration of MRC information into external messaging concerning migration.³⁴⁷

Domestic workers are put at even higher risk of abuse and exploitation abroad than most migrants as the nature of their work embeds them in isolated families. Sri Lanka's MRC offers targeted information for migrants seeking this type of work, to inform them of risks and of the resources they can access at destination if they feel their rights have been violated.

³⁴⁷ See http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/genericdocument/wcms_228085.pdf.

5.4 Service design and delivery

5.4.1 Coordination with in-country actors

Often facing a lack of resources, MRCs commonly utilize a referral system to connect migrants who are in need of specific types of assistance to relevant government agencies or NGOs. This can be seen as a mutually beneficial relationship, as growing referrals out to other agencies or organizations increases the overall capacity of MRCs and allows each actor to specialize in a certain type of information or service.

Some MRCs develop specific links to other organizations and agencies. The One-Stop Resource Center (OSRC), developed in the Philippines, utilizes a strong method of partnership known as the “space, time and resource-sharing facility model”. In this model, partner organizations and agencies commit to providing specific services catering to migrants (and in the Philippines, also youth) at certain times of the day, week, month, or quarter (IOM, 2013c). The MRCs, therefore, become embedded within a number of organizations. The host organizations take ownership through a Coordinating Committee composed of local government leaders and stakeholders, which then help the MRCs by providing technical support and facilitating direct assistance. This design is intended to ensure the sustainability of MRC services and to expand their scope to a large number of locations and thus reach as many potential migrants as possible.

5.4.2 Country-to-Country coordination

Information sharing and networking

While it is common for donor/partner countries of destination to communicate changes in migration policy to a country of origin in which they support MRCs, this practice is extremely rare without a direct partnership. Collecting and understanding policy changes can be a difficult task for MRCs that lack such direct links. IOM-run or IOM-supported initiatives, including those in the Western Balkans, use IOM offices in countries of destination, or contact focal points within the embassies of key destination countries, to provide updates. The majority of information gathering methods remain informal.

Sri Lanka's MRCs provide pre-departure information to migrants about access to services in host countries through Sri Lanka's diplomatic missions. These missions

can assist in cases of emergency, provide additional information, and even facilitate reception upon arrival in some cases (IOM, 2010). This requires strong communication between the Sri Lankan diplomatic missions and the MRCs at origin.

Micronesia's MRC project has direct connections to a wide array of services within the United States.³⁴⁸ The country of origin MRC provides direct referrals to service providers that include the Office of Health Services Division in Hawaii, The Hawaii and Guam Consulate Offices, the Director of Police in Hawaii, and the University of Hawaii's Sea Grant College Program, all of which are committed to helping Micronesians integrate into their host communities upon arrival and also provide information to be disseminated pre-departure (IOM, 2013b).

The MIDWEB project created leaflets for diaspora communities that contained return and contact information and were given to embassies and consulates within the EU and Switzerland. These leaflets provided information to returnees on how to access information and services upon their return to their country of origin.

Though much of the coordination effort is concentrated on connecting country of origin to country of destination, information sharing between countries of origin is also highly beneficial. MIDWEB hosted a training course for Western Balkans region MRC officers in Tirana with the goal of transferring capacity-building skills. Participants noted that the most important benefit was the opportunity to network and share experiences and best practices with those operating similar MRCs (Kuschminder et al., 2012).

5.4.3 Involving the target group in design and delivery

In Thailand, returned migrants are encouraged to work or volunteer at MRCs. They are trained in how to assist their peers in preparation for migration and are provided with opportunities to present information about their experiences to communities in Thailand. Not only does the involvement of returned migrants add credibility to the information disseminated by the MRCs from the perspective of potential migrants, it also provides opportunities for networking and development activities to take place among returnees.

In Georgia, a pilot survey with 114 potential migrants was conducted prior to establishing full-scale operations in 2006. The survey created a general profile of

³⁴⁸ See <http://www.mrcmicronesia.org> for further details on the MRC in Micronesia.

the beneficiaries in Georgia and sought to determine the needs for various services. The intent was to be responsive to the evolving needs and interests of migrants and track incoming requests. Based on new trends, services were modified or expanded to incorporate new destination countries or vocations of interest. Instead of only seeking information from successful migrants, the MRC cooperated with Georgian Border Police to interview those who were being deported from Turkey to determine what information the deportees lacked pre-departure that could have influenced their decision to migrate irregularly (IOM, 2008).

A similar needs assessment was conducted in Armenia (IOM, 2008). Specifically, a migrant profile questionnaire was developed aiming to identify labour migrants and potential labour migrants by age, civil status, nationality, educational background, language proficiency, work experience, main countries of destination, main drivers for migration, fields of work or work sought while abroad, and so on. The questionnaire was administered by a research centre to 300 potential migrants, including those in rural areas, and the findings of the survey were used by the MRC to customize activities for potential migrants.

Community stakeholders and local government officials are important stakeholders as their familiarity with information on migration and their support of MRCs can influence the overall perception of MRCs in the community. They can also be seen as conduits of information. Many MRCs, including GMS TRIANGLE and the Philippines' OSRC, actively involve local stakeholders in the establishment and operation of MRCs. This tends to not only win the support of local officials, but also provides invaluable insight into community characteristics and migration trends.

In Micronesia, the recently established MRC invited representatives of the government and local NGOs to attend their pilot pre-departure orientation. The representatives gave feedback to ensure contextual appropriateness of the activities (IOM, 2013b).

5.4.4 Delivery

In terms of delivery of services, this study has noticed a certain versatility and mixture of approaches from the MRCs reviewed. These approaches depend very much on the target group, as potential migrants seem to be addressed from broader perspectives than travel-ready migrants, for whom services are more focused.

To exemplify, aspiring migrants are offered the possibility of walk-ins (MRCs in the South Caucasus, Western Balkans, GMS TRIANGLE Project) and/or are the subject of broad advertising campaigns. The latter can attempt to send straightforward messages to rectify commonly held misconceptions regarding migration, or they can simply make potential migrants aware of the services MRCs provide and explain how to access them. In Azerbaijan, the MRCs launched an awareness campaign and placed stickers and posters in subway stations. During the period of this campaign, average MRC website hits went from 80 per month to 800 per month (IOM, 2008).

Other MRCs have adopted mobile services and frequently travel to remote communities where the population would be unable, or unlikely, to access or travel to MRC sites. Many attempt to identify areas with strong push factors where a large proportion of the population is thought to be considering migration. In Tajikistan, the mobile services tailor their programmes to the time of year and address topics of seasonal migration with communities. The Migration Resource Centre in Armenia was established, in Yerevan, in September 2006 and to improve outreach to the target population, a mobile unit travelled to the regions of Lori, Shirak, and Siunik, to provide free consultations to people in remote settlements (IOM, 2008). The Mobility Centres in Georgia conduct regular meetings with communities outside their premises (see case study below).

However, MRCs also rely on remote means of communication, such as hotlines, websites, and instant messaging services (for example, Skype, see case study on Mobility Centres in Georgia), which allow for provision of services regardless of physical location. This is particularly helpful for potential migrants living in remote areas or with little access to MRCs, as well as for migrants abroad.

The primary ways in which students have been reached with information about the services offered in the Western Balkans is through information sessions held on campus, and fliers, posters and other promotional materials placed around university campuses and in student dormitories. Often information sessions have been targeted at specific student groups but general meetings have also taken place. For example, 70 student nurses attended an information session in Albania (Kuschminder et al., 2012).

5.5 Outcomes

5.5.1 Impact of MRC activities

As a whole, MRCs seem to be very successful in achieving objectives related to information dissemination. MRCs set up under the *Regional Programme and Dialogue on Facilitating Safe and Legal Migration from South Asia to the EU* provided brochures and booklets with information on migration to the EU to approximately 7,500 potential migrants in India, Bangladesh, and Sri Lanka (Charpin and Aiolfi, 2011). Between July 2006 and June 2008, 2,161 potential migrants who accessed information from Georgia's MRCs said they had benefited from the MRCs' timely and objective information (IOM, 2008). During the course of the IOM's MIDWEB project, the associated website (www.migrant-service-centers.org) was continuously updated and received 95,000 unique visitors (IOM, 2013a).

Clients' perceptions of MRCs are generally very positive. They tend to report being satisfied with the help they receive, regardless of the project or model. The highest degree of satisfaction tends to be associated with individual counselling services. Many MRCs noted that clients were surprised to receive these services free of charge.

While MRCs clearly contribute to migrants making more informed decisions, challenges still remain that can prevent migrants from choosing to migrate using regular channels. In the Western Balkans, "anecdotal evidence suggests that actually very few MRC visitors succeed to utilize the legal channels available for migration (mostly employment/ study) as summarized in the 40 country fact sheets" (Verdujin, 2010). Further evidence shows that many visitors to MIDWEB MRCs simply became discouraged after visiting, as it was made clear that they did not meet the qualifications for legal migration (Kuschminder et al., 2012).

A study of MRCs in Cambodia found that of those who received counselling services regarding a decision to migrate, 60 per cent ultimately decided not to migrate. Of the 40 per cent deciding to migrate, 60 per cent used legal channels, while 40 per cent migrated irregularly.³⁴⁹ Though some choose to migrate irregularly, regardless of the risk, this data suggests that many potential migrants decide not to migrate if they lack the qualifications to do so legally.

³⁴⁹ GMS TRIANGLE: Migrant Worker Resource Centers and the provision of support services.

While this data is useful, unfortunately such data collection is relatively rare among MRCs. External evaluators have underscored the importance of creating quantifiable indicators and identifying measurable outcomes beyond the purpose level. Unfortunately, it can be difficult for MRCs to track potential migrants post-departure to determine the actual impact of services rendered pre-departure. One of the main reasons for this is that monitoring and evaluation are not a priority for MRCs, as implementing activities take precedence. While prioritizing service provision is justified when limited resources are available, MRCs should aspire to become outcome-based, and monitoring and evaluation exercises provide a solid tool for learning what adjustments are needed to improve services to migrants and families. To this end, ILO has put forward a monitoring and evaluation guide for MRCs that aims to offer practical tools and approaches to support monitoring and evaluation of their activities.³⁵⁰

A number of MRC projects have attempted to raise awareness among NGOs and government officials of the role of MRCs in order to gain stakeholder support and increase knowledge of MRC activities. These connections, once established, can spur cooperation and referrals. Many projects have included MRC-hosted training of these target groups. As a result, it was subsequently found that understanding of the role and services of the MRCs in the project areas had increased. In the South Caucasus, NGOs found such training particularly inspiring and began seeking ways to increase their legal support to migrants to assist in the efforts of the MRCs (IOM, 2008).

MRCs have been viewed positively by many governments and NGOs, which has led to their being adopted into their external systems. The inclusion of MRCs into these systems is not only evidence of a positive perception of their impact, but it is also a strong indication of their sustainability potential. In Bangladesh, MRCs were seen as essential to providing potential migrants, particularly women, with alternatives to irregular migration. As a result, the MRC programme is being expanded by 10 additional offices, with the support of UN Women (Charpin and Aiolfi, 2011:32).

Since the opening of an MRC in the Federated States of Micronesia in 2013, the centre has received 511 visits; it has assisted 292 migrants departing to the US Mainland, other FSM states, and other countries; and 250 individuals have attended and completed two and a half days pre-departure cultural orientation training.

³⁵⁰ Available from http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-bangkok/documents/publication/wcms_302605.pdf (accessed 29 October 2014).

The impact the MRC has made in Micronesia in preventing human trafficking was officially appreciated at the 14th Micronesian Presidents' Summit in July 2014.³⁵¹

The Government of India recognized the importance of the first MRC set up with the support of the EU Thematic Programme for Migration and Asylum in Kochi. Following the success of this initial MRC, the government adopted a new policy requiring every State to establish and operate MRCs based on the IOM model (Charpin and Aiolfi, 2011:20). In the framework of the same project, nine MRCs were established in Bangladesh and the conclusions of an external evaluation were that potential migrants became better informed about the pitfalls of irregular migration and the possible alternatives (Charpin and Aiolfi, 2011:118).

5.5.2 Sustainability

Verduijn (2010) found that the training that took place in the Western Balkans led to true capacity-building in that it established local knowledge and skills within the MRCs which could be transferred in order to maintain high quality staff.

This study shows that entities established by externally funded projects over time become adopted by governments in the countries of origin. While the MRCs initially tended to be quite separate from other government services, there has been a growing trend to integrate them into existing structures and to offer migration and employment abroad as simply a category of potential employment. This integration can also mean a reduction in operating costs as the services can rely on already existing infrastructure and human resources, though additional training of specialized staff is required. The reduced costs further support the sustainability of MRCs as their maintenance requires less financial commitment on the part of governments. The IOM-led project in South Asia³⁵² resulted in the incorporation of MRCs into the operation and budget of the governments in both Bangladesh and India.

A good proxy for measuring the sustainability of MRCs is the extent to which references to them have been written into regulatory, legislative, or specific

³⁵¹ Communiqué of the 14th Micronesian Presidents' Summit. Presidents of the Federated States of Micronesia, the Republic of Marshall Islands, and the Republic of Palau met on Pohnpei to discuss matters of common interest and challenges to the three nations.

³⁵² Regional Dialogue and Program on Facilitating Managed and Legal Migration between Asia and the European Union. For details, see http://www.colomboprocess.org/MinisterialConsultations/Bali/files/Summary_EU_ASIA_Bali.pdf (accessed 28 October 2014).

frameworks. For instance, the 2012 National Employment Action Plan for Serbia explicitly mentions Migrant Service Centres and their respective achievements with particular attention to building the capacity of labour market institutions and the National Employment Service for developing and monitoring labour migration policy. The plan foresees further development and expansion of services for migrants within the employment service and an improved capacity of the employment sector in implementing labour migration policy. To achieve this, the establishment of a number of new Migrant Service Centres is foreseen and/or training of further personnel in the employment service specializing in providing information relating to labour migration.

In Albania, Migration Counters (or *Sportele Migracioni*, the local name for MRCs) are a specific measure listed in the National Strategy on Migration and its Action Plan (see case study at end of this chapter). The Action Plan of the Resolution on Migration Policy of the former Yugoslav Republic of Macedonia envisages the establishment of Migrant Service Centres in branches of the Employment Service Agency throughout the country. In all of the Western Balkans, the MRCs are embedded in the local structures of employment services, and in some cases are integrated with other services related to employment abroad, such as sections for matching foreign labour (the former Yugoslav Republic of Macedonia), or services dealing with work permits for foreigners (*Sportele Migracioni* in Albania).

In Bosnia and Herzegovina, IOM implemented a Youth Employability and Retention Programme, a three year programme (2010–2012) supported through the Millennium Development Goals Achievement Fund financed by the Spanish Government. Five UN agencies (UNDP, UNICEF, UNFPA, IOM and UNV) in partnership with government authorities, the private sector and civil society jointly implemented the programme with the main aim of improving the employability of Bosnian youth, while providing new entry points in the labour market. IOM's component focused on youth labour migration through creation of 17 Centres for Information, Counselling and Training throughout Bosnia and Herzegovina. The counsellors of these centres took on the MRC counsellor's role, and capacity-building synergies were sought between the centres and MRC services.

In Micronesia, the programme that led to establishment of the first MRC received funding in 2014 from the Congress of the Federated States of Micronesia to support the continuation of the Pohnpei operation and for the establishment of a new MRC in Chuuk.

5.6 MRCs findings and recommendations

This chapter reveals that it is common for a number of governments and other stakeholders to be involved in the funding and operation of MRCs. Many more of these actors are involved indirectly through referrals to or from MRCs. Those involved in the operations and funding have a strong influence on the nature of the activities of the MRCs and in the overall priority objectives of these operations.

The centres funded through EU programmes are typically embedded in government structures and are handed over to government operation as appropriate to ensure sustainability (Charpin and Aiolfi, 2011). Some MRCs are operated by non-governmental entities, such as NGOs or trade unions. Other actors, such as international organizations, have begun to encourage origin country governments to take an active role in MRC operations and have directly funded several such initiatives.

MRCs have diverse goals and objectives and actively prioritize some over others. All MRCs identified by this research engage in the dissemination of information; however, the type of information varies. A widely shared goal of such information is to facilitate legal migration and inform about the risks of using irregular channels. It is common for MRCs to connect this information with attempts to raise awareness among migrants of their rights and to empower them to be able to protect themselves during migration. Many MRCs help migrants to find employment abroad, and some even actively prepare potential migrants for work overseas through skill development. Some provide information to students that are interested in studying abroad. An emerging trend among MRCs, and in the related international discourse on migration is to focus on the link between migration and development. Many MRCs have specific programmes to enhance the positive development impact of migration in the country of origin through the transfer of skills and capital.

The transmission of information is the essential function of MRCs, yet collecting this information can be difficult. Most of the information regarding legislative changes comes through international networks, whether formal or informal. Some MRCs have strong ties across borders that can provide information. A few operate activities across borders. The bottom line is that interagency cooperation within the country and between the countries of origin and destination is crucial to ensuring MRCs operate with up-to-date information.

The range of beneficiaries of MRC services is growing. While some MRCs used to only assist travel-ready migrants, it is now rare to focus only on this target group. Most MRCs assist migrants throughout the migration cycle, though some focus on specific steps in the process. Potential migrants are provided information that helps to inform their decision on whether or not to migrate, and they are often assisted in their applications for legal migration under various admission categories. Travel-ready migrants are usually informed about culture and daily life in their intended destinations. Some MRCs provide support to migrants while they are abroad to ensure their rights are protected. A growing number are now also assisting returnees as they reintegrate, as well as their families.

5.6.1. Recommendations

Quality of information provided

Many MRCs struggle to cope with the frequently changing information that concerns destination countries' immigration rules and procedures, especially when the information provided covers many potential host countries. Better procedures and mechanisms on ensuring accurate and up-to-date information need to be developed and existing procedures need to be streamlined. A database, possibly run through the IOM, or another entity with transnational coverage, could constantly update migration legislation. All MRCs could access the database to obtain up-to-date information and specifically focus on countries they deem relevant. This would also allow MRCs to be more responsive to shifting trends in the desired country of destination as it would not require seeking out and establishing relationships in a new network to obtain this information. This, however, should not discount the overall value of networks and partnerships between countries of origin and of destination, as they are essential to institutional learning. Better use should be made of existing information services, such as the EU Immigration Portal, which are maintained and updated by host country services. MRC counsellors, fluent in the languages of the main host countries, should be appointed to update the information.

Training and capacity-building

As individual consultations are one of the most appreciated services of the MRCs, it is essential that staff are well trained. Training continuity is in jeopardy after the completion of many externally funded projects, and this problem is further

exacerbated by staff turnover and appropriate training needs for new staff. While internal training can be expected, this may not be of the same quality as the large-scale, targeted MRC trainings that the initial staff receive. Moreover, networking between MRCs both nationally and regionally has been seen as highly beneficial to MRC staff who are otherwise rather isolated in their own Centre and not exposed to good practices elsewhere.

Links with host country institutions

Strong ties between MRCs in countries of origin and destination, and links with other reception and integration services for newcomers in the host country, can help to facilitate immigrant integration and strengthen migrants' capacity to contribute to the development of their countries of origin. Offering coherent and cohesive advice regarding issues such as remittances can help to avoid confusion. Providing information before departure about the post-arrival services that are available to migrants in the country of destination can alleviate some of the difficulties faced by newcomers and facilitate long-term integration. At the same time, stakeholders in the countries of destination, including migrant organizations, may provide support in facilitating various types of migrant engagement with the country of origin.

Focus on integration

By increasing the focus on integration from the initial, pre-departure stage of migration, migrants will be more aware of the potential outcomes of their actions while abroad and may consider options to further improve the benefits of their stay in the country of destination. A greater focus on integration will also likely encourage governments to increase their support for MRCs, both financially and otherwise. This emphasis on integration could be enhanced through partnerships with service providers and by connecting existing services in the countries of destination (such as web platforms and other online information materials).

Holistic mandate and integrated services

The one-stop shop nature of many MRCs, which can provide information through all stages of migration, from pre-departure to return, and ensure referrals to all relevant organizations, can be utilized to support reintegration returnees. In many situations, MRCs have had to extend their focus from pre-departure to return as various events have prompted migrants to re-enter their countries of origin. In

these situations, MRCs can inform migrants wishing to return, or having returned, and can assist with reintegration. At the same, from a holistic approach, one could consider expanding services afforded to migrants to the family members staying behind. Not least, MRCs could widen their mandate to help increase the development impact of migration and migrants' contributions.

Evaluation

For the purpose of monitoring and evaluating MRCs, a non-context specific, clear standard should be established that can be adopted and adapted to fit MRCs globally. This should provide a methodology and indicators for follow-up post-migration. While follow up will likely prove difficult, it is essential for enabling proper monitoring and evaluation mechanisms. A standard set of indicators would allow for the identification and collection of evidence-based best practices and could facilitate the development of learning and sharing among a global network of MRCs.

Sustainability

Many MRCs currently operate on a project-funded basis, with finite funding and challenges to maintaining sustainability following a project's end. One solution that works in many cases is government ownership of MRCs, which helps to reduce overall costs by integrating MRC services with other relevant services, such as employment advice, and by aligning such services with government migration and employment policies. Nevertheless, given the budgetary constraints of public services, lack of capacity and de-prioritization of MRC services over other tasks are frequent challenges.

Case study 9: <i>Sportele Migracioni</i> (Migration Counters) – Migrant Resource Centres in Albania	
Institution	Thirty-six Migration Counters placed at regional and local public employment offices
Timeframe Description	2002 – ongoing since 2002 ³⁵³ The Migration Counters in Albania provide information, advice and referral services to potential emigrants, returnees and immigrants in Albania. Those interested, receive information about work and study opportunities abroad as well as procedures for obtaining visas, work and residence permits, access to health care and education and other useful information when considering moving abroad. The information is provided in the form of Destination Guides, Study Abroad factsheets, and Recognition of Qualification factsheets that can be downloaded or obtained directly from the Information Assistants in the Centres. The Centres also organize training courses and counselling sessions on specific topics or countries of interest. Furthermore, the Counters act as a referral point for returning migrants to local and central government institutions that can assist them with issues such as housing, schooling, social protection schemes, municipal services, and so on.
Verifiability	The first MRC in Albania was opened in 2002 as a response to high levels of irregular emigration (estimated at 27.5% of the overall population in 2005). ³⁵⁴ Despite this, there were few institutional mechanisms in place to manage such flows and limited awareness of the risks associated with irregular migration. In time, the need for MRCs was reaffirmed in a number of strategic policy documents, including the National Strategy on Migration (2005–2010), the Strategy

³⁵³ The first Migrant Assistance Center (MAC) was established in Albania in 2002 and was fully operated by IOM Tirana. Between 2004 and 2006, the MAC transformed into the Migrant Service Center (MSC) and IOM supported the opening of MSCs in Vlora and Durrës region, with EU funding. Between 2007 and 2009, new MSCs were opened in the country, bringing the total number to 14 (through the IOM/EC AENEAS funded regional project 'Capacity building, information and awareness raising towards orderly migration in the Western Balkans'). After 2010, the Albanian Government established a network of 36 Migration Counters in the country following approval of the Reintegration Strategy (2005–2010). The 14 previously established MSCs were transformed into Migration Counters and placed at the public regional and local employment offices.

³⁵⁴ Dermendzhieva and Filer, 2009.

	<p>on Reintegration of Returned Albanian Citizens (2010–2015) and corresponding Action Plans, and the 2007 National Plan on Remittances. All these documents emphasise the need for better service delivery to Albanian migrants, including those in destination countries and those returning to Albania.</p> <p>The work of the MRCs in Albania between 2008 and 2012 was evaluated within the framework of the two regional projects that supported their extension and reinforcement.³⁵⁵</p>
Replicability	<p>Since the launch of the MRCs in Albania in 2002, 35 others have been created throughout the country's territory. At the same time, similar institutions have been created in the Western Balkans and all entities organized into a network of migrant service centres.³⁵⁶ This is a testimony to their potential for replication. However, for the purposes of the current study, it was challenging to collect full information on the items considered under the promising practice assessment criteria.</p>
Sustainability	<p>Although the first MRC was launched by and with the support of IOM, over the years the Government of Albania increasingly recognized its importance. By the end of 2010, the Migration Counters were set up in Albania in adherence with the National Strategy on Migration and Article 7 of the Law on Emigration, which obliges the state to supply potential labour emigrants with information on emigration possibilities. Furthermore, in 2010 the Government of Albania developed and approved the Reintegration Strategy</p>

³⁵⁵ The first was the EU AENEAS funded regional project 'Capacity building, information and awareness raising towards orderly migration in the Western Balkans', see <http://www.migrant-servicecentres.org/index.php?lang=7> and https://ec.europa.eu/europeaid/sites/devco/files/publication-aeneas-programme-projects-funded-2004-2006_en_7.pdf, p. 67. The second followed and built on the first and was titled 'Migration for Development in the Western Balkans', see <http://www.iom.hu/labour-migration> and <http://www.bamf.de/EN/Rueckkehrfoerderung/ProjektMidweb/projektmidweb-node.html>. The latter was funded from the European Commission IPA 2009 Multi-beneficiary Programme 2 (90% funds). Funding was also received from the IOM Development Fund, the German Federal Office for Migration and Refugees, Centre for International Migration and Development (CIM), and Austrian Federal Ministry of Labour, Social Affairs and Consumer Protection (BMASK) through priority area 9 of the Danube Strategy (Investing in People & Skills).

³⁵⁶ Ibidem. See also the website of the network <http://www.migrant-servicecentres.org/index.php?lang=7>. At the end of the MIDWEB project (see previous footnote), there were 36 migrant service centres in Albania, five in Bosnia and Herzegovina, four in the former Yugoslav Republic of Macedonia, seven in Kosovo/UNSC 1244, three (plus one planned) in Montenegro, and seven in Serbia.

	<p>for Returned Albanian Citizens (2010–2015), which sanctioned the establishment of a network of 36 Migration Counters throughout the country placed at regional and local employment offices. Since similar structures existed already in some of the regions of Albania (established through IOM support and various donor funding), these structures were renamed and incorporated into the new network of Migration Counters. The Migration Counters are currently embedded in regional (12) and local (24) employment centres and managed by Albania's Ministry of Labour, Social Affairs and Equal Opportunities with the support of IOM. During the implementation of the projects that supported the work of Migration Counters, the Public Employment Offices provided staff and hosted the MRCs, while IOM provided support to some limited refurbishing and some running costs in the first project.</p> <p>While the integration of Migration Counters into the Public Employment Offices improves the accessibility and sustainability of the project, there are also challenges. With such a large network, it can be challenging to ensure that all MRCs have up-to-date information and to monitor the quality of the services provided. Moreover, although staff members at employment offices where the MRCs are located are expected to provide migrants with information, at present this role is not mentioned in their terms of reference. As a result, some staff members are unaware of this expectation and have not received information or resources to enact this role. However, efforts are being undertaken to recognize migration tasks within the role of Public Employment Service staff.³⁵⁷</p>
Cost-effectiveness	<p>The budgetary needs of the MRCs in Albania were by and large supported on a project basis. The MRCs were launched and mainly funded through various projects, and IOM's involvement was fundamental to the creation and progress of these in Albania. The initial years were framed by two IOM-</p>

³⁵⁷ G. Pjetri, IOM Albania (personal communication, 2 June 2014).

	<p>funded projects: <i>Service Delivery to Albanian Migrants: the Creation of a Migrants Assistance Centre and Continuation of the Migrant Assistance Centre in Albania</i>. These projects received a total of USD 45,985 from the IOM Development Fund (USD 19,505 in 2002 and USD 26,480 in 2004). The subsequent activities of the MRCs were supported through EU funding for regional projects covering the Western Balkans region up to the end of November 2012, with additional contributions from the Albanian Public Employment Offices and IOM (see previous section).³⁵⁸ Furthermore, IOM was also involved in implementing the project <i>Enhancing Albanian Government Capacity to Assist Albanian Migrants Abroad and Upon Return</i>.³⁵⁹ Part of this project involved capacity building of the Migration Counters through the provision of equipment, training and information.</p>
Ownership	<p>Cooperation with countries of destination is crucial in order to provide up-to-date factual information to potential migrants in Albania. In this particular case, this was done with the support of IOM and its network of offices in various countries of destination for Albanian migrants. During the <i>Migration for Development in the Western Balkans</i> project (MIDWEB), pre-departure orientation sessions for Italy and Germany were organized, including for 230 migrants who were selected for work in Italy within the framework of the bilateral labour migration agreement signed in 2011 between the Albanian and Italian Ministries of Labour. The curriculum was prepared in coordination with the IOM office in Italy and with the involvement of numerous stakeholders from the Western Balkans.</p>
Effectiveness	<p>As MRCs address primarily potential migrants, the link with the post-arrival phase did not initially feature highly in the pre-departure services provided. However, over the years,</p>

³⁵⁸ See footnote above. This is the end date of the MIDWEB project that ran from the 1 February 2011 until the 30 November 2012.

³⁵⁹ See <http://www.albania.iom.int/index.php/en/projects/completed-projects/national-projects/79-enhancing-albanian-government-capacity-to-assist-albanian-migrants-abroad-and-upon-return> (accessed 5 October 2014).

	<p>the MRCs have become increasingly involved in the return phase of the migration cycle. This is linked to the Strategy on Reintegration of Returned Albanian Citizens 2010–2015 in which the Migration Counters form part of the Reintegration Support Mechanism. In line with this strategy document, the Migration Counters provide referrals to various services available for returnees such as psychological and social support and vocational training courses, and they provide information on returnees' rights. The Counters are the institutions responsible at the local level for collecting detailed information on returning Albanian citizens, for assessing their needs, for assisting them with information according to their needs and for referring them to institutions delivering relevant services.³⁶⁰</p> <p>During the MIDWEB project, 2,567 clients availed themselves of the services of the Migration Counters. It is challenging to gain concrete details on the number of clients using the MRCs. Often visitors to the MRCs prefer not to register when receiving information and are thus not included in the MRC user statistics. It is, therefore, expected that the actual number of users is higher than indicated above.</p>
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³⁶⁰ During the MIDWEB project, a high number of MRCs' clients were returnees. In Shkodra it is estimated that 50% of MSC users are returnees, 20% are potential migrants and 30% are immigrants. In Durres equal numbers of returnees and potential migrants were reported, although in 2012 the proportion of returnees was increasing due to the crisis in Europe. In Korcha and Kruja clients were primarily returnees, and in Tirana most clients were immigrants. See Kuschminder et al., 2012, p.17.

Case study 10: Mobility Centres in Georgia	
Institution	Shared ownership and implementation: Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia; International Organization for Migration in Georgia
Timeframe	Ongoing Since December 2005 ³⁶¹
Description	<p>The operation of the Mobility Centres in Georgia is closely linked to the implementation of various projects, the country's signing of the Mobility Partnership with the EU in 2009, and the subsequent progress that Georgia has made on implementation of the Visa Liberalisation Action Plan.³⁶² The predecessors of the Mobility Centres (called Migrant Resource Centres) were established within the framework of a regional project covering Armenia, Azerbaijan and Georgia, that ran from December 2005 to June 2008.³⁶³ IOM continued to support its activity after the end of that project, before another project allowed for a handover to the Georgian Government.³⁶⁴ Currently, a new project is continuing the operation of Mobility Centres in Georgia.³⁶⁵</p> <p>The main objectives of the Mobility Centres are twofold:</p> <p>a) To provide objective information from official sources on the realities of migration from Georgia to desired countries of destination. This is to act as a counter-balance for possibly biased or distorted information that potential migrants may</p>

³⁶¹ The four Mobility Centres now operating in Georgia have been functional since February 2014. In December 2005, the process began with what were then called "Migration Resource Centres", which had only one target objective, namely to enhance perspectives of potential migrants on the realities of migration from Georgia.

³⁶² See details at http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/international-affairs/global-approach-to-migration/specific-tools/docs/mobility_partnership_georgia_en.pdf (accessed 6 October 2014).

³⁶³ Informed Migration – An Integrated Approach to Promoting Legal Migration through National Capacity Building and Inter-Regional Dialogue between the South Caucasus and the EU. See https://ec.europa.eu/europeaid/sites/devco/files/publication-aeneas-programme-projects-funded-2004-2006_en_7.pdf, p. 69 (accessed 6 October 2014).

³⁶⁴ *Stemming Illegal Migration in Armenia and Georgia and Enhancing Positive Effects from Legal Migration*. See <http://goo.gl/YgKaGi> (accessed 6 October 2014).

³⁶⁵ Reinforcing the Capacities of the Government of Georgia in Border and Migration Management (More-for-More). See <http://informedmigration.ge/cms/en/About-the-Project> (accessed 6 October 2014) Project implementation began in December 2013 and is scheduled to end in July 2017.

	<p>receive from other sources, with the ultimate objective of promoting safe migration practices.</p> <p>b) To assist returned migrants with reintegration assistance in order to sustain their return to Georgia.</p> <p>Regarding the first objective, three main activities are carried out. First, potential migrants are provided with information through on-line, phone or face-to-face consultations, including use of e-mail or Skype. Second, a dedicated website and a Facebook page have been established (www.informedmigration.ge) (see the icon on the Informed Migration page). Third, bi-monthly community outreach meetings are conducted in remote rural areas with the help of local partners, each gathering 30 participants on average. The target group consists of potential migrants, including migrant workers, family members of migrants already abroad and students.</p>
Verifiability	<p>During the inception phase in 2006, IOM consulted with 114 potential migrants in order to establish their profiles and information needs. Based on that feedback, IOM developed the services package, which was regularly adapted based on requests for particular types of information.³⁶⁶ Furthermore, at the end of the initial project, a client analysis was conducted based on face-to-face interviews with 2,161 potential labour migrants that visited the centres between July 2006 and June 2008. Despite limitations, this was considered a good proxy indicator of potential migration flows from Georgia.³⁶⁷ This analysis generated a solid picture of potential migrant demographic data, educational and professional experience, preferences for work abroad and evidence of previous international professional experiences.</p>

³⁶⁶ This resulted in a publication titled *Migration Resource Centre – Georgia, Client Profile and Needs Assessment* (IOM, June 2006).

³⁶⁷ This sample of 2,161 respondents cannot be considered to be representative for all persons interested in labour migration among the general population in Georgia. Interviews have been conducted in only four cities in Georgia and certain geographical areas are therefore under-represented. As no data are available about the overall potential of labour migration from Georgia, no firm assessment can be made on how far this sample is representative.

	<p>In the case of individual counselling, Mobility Centre counsellors ask beneficiaries to remain in touch with the Mobility Centre in an attempt to monitor the impact of this counselling. However, most customers do not do so, and those who do keep in touch usually report satisfaction with the services provided, which implies this to be a subjective evaluation mechanism. The limited feedback and perceived subjectivity of the evaluation mechanism triggered an unwritten rule that the Mobility Centres do not necessarily follow up on visitors to find out whether indeed they have travelled abroad or not. This is a deliberate approach, as experience has shown that potential migrants appreciate the confidentiality of Mobility Centre services.</p> <p>All counselling sessions are registered in a special database, which allows monitoring of trends and developments in the services delivered by the Mobility Centres, including measurement of the impact of various media (Internet, printed media, TV, PSAs, and so on) used to announce the services of the centres.</p> <p>As the operation of these Centres formed part of various projects, the evaluation of these projects also covered the Centres' work. Two external evaluations of the projects funded by the EU AENEAS programme (Financial and Technical Assistance to Third countries in the Field of Migration and Asylum) found that the predecessors of the Mobility Centres were successful during the life of the project and were particularly helpful in underpinning the creation of information networks for legal and labour migration (Picard et al., 2009) (Charpin and Aiolfi, 2011).</p>
Replicability	<p>There are currently four Mobility Centres across Georgia, with nine dedicated IOM staff members and one full-time staff member seconded to the Mobility Centre by the host Ministry. Their service model, activities and approach have been highlighted above. Picard et al. (2009) found a close relationship between the achievements of the Mobility Centres in Georgia and those established by IOM in the</p>

	<p>Western Balkans and Asia.³⁶⁸ Since all these initiatives were led by IOM and followed an IOM MRC model, it is reasonable to assume that there is a high replicability potential.</p>
Sustainability	<p>The Mobility Centres were set up with the aim of strengthening the information base amongst potential migrants and to improve awareness of avenues of legal migration as well as the risks of irregular migration. These capacities/centres were planned to be transferred to a government body to achieve sustainability and continuity of the project intervention. Specifically, while progress was made during the initial project implementation for handover to the intended operator of the Mobility Centres, namely the Ministry of Refugees and Accommodation (MRA), this handover did not happen immediately. However, this was subsequently achieved through an MoU signed between IOM and the MRA, on 30 December 2009, concerning cooperation on migrant information and consultation centres in Georgia. This MoU, subsequent EU funding, and inclusion of the portfolio of the Mobility Centres in MRA responsibilities under Georgia's Migration Strategy and Action Plan, have strengthened the Ministry's involvement and commitment. It is foreseen that the Ministry's ownership of the management of the Mobility Centres will gradually increase as IOM support for the operation decreases. A good indicator of the progress made in this process will be the allocation of a state budget for the operation of the Centres, which is expected to happen for the first time starting in the financial year 2015.</p> <p>The work of the Mobility Centres is closely aligned to the Action Plan for the Implementation of the Migration Strategy of Georgia for the years 2013–2014. At the same time, the projects that led to the creation and support of the centres in Georgia were part of a wider framework, including the country's Visa Liberalisation Action Plan and</p>

³⁶⁸ This refers to the Capacity Building, Information and Awareness Raising towards Promoting Orderly Migration in the Western Balkans and Regional Dialogue and Program on Facilitating Managed and Legal Migration Between Asia and the European Union (EU) projects.

	the Agenda of the Association Agreement with the EU. The goals and activities of the Mobility Centres are mirroring some of the priorities of the said cooperation instruments as well as the Mobility Partnership. ³⁶⁹
Cost-effectiveness	The operation of the Mobility Centres in all projects was part of a broader operational framework and it is difficult to specifically indicate the total budget of the pre-departure support measures. The institutionalization of the Mobility Centres was facilitated through a project financed by the Ministry of Foreign Affairs of Italy, with a total budget of EUR 317,838. ³⁷⁰ Of this, EUR 32,236 was allocated to build the capacity of the centres. Under the current EU-funded project, EUR 375,000 has been allocated for operational funds dedicated purely to reintegration assistance for returned migrants; whereas up to EUR 21,000 has been allocated to the component of information dissemination for potential migrants (outreach meetings and printing of brochures). In addition, up to EUR 586,000 is available to cover the costs of human resources and office premises to support implementation of both components of the Mobility Centres over a period of three years and four months (until July 2017).
Ownership	If there is a need for coordination with service providers in countries of destination, IOM Georgia contacts IOM missions in the respective countries for the purpose of collecting and/or vetting information. No other coordination mechanisms exist at this stage.
Effectiveness	The Mobility Centres do not necessarily work on linking pre-departure and post-arrival services. However, there is a dedicated unit working with returnees and offering assistance with individual reintegration assistance projects. ³⁷¹ There have been instances in which potential migrants

³⁶⁹ See the Joint Declaration on a Mobility Partnership between the European Union and Georgia, Articles 1, 3 and 4 of the "Mobility, legal migration, integration and asylum" section. Available from <http://goo.gl/vaWF5P> (accessed 6 October 2014).

³⁷⁰ *Stemming Illegal Migration in Armenia and Georgia and Enhancing Positive Effects from Legal Migration*. See <http://goo.gl/YgKaGi> (accessed 6 October 2014). The project was implemented by IOM and the budget information was retrieved from the Final Financial Report submitted to the donor on 7 October 2011.

³⁷¹ For more information see <http://informedmigration.ge/cms/en/Mobility-Centre>.

	<p>approaching the Mobility Centres for information on migration opportunities were referred to the Reintegration Assistance Unit of the same Mobility Centre as they had just returned from abroad and qualified as beneficiaries for that service.</p> <p>To provide accurate and up-to-date information, IOM relies primarily on official sources of information as posted on websites operated by state authorities, reliable NGOs and think-tank organizations. Where necessary, IOM follows up with IOM offices in countries of destination to collect additional information or corroborate existing information.</p> <p>Picard et al. (2009:135–136) found that the Mobility Centres had a considerable impact on the population in terms of access to reliable information, critical advice on the risks of illegal migration, the benefits of legal and labour migration and, to a certain extent, the availability of local employment opportunities as an alternative.</p> <p>There should be some caution in assessing the impact of these services, in particular because of the lack of specific and comprehensive monitoring and evaluation instruments. According to IOM Georgia, what can be safely said is that it has helped beneficiaries to evaluate better their options and to decide based on accurate information.³⁷² The operation of the Mobility Centres has also contributed to a greater awareness by Georgian state migration management bodies of the need for such services, which resulted in them being included in the national Migration Management Strategy.</p>
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³⁷² M. Hulst, IOM Georgia, via the data collection questionnaire.

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Chapter 6: Recommendations

This study has provided an overview of pre-departure integration support measures drawing on global evidence, but with a focus on the European Neighbourhood countries and the Western Balkans region. The global perspective examines practices from many parts of the world, from Mauritius to Micronesia, from South Caucasus to the Western Balkans, as well as from Asia and several African countries.

The recommendations proposed on the basis of research findings serve several purposes:

- to highlight the pre-departure elements and approaches that contribute to successful migrant integration in the countries of destination;
- to increase awareness of the potential challenges that might occur when designing and implementing pre-departure support measures; and
- to outline practical options that can be taken into account to overcome challenges, improve overall effectiveness, or simply diversify the range of services provided to support successful migrant integration.

These recommendations are primarily oriented towards service providers as evidence-based guidelines, but are also aimed at policymakers, especially those in charge of designing new integration programmes, as well as donors and researchers interested in further investigating the causal relationship between pre-departure support measures and successful integration. Importantly, the following proposals are based solely on the practices and literature reviewed for the purposes of this study and do not purport to be fully representative of practices in this rapidly evolving field. Finally, the recommendations below are based on the global review of practices; replicating lessons within a specific local context may require adaptation and fine-tuning.

Recommendations are organized into three groups: a) those that cross-cut all thematic areas considered for this study; b) by individual thematic category, namely pre-departure information and orientation, pre-departure migrant skills development, pre-departure job matching, and pre-departure recognition of skills and qualifications; and c) those concerning links between the pre- and post-arrival phases.

Cross-cutting recommendations

1. Pre-departure integration measures can only be effective if there are legal avenues open for migrants to use, and migrants are able to enter an environment that is conducive to integration.
2. Pre-departure integration support measures work better when established in a transparent legal, policy and institutional framework that defines aims and priorities, and contains a clear division of roles and responsibilities. This framework can also take into consideration potential challenges, and include a contingency plan in case the implementation of measures is jeopardized. Risk factors include the economic conditions in the country of destination, and so the cooperation framework needs to remain flexible in response to cyclical labour demand. The strength of the institutions involved in the framework (from both origin and destination countries) can also pose risks. Weak organizational capacity can hamper effective implementation of the cooperation framework. Not least, if such agreements raise costs for migrants or are deemed inefficient by employers at the pre-departure stage, migrants may ultimately choose to migrate through irregular channels.
3. Countries of destination and countries of origin should consider cooperating closely in the design and implementation of pre-departure support measures. Both countries of destination and origin may have clear, though often at times divergent, goals when it comes to organizing pre-departure measures (see Introduction to this report). However, cooperation is critical to ensure the overall protection of migrants and their rights, to optimize the benefits of organized migration, and to prevent brain drain and brain waste. Such initiatives can be embedded in the dialogue instruments of the EU's GAMM framework – such as the Mobility Partnerships – or through bilateral, government-to-government cooperation agreements.
4. Relevant actors both from countries of destination and origin should be engaged in the design, implementation and funding of pre-departure measures. The findings of this study revealed that public, private, non-profit sector, and employers' organizations, as well as trade unions, educational institutes, and international organizations are actively involved in delivering and/or funding such measures. However, it was also found that the involvement of multiple actors often could be organized in a more coordinated way, and with more avenues for collaboration, especially in terms of service providers from origin and destination

countries. In countries of origin, this study has documented instances where a multi-actor (that is, a variety of institutions) approach ensures wider outreach and provides more opportunities for migrants or potential migrants to participate in pre-departure support measures. A caveat must be mentioned here, namely that a multitude of actors requires increased management and resources for coordination.

5. Pre-departure support measures need to address the various stages of the pre-arrival process (whether a potential migrant is at the beginning of the decision making process, needs further support to make a decision, or is travel-ready) and should similarly address the needs of particular groups (such as family members, labour migrants or aspiring migrants). It is crucial to consider migrants' needs at the design phase so as to tailor services and objectives along these lines. The study identified instances where post-arrival evaluations showed that migrants were expecting additional pre-departure services from the provider.

6. Where possible, migrants can be actively involved in the implementation of pre-departure integration support measures. The views of current and returned migrants can provide useful guidance on the specific needs and expectations of pre-departure training, and their insights can not only add a high degree of credibility but serve to improve the orientation overall. A holistic approach will also consider family members who remain behind, as they may potentially become migrants under family reunification schemes.

7. Pre-departure integration support measures benefit from a built-in monitoring and evaluation mechanism that can assess both immediate and longer-term impacts including, if funding allows, through external evaluations. Likewise, it is worth ensuring that such a mechanism collects constant feedback from migrants that can stimulate continuous improvements in the quality and coherence of the measures. The Canadian Immigrant Integration Program and the Austrian Integration Fund conduct follow-up surveys with migrants at regular intervals after arrival to assess their integration progress and/or to extend further support.

8. Further efforts are needed to conduct credible impact assessments of pre-departure measures to determine their influence on migrant integration outcomes. Longitudinal studies following migrants' trajectories could be useful in this regard.

9. It is recommended that methods of service delivery and outreach to communities are combined and diversified, and with the involvement of relevant

institutions (see recommendation #4 above). The study found that measures that combine various types of support (see methodology chapter) are more conducive to facilitating integration. Furthermore, the effectiveness of messages – and the likelihood of their being understood, internalized, and acted upon – only increases with the number and variety of channels used to disseminate them. Addressing not only content, but also skills and attitudes, further serves to increase the effectiveness and impact of pre-departure orientation in general.

10. Where resources allow, a specialized institution could be set up offering a neutral space serving as a “one-stop-shop” for potential, current and returned migrants to acquire information, such as those provided by Migrant Resource Centres (MRCs). Such an institution would ensure the centralized availability of services addressing the varying needs of migrants, including information dissemination, skill development, and counselling and legal services. The study revealed that the working methods of MRCs can be especially helpful in conveying information to hard-to-reach groups living in remote areas. For example, using mobile units MRC staff can deliver outreach communication at community level, face-to-face.

Pre-departure integration support measures on information provision and orientation

11. Pre-departure integration programmes must ensure that migrants understand their rights and obligations, and that they have a clear understanding of the expectations of the receiving society. Having access to accurate information ensures that migration and integration decisions are made for the right reasons, taking into account all possible outcomes. Furthermore, information providers must make sure that migrants fully understand the implications of their status in the country of destination, as well as their rights to effective redress and recourse mechanisms, should they encounter rights violations.

12. Pre-departure orientation programmes should recognize that individual migrants need to be acknowledged in the context of family, community and society, and they should be guided by cultural and behavioural norms. Information on the adaptation process should be shared with the entire family, and should include coping mechanisms related to post-arrival culture shock and impart an understanding of the inevitable changes in family dynamics.

13. For effective information dissemination, pre-departure integration support measures need to acknowledge that aspiring migrants may need information long

before their actual migration – and in the different phases of the decision-making process. Furthermore, it is advisable to develop a communication plan to both publicize the pre-departure support measures and to reach out effectively to target groups. See for example the Regional Communications Plans for Service Providers in Countries of Origin of the GMS TRIANGLE project.³⁷³

14. To be effective, pre-departure integration support measures should make use of migrants' diverse learning styles and utilise a variety of information sources. To identify such preferences, surveys or ad-hoc needs assessments can provide relevant insights. The present study highlighted extensive evidence showing that migrants rely primarily on their own social networks (such as family or community groups) for information before they migrate. Regrettably, such information is often wrong or outdated. Therefore one of the aims of pre-departure support provision should be to address misinformation and dispel the myths which migrants are often keen to adopt.

15. Pre-departure integration support measures can provide a more comprehensive service when connected to institutions working directly with migrants in the countries of destination. There is a plethora of institutions in countries of destination that deliver information and orientation services in their respective countries to newly arrived migrants; these could, in turn, be tailored towards potential migrants in countries of origin. Although not always intentional, post-arrival online resources in countries of destination are often used by potential and travel-ready migrants in the countries of origin. In order to better utilize such resources, these institutions could adapt their services specifically to include the pre-departure stage and consider further partnering with service providers in countries of origin.

16. Cultural orientation programmes delivered within a refugee resettlement context can provide important insights and serve as models for programmes targeting various categories of migrants. To this end, future research could look into the similarities and differences between the variety of cultural orientation programmes designed for migrants and refugees respectively, and the lessons to be learned. The use of cross-cultural facilitators, information seminars with the host community, and impact assessments involving the participation of all stakeholders (through community consultations), are several practice examples of relevance to the present study.

³⁷³ Available from http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/genericdocument/wcms_228085.pdf (accessed 19 September 2014)

17. Cross-cultural trainers/mediators have been found to be successful in delivering pre-departure integration support measures involving information provision and orientation. These are individuals chosen because they share a similar cultural and linguistic background with the migrants. They have lived, worked and/or studied in the country of destination, and can make very effective trainers by creating a trusting and open atmosphere during pre-departure seminars or counselling sessions.

18. It is advisable to allocate sufficient time for pre-departure information sessions in order to effectively manage migrants' expectations. Findings from evaluations of pre-departure orientation seminars with resettling refugees indicate that such programmes have successfully fostered more realistic expectations, which in turn has led to more expedient and efficient use of integration services upon arrival. However, pre-departure orientation cannot be expected to address and successfully manage all migrants' expectations, nor can it completely prepare them for the changes ahead. It should be recognized that expectation management is a two-way street, which does not only involve the migrants, but must also take into account the receiving community. Orientation can facilitate the integration process to an appropriate extent (in terms of content and delivery methodology) for the receiving group if linked with clear post-arrival support. The pre-departure and post-arrival phases must be properly interconnected and coordinated (see recommendations below).

19. Pre-departure integration support measures that aim to provide information and/or offer orientation or counselling should identify clear target groups and adjust services according to migrants' various characteristics (such as age, migration type, gender, educational background, cultural and religious profiles, and so on).

20. In order to improve the effectiveness of pre-departure information and orientation services, it is recommended that information dissemination is further enhanced through the use of complementary online media channels with group and/or individual support.

21. Pre-arrival integration support measures that provide information to communities in countries of destination prior to the migrants' arrival can facilitate greater understanding of newly arriving residents and minimize potential integration challenges and social exclusion. This can be achieved through offering one-day community consultations, in the form of information seminars, designed

to give background information on the migrant group's country of origin and cultural background, as well as on any specific needs which could facilitate the work of receiving municipalities, schools, health care institutions and social service providers.

22. It is recommended that appropriate monitoring and evaluation mechanisms be developed even if the target groups of the pre-departure integration support measures are only *potential* migrants. To achieve this, one option might be to conduct follow-up impact assessments by way of phone calls and/or an e-mail survey. For travel-ready migrants, pre-departure service providers should also consider consulting the host community as a means of collecting feedback on the effectiveness of the pre-departure orientation. Although informally organized, these meetings also constitute an effective forum for information exchange, which allows the identification of key integration challenges through engaging with a variety of stakeholders, including the migrants themselves.

Pre-departure integration support measures: migrant skill development

23. In order to boost migrant integration into the labour market, pre-departure migrant skill development measures should seek to combine professional, language and soft skills.³⁷⁴ These skills are complementary and interconnected and together offer a competitive advantage that increases the prospects for employment and retention of foreign workers in the destination country.

24. Including soft skills in skill development measures increases migrants' potential as these skills (including interpersonal communication, cultural proficiency, and a willingness to be open-minded and flexible) help the migrant cope with the demands of his/her new life and can serve to improve work productivity and workplace communication with supervisors and colleagues.

25. Psychological costs, such as the pressure to integrate or the need to cope with personal and/or family problems, as well as the life changes associated with moving to a new country, can all contribute towards limiting the overall

³⁷⁴ Referring back to chapter 4.2, soft skills are the everyday skills beyond the technical expertise and knowledge required to perform a certain activity. These include critical thinking, interpersonal and communication skills, the ability to create networks and work in teams, problem solving, time management and communication, the ability to learn and adapt, coping and self-management skills. Professional skills refer, in this context, to the technical abilities and competences needed to perform a job.

effectiveness of training. A strong soft skills component in pre-departure training can reduce or even prevent such psychological impacts, regardless of the context. To illustrate, the Goethe Institute includes social and psychological support to assist migrants to better cope with personal issues and the life changes associated with moving to Germany. Tackling intercultural issues is addressed by the Institute at key stages in the integration process, and also forms part of its pre-departure language learning courses (see for example, the *Promotion of legal mobility of highly-qualified Tunisian experts'* project).

26. Regardless of the goals pursued in pre-departure skill development (achieving greater language proficiency or increasing coping mechanisms to deal with immediate needs upon arrival), migrants should be given the opportunity to regularly apply and practise what they have learned after the pre-departure training is finished and during their transition to the country of destination.

27. Combining support for individual and group learning with e-based solutions is an effective and efficient teaching approach to developing migrants' skills. Involving employers in the design of professional skill development can further improve its effectiveness (see for example the Sustainable Recruitment of Nursing staff from China project in Chapters 4.2 and 4.3). Linking training curricula, especially in languages, with equivalent curricula in the country of destination improves overall skill development and retention by ensuring a link between pre- and post-arrival phases (see for example the approach of Goethe Institute and Learning Unlimited to language teaching in Chapter 4.2).

28. With respect to methodology, learner-centred methods that take into account migrants' prior educational achievements and other needs, produce the best results. Trainers should involve the participants every step of the way, by promoting their ownership of the sessions and offering opportunities to experience the skills taught through role-plays, problem-solving activities, debates, games, simulation of workplace conditions and other participatory activities that require full involvement.

29. Pre-departure skills development training should be carefully planned to consider possible risk factors that could limit effective skill development. Financial costs – for attendance or for purchasing resources and materials – might deter migrants from attending. In addition, length, timing and duration of training should also be analysed, as these could contribute to limited attendance, especially if conflicting with other tasks. In such situations, it is advisable that pre-departure skill

development courses are offered at a variety of locations, at minimum charge, and tailored to the individual needs of the migrants, taking into account gender-specific needs (for example, by providing childcare facilities). Furthermore, employers or other beneficiaries of migrants' skills in the countries of destination can help cover costs, if existing, for attending such training.

Pre-departure integration support measures: job matching

30. Previous and current cooperation agreements between countries of destination and origin should be taken into consideration when designing pre-departure job matching measures. These windows of opportunity can be further explored through established partnerships and networks, proven methodologies, and so on.

31. Broad support to improve workplace readiness should be included in pre-departure job matching measures. Such measures may include job interview and CV writing skills that are specific to the host country, an understanding of cultural norms in the workplace, the level of formality required and employers' expectations.

32. Consideration should be given to including entrepreneurship components in the content of pre-departure job matching measures. The EU 2020 Entrepreneurship Action Plan and the Renewed Agenda for the Integration of Third-Country Nationals highlight the important role of migrant entrepreneurs, their creativity and capacity for innovation. The potential of migrant entrepreneurship has so far been neglected at the pre-departure stage. Pre-departure support measures could help to overcome specific and perceived barriers that often discourage migrants from becoming entrepreneurs. Such measures could include providing information about opportunities to access finance and support services in the destination country, developing business acumen, increasing language proficiency, and enhancing business management and marketing skills in general.

33. The experience of private recruitment agencies from countries of destination could be incorporated in the design of job-matching measures, as they often have first-hand access to employers. This can be achieved through establishing strategic partnerships (see the examples of Careflex within the framework of the *Sustainable Recruitment of Nursing staff from China* project,³⁷⁵ Randstad in Belgium, or Adecco as part of the International Labour Mobility programme in Italy).

³⁷⁵ See <http://www.careflex-recruiting.com/en/overseas-recruitment/china-project/china-project.html>

34. Where pre-departure job matching measures use online databases, service providers could seek ways of making greater use of existing tools in countries of destination and origin. Furthermore, service providers could try to include aspiring (or successful) labour migrants in international recruitment databases in countries of destination.

35. It is recommended that pre-departure job matching measures consider more tailored, individual approaches such as the use of bi-cultural recruiters as employed in a number of the practices reviewed (for example, the advisory services provided by GIZ to support the *Make it in Germany* welcome portal). Returned migrants could be considered for such a role, given their valuable experience and cultural competencies. Often they may require additional training, for example in public speaking and related skills. Note, however, that organizing the time for such training might pose challenges if candidates are already employed and hold steady jobs.

Pre-departure integration support measures: recognition of skills and qualifications

36. More frequent, targeted assistance for the recognition of foreign credentials could be given at the pre-departure stage. These measures can support skilled migrants' early labour market integration and better utilization of their skills. The study found that current pre-departure measures in this area tend to focus predominantly on information provision alone. Using online certified tools for the recognition of skills and qualifications during pre-departure support can significantly speed up the recognition process (see the case study on ENIC-NARIC Austria, Chapter 4.4, and the work of VETASSESS in Australia). Another option for utilization at the pre-departure stage is to identify and connect with existing support measures in destination countries that deal with recognition of internationally obtained skills and qualifications.

37. For efficient delivery of information, clarification of ambiguities, and extension of appropriate direct assistance, group services could be combined with individual case management. It could also be beneficial to employ cross-cultural advisors with an in-depth understanding of skills recognition systems in both origin and destination countries.

Links between pre-departure, transition and post-arrival phases

38. Bridging mechanisms between the various phases of information dissemination, including the pre-departure and post-arrival periods, should be fully addressed at the design stage. Pre-departure support measures can be ineffective if not supported by opportunities for practise and implementation during the transition phase and further further training upon arrival. These elements should be considered at the design stage and should be incorporated into the sustainability plan of any training measure.

39. Defining coordination mechanisms in cooperation agreements, which clearly specify roles and responsibilities, should be considered.

40. A case management approach could be considered to follow up on migrants' experiences post-arrival. Using phone and/or email, the objective would be to ascertain the outcomes of the assistance provided to migrants prior to departure, as well as to evaluate the service.

41. Pre-departure trainers can be involved in post-arrival course design and delivery, albeit with reasonable limitations. They can assist service providers in the destination country in understanding the circumstances migrants faced in their country of origin while also learning first-hand about post-arrival challenges. The reverse situation could also be envisaged, with service providers from the destination country visiting origin countries during the pre-departure phase. Where financial resources are limited, online tools can facilitate communication and coordination.

42. Pre-departure integration support measures could benefit from the use of e-solutions to enable migrants to expand and retain their newly acquired skills both in the transition phase and immediately after arrival. This should be taken into account in the design of measures, particularly where language skills are concerned.

43. Pre-migration integration support should consider using referral mechanisms, including through online communications, to connect migrants with advisors, counsellors, employers and other service providers in the country of destination. It is also recommended that such measures clearly outline migrants' next steps once the pre-departure phase is finished.

44. Preparing receiving communities and employers in the destination country is also an important part of ensuring a smooth transition for migrants and their successful integration.

Annex I: Inventory of practices

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
Austria	Multiple countries	Information provision and orientation	"Welcome to Austria"	Austrian Integration Fund	Information brochure and Welcome Pack available at every Welcome Desk of the Austrian Integration Fund and on the ÖIF-website. The brochure offers general information on living in Austria. Target group: new immigrants.	http://www.integrationsfonds.at/welcome
Austria	Multiple countries	Information provision and orientation	"Living and Working in Austria"	Federal Government of Austria	Detailed information on residence permits as well as general information on working and living in Austria.	http://www.migration.gv.at/en/
Austria	Turkey	Information provision and orientation	Integration from the beginning- pre-departure measures in Ankara	Federal Foreign and Integration Ministry of Austria	Integration representative at the Austrian Embassy in Ankara. Since 2013 an integration representative (along with an external contractor) conducts group meetings for future migrants on diverse topics such as Austria as a working place, the educational system or the values that govern society. Furthermore, (voluntary) individual interviews are conducted and special counseling sessions for students and women are planned. After the interview, appointments for a free counseling session at one of the Welcome Desks of the Austrian Integration Fund in 5 major Austrian cities are scheduled. The staff at the Welcome Desk is given the contact details to confirm the appointment and also receives information about the language knowledge, educational background etc. of the person to be counseled.	N/A
Austria	Multiple countries	Information provision and orientation	Berufsanerkennung in Österreich	Austrian Integration Fund and the Federal Minister for Europe, Integration and Foreign Affairs	The website provides information on where to get your professional credentials or degree recognized in Austria. With just a few clicks you will find the name and contact information for the responsible authority. The portal also contains helpful information and links concerning work, language and studying.	http://www.berufsanerkennung.at/en/
Belgium	Morocco, Turkey, Russia	Information provision and orientation	Migrating to Flanders	Flemish Authority Agency for Home Affairs	A starterskit for family migrants. The migrants receive it together with the visa for Belgium to prepare them for living in Flanders/Brussels. An introduction to the Dutch language is also available. The starterskit is accessible in 5 languages: Arabic, Turkish, Russian, French and English.	http://www.migreren.inburgering.be/

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
Canada	Mauritius	Information provision and orientation	preparatory seminar for labour migrants	IOM	In Canada, Doecker Industries Ltd. hires welders from Mauritius to work at their plant in Saskatchewan. The one-day IOM preparatory seminars communicate information about living conditions in Canada, the rights and duties of workers, the healthcare system and the banking system and the history of the company. Print materials are distributed during the orientation seminar.	http://goo.gl/sw3521
Czech Republic	Multiple countries	Information provision and orientation	"Next stop - the Czech Republic"	Slovo 21	Information campaign (information activities and film) in countries of origin - distribution goes through embassies. Countries of priority: Ukraine, Russian speaking countries, Mongolia and Vietnam. Link with post-arrival welcoming courses and information package.	http://www.mvcr.cz/mvcr/en/article/information-publications-for-foreigners.aspx
EU	Moldova	Information provision and orientation	Consolidation of Migration Management Capacities in Moldova (part of EU - Moldova Mobility Partnership)	Swedish Public Employment Service	Aim: to provide accurate information on legal migration procedures and opportunities. The programme includes an information website and phone services. It offers information about the risks of illegal migration and the possibilities of working and living legally in the EU. It also provides pre-departure trainings in order to match potential migrants' experience with international and national labour market demand. The Moldovan Diaspora is actively involved.	http://legal-in.eu/index.php
Finland	Multiple countries	Information provision and orientation	"Infopankki"	City of Helsinki	Information provision on life and work in Finland, legal procedures, and other fundamental details. Available languages include Finnish, Swedish, English, Russian, Estonian, French, Serbo-Croatian, Somali, Spanish, Turkish, Albanian, Chinese, Kurdish, Persian and Arabic.	http://www.infopankki.fi/en/frontpage
Finland	Multiple countries	Information provision and orientation	Life in Finland	Finnish Ministry of Interior, Ministry of Employment and the Economy	General information on life and work in Finland, legal procedures, etc.	www.lifeinfinland.fi
Finland	Multiple countries	Information provision and orientation	Public Service Info	Finnish State Treasury and Ministry of Finance	Single access point to public services in Finland: one address for citizens' services and a separate section for immigrants.	http://www.suomi.fi/suomifi/english/services_by_topic/migration/index.html

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
Finland	Multiple countries	Information provision and orientation	Working in Finland	Ministry of Employment and the Economy + EURES	Brochure containing the most important aspects of life and work in Finland, together with the most useful contact details.	http://www.mol.fi/mol/en/99_pdf/en/92_brochures/workinginfinland.pdf
Finland	Multiple countries	Information provision and orientation	Information on life in Finland	Ministry of Employment and Economy	Website providing detailed and specific information on work-related rules and the legal environment of working in Finland: taxation, social security, occupational safety and health, employment relationships, trade unions, salaries, permits, etc.	http://www.mol.fi/mol/en/02_working/05_foreigners/index.jsp
Finland	Multiple countries	Information provision and orientation	information on immigration procedures	The Finnish Immigration Service	Interactive website with information on legal procedures. E-services and hotline are available.	http://www.migri.fi/frontpage
Germany	Multiple countries	Information provision and orientation	Make it in Germany welcome portal	the Federal Ministry of Economics and Technology, the Federal Ministry of Labour and Social Affairs and the Federal Employment Agency.	Information website for skilled workers. Information on life and work in Germany, brochures are available.	http://www.make-it-in-germany.com/
Germany	Multiple countries	Information provision and orientation	Internet portal "jmd4you"	Jugendmigrationsdienste (Youth Migration Services; JMD) (Bundesministerium für Familie, Senioren, Frauen und Jugend)	Online advisory services. Counsellors provide answers to questions regarding life in Germany. Currently accessible in German and Turkish. The following languages will soon be available: English, Arabic, Serbian, Albanian and Russian.	https://www.jmd4you.de/
Germany	Multiple countries	Information provision and orientation	"Life and work in Germany" brochure	The Federal Employment Agency's (Bundesagentur für Arbeit - BA) International Placement Services (Zentrale Auslands- und Fachvermittlung - ZAV)	"Life and work in Germany" brochure including information on the required residence title, the obligation to obtain a work permit, legal bases as well as links for further reading and publications. Very detailed information on the legal environment and different procedures with regards to working in Germany as a third-country national.	http://www.arbeitsagentur.de/web/wcm/idc/groups/public/documents/webdatei/mdaw/mta0/~edisp/16019022dstbai425812.pdf

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
Germany	Multiple countries	Information provision and orientation	"Willkommen in Deutschland" - Welcome to Germany	Federal Office for Migration and Refugees (BAMF)	Information brochure available in 7 languages: German, Arab, English, French, Polish, Russian, and Turkish. It consists of 120 pages and provides information on everyday life in Germany. It also includes a collection of useful websites and counselling services.	http://www.bamf.de/SharedDocs/Anlagen/DE/Publikationen/Broschueren/willkommen-in-deutschland.html?nn=1362950
Hungary	Multiple countries	Information provision and orientation	Information on immigration procedures	Hungarian Office of Immigration and Nationality (OIN)	Information on legal procedures and an option to make appointment online. Available in Hungarian, English, and German.	http://www.bevandorlas.hu/jomla/index.php?lang=hu
Italy	Multiple countries	Information provision and orientation	cultural orientation modules for migrant workers in Italy	IOM	Some 4,000 migrants involved through over 350 courses. Complex courses consisting of information provision, cultural orientation, language training and psychosocial orientation. Psychosocial orientation: to develop a better understanding of how the psychic, cultural and social migratory dynamics are being perceived by migrants from different origins and backgrounds.	N/A
Italy	Multiple countries	Information provision and orientation	"Migrants Integration Portal"	Italian Ministry of Interior and Ministry of Labour and Social Policies	The Migrants Integration Portal, running with the support of the agency Italia Lavoro, aims to facilitate foreign nationals' access to all the services offered in the territory.	http://www.integrazione.migranti.gov.it/en/Pages/home.aspx
Japan	Europe	Information provision and orientation	Cultural orientation courses for European expatriates	Japan Consulting Office	Target group: future European expatriates and their spouses. Duration: 2-3 hours. Courses provide information on life and work in Japan. Basic Japanese language course is also available.	http://www.japanconsultingoffice.com/en_training_5.php
Malta	Multiple countries	Information provision and orientation	Brochure on life and work in Malta	Employment and Training Corporation (Public Employment Service)	General information on life and work in Malta and more detailed information on employment rules and procedures: brochure, FAQ on employment rules and procedures and hotline service are available.	http://etc.gov.mt/etc-portal/page/3/ELU-Guidelines.aspx ; http://etc.gov.mt/Resourses/file/EURES%20Living%20and%20Working%20in%20Malta%202010.pdf
Multiple countries	Albania	Information provision and orientation	"Giganti Webportal" / "Project Emigranti"	Faton Media	Online platform offering a database with information related to Albanians living abroad. It offers sections on 19 different countries, with information, guidelines, brochures and other materials which serve Albanians abroad. The goal of Emigranti is to provide integration and other services to newly arrived diaspora members but also to those who have been living abroad for a longer time.	http://www.giganti.com/http://www.giganti.com/emigranti/index.html

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
Multiple countries	Egypt	Information provision and orientation	The Integrated Migration Information System (IMIS)	IOM	Basic information about 21 destination countries (primarily EU Member States): entry, residence, integration, etc. Information provision and interactive features: e-mail, phone, and Skype contacts.	http://www.emigration.gov.eg/Misriat/MisriatCountries.aspx#
Multiple countries	Republic of Moldova	Information provision and orientation	"Supporting the implementation of the migration and development component of the EU-Moldova Mobility Partnership"	IOM	The service has been available since 2010. It offers comprehensive information and knowledge to migrants for the purpose of all the decisions taken by them to be well-informed and conscious, from the point of view of legal, social and economic issues. The website offers well-structured and first-hand information on emigration and immigration from/to Moldova, including regulations/laws, opportunities and risks, as well as a discussion forum.	http://migratie.md/en
Multiple countries	the Philippines	Information provision and orientation	mandatory pre-departure orientation	the Philippines: Overseas Workers Welfare Administration (OWWA) and the Commission on Filipinos Overseas (CFO)	Pre-departure orientation is mandatory for emigrants of the Philippines. For emigrants leaving the country to settle permanently abroad, the orientation is offered by CFO and for temporary workers, by OWWA. The orientation is a brief, two-hour seminar on settlement issues and concerns such as finding employment, rights and obligations of immigrants as well as policies and procedures on how to secure foreign citizenship. Children of emigrants who are aged 13 to 19 are required to attend a Peer Counseling Program to help facilitate their adjustment to a new environment. At the same time, Filipinos going abroad as fiancé(s)/spouses/partners of foreign nationals or former Filipinos must attend the Guidance and Counseling Program. They will be given information and advice on the realities of intermarriage and migration, rights and obligations overseas, available support networks for women in distress, cultural and social realities overseas, and other information which may help them make informed decisions about cross-cultural unions and settlement overseas.	http://www.cfo.gov.ph/index.php?option=com_content&view=article&id=1347:for-filipinos-leaving-the-country-with-an-immigrant-visa&catid=139:pre-departure-orientation-seminar&Itemid=917#Section

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
Norway	Multiple countries	Information provision and orientation	Norwegian Cultural Orientation Programme	IOM	The program has been available since 2003. Target group: quota refugees selected for resettlement. Cultural orientation courses are designed for four days. Two-day courses are additionally offered for children who are between 8 and 15 years old. It also prepares local authorities for the arrival of refugees.	http://www.iom.int/cms/en/sites/iom/home/what-we-do/resettlement-assistance/norwegian-cultural-orientation-programme.html
Poland	Armenia, Belarus, Ukraine	Information provision and orientation	Migrants' Rights in Action	IOM	Infolines and a website have been launched to be a source of reliable information on migrants' rights and obligations in Poland and to provide advice and referrals in case of abuse or violation of their rights. The website is available in Polish, English, French, Russian, Ukrainian, Armenian, Vietnamese and Chinese. Infolines in Armenia, Belarus, Poland and Ukraine have been established.	http://www.migrant.info.pl/
Portugal	Multiple countries	Information provision and orientation	Portal for migrants information	Portugal: Immigration and Border Service (SEF)	Information website on legal procedures and life in Portugal. Available in Portuguese only.	http://www.imigrante.pt/#0
Portugal	Multiple countries	Information provision and orientation	Contact Centre of SEF	Portugal: Immigration and Border Service (SEF)	Information on legal procedures and online option to make appointments. Available in English and Portuguese.	http://www.sef.pt/portal/v10/EN.aspx/marcacao/index.aspx
Sweden	Multiple countries	Information provision and orientation	Information on life and work in Sweden	Swedish Institute - government agency	Interactive website providing information on life and work in Sweden. Brochures can be downloaded. Online contact form is available.	http://work.sweden.se/
Sweden	Multiple countries	Information provision and orientation	Information on work and life in Sweden	Arbetsförmedlingen (Public Employment Service)	Interactive information website on work, taxation, language, and basics of Sweden	http://www.arbetsformedlingen.se/Globalmeny/Other-languages/Languages/English-engelska.html
Sweden	Thailand	Information provision and orientation	Ombudsman for berry-pickers	Polarica	As part of its corporate social responsibility, Polarica appointed an ombudsman for berry-pickers to ensure that Thai berry-pickers receive correct information before they travel to Sweden. The service is available to Thai berry-pickers that Polarica brings to Sweden, under their own management and under the management of subcontractors. Information is provided about the following: basic facts about Sweden, travel, costs, traffic regulations, berry picking, terms of employment, accommodation, and fundamental rights.	http://www.polarica.com/About-Polarica/Sorting-and-cleaning/

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
EU	Armenia	Job matching	ULISSES: Umbrella Information Support System for Employment Services	ICHD (International Center for Human Development) in cooperation with IOM	The Platform enables effective matching of labour demand in EU member states and labour supply in Armenia via facilitating credible information exchange between key actors in labour markets and substantially reducing transaction costs. The ULISSES targets both job-seekers interested in becoming circular labour migrant and moving to another country to work, and employers wishing to recruit from abroad. The vacancies available in the ULISSES Platform cover wide range of occupations, mainly temporary/seasonal opportunities. The services of the Platform are offered to job-seekers and companies free of charge.	https://platform.ulisses.am/eng/
Multiple countries	Mauritius	Job matching	Mauritius Circular Migration Database	IOM in partnership with the National Empowerment Foundation of Mauritius	an initiative aimed at determining the supply of interested workers in Mauritius for various positions and opportunities that may arise when foreign companies express interest in recruiting from the island + to match the labour supply in Mauritius with demand from foreign employers. It is designed as a permanent database which offers a pool of potential Mauritian employees with a variety of qualifications, skills, experiences and interests. The target group of this initiative is Mauritians, age 21 or older, who seek employment abroad and who already have certain work experience. The main functions of the MCMD are to register Mauritians who are interested in temporary employment abroad and to enable employers to make an online selection of candidates who best suit their desired profile.	http://www.smsjobs.mu/iom/
Multiple countries	Mauritius	Job matching	Mauritius Jobs	Ministry of Labour, Industrial Relations, Employment and Training in Mauritius, IOM, the EU and the Italian Ministry of Labour and Social Policy	A permanent and integrated job management system that offers not only a competitive pool of job-seekers with various skills and interests but also an up-to-date list of job openings from employers. It is an online tool designed to store information on Mauritian and Rodriguan candidates interested in job opportunities locally and overseas in order to match the local labour supply with demand of local and foreign employers. The system also provides the opportunity for Mauritians overseas to also apply and benefit from such opportunities.	https://www.mauritiusjobs.mu

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
Argentina, Canada, Chile, Ecuador, Spain, Panama, USA, Venezuela	Colombia	Migrant Resource Centre	Information and Support Center for Migrants in Colombia	General Confederation of Labour	The center was created with the goal of providing information to migrants seeking to learn about and protect their employment and social rights. Visitors to the centre can access publications and guides about the rights of migrants in the destination countries and can also receive assistance from the legal department of the General Confederation of Labour.	http://goo.gl/kTzW4b
EU	India	Migrant Resource Centre	Regional Dialogue and Program on Facilitating Managed and Legal Migration between Asia and the European Union	IOM and Ministry of Overseas Indian Affairs	The MRC has been established in Kochi, Kerala to work as a walk-in counselling centre and provide helpline for information dissemination and grievance redressal of the Overseas Indian Workers. The primary behind the establishment of MRC is to disseminate information on legal, organized and humane migration; risks involved in irregular migration and diversify the emigration base by informing intending emigrants about the various opportunities available in the member states of the European Union and the entry requirements for the same. Two more similar MRCs are also functional at Hyderabad (Andhra Pradesh) and Panchkula (Haryana).	http://moia.gov.in/service.s.aspx?ID1=325&id=m3&idp=92&mainid=73
Hungary	Serbia	Migrant Resource Centre	Vojvodina Information Point	Southern Great Plains Region Social Research Association - NGO	An information point is operational in Subotica, Serbia in order to support the pre-departure phase of integration. Available services: organizing language courses and information workshops and providing legal counselling and guidance for a tailor-made individual migration strategy. Services are free of charge.	http://vipsubotica.eu/
Italy	Moldova, Ukraine	Migrant Resource Centre	"Safe bridges for migrant workers"	Istituto Sindacale per la Cooperazione allo Sviluppo ISCOS-Cisl; Veneto Lavoro/Veneto Region, Italy; IAL Friuli Venezia Giulia, Italy; CSRM Moldovan Trade Union, Moldova; Federation of Trade	The initiative focuses on strengthening legal channels for labour migration from Ukraine and Moldova to Italy, and sees trade unions (in the countries of origin and destination) as direct protagonists in the governance of migration, in close relationship with institutional public authorities and private actors. The specific objective consisted of creating an innovative information and orientation system for actual and would-be migrant workers from Moldova and Ukraine wishing to work in Italy. The Info Points created in the countries of origin were	http://perc.ituc-csi.org/Safe-bridges-for-migrant-workers?lang=en

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
				Unions of Ukraine (FPU), Ukraine; Free Trade Union Confederation of Ukraine (KVPU)	extremely useful in providing information and guidelines to prevent irregular migration and work, mostly complementary to the activities of the Public Employment Services in the respective countries.	
Malaysia, Thailand	Myanmar, Viet Nam, Cambodia, Lao People's Democratic Republic	Migrant Resource Centre	GMS TRIANGLE: Tripartite Action to Protect and Promote the Rights of Migrant Workers within and from the Greater Mekong Subregion	Tripartite constituents in each country: government, workers' and employers' organizations	The project aims to reduce the exploitation of labour migrants by contributing to the development of legal and safe recruitment channels and improved labour protection mechanisms. The TRIANGLE project works to strengthen migrant recruitment and labour protection policies and practices that reflect the interests of tripartite constituents and gender-specific concerns. In countries of origin and destination, the GMS TRIANGLE project is supporting the provision of services, primarily through MRCs, in areas with a large migrant population. For MRCs in countries of origin, the GMS TRIANGLE project has developed and delivered training on an Operations Manual tailored to the specific needs of each country, following an adaptation and pilot testing period. - 1 July 2010 - 30 June 2015	http://www.ilo.org/asia/watwedo/projects/WCMS_304802/lang-en/index.htm
Multiple countries	Albania	Migrant Resource Centre	"Capacity-Building, Information and Awareness Raising towards Promoting Orderly Migration in the Western Balkans", "Migration for Development in the Western Balkans (MIDWEB)"	National Employment Service/ IOM	36 Migration Counters operating throughout Albania. The available services include: information provision (as part of pre-departure orientation counselling) on visa requirement, employment and living conditions in the EU and other main CoD, studying abroad opportunities, immigration programs, migrant rights and support, family reunification, recognition of qualification, support services for returning migrants, etc. In addition, Counters assist with CV writing and interviewing skills for labour migrants. Training sessions are also organized on a needs basis.	http://www.migrantcentres.org/
Multiple countries	Bosnia & Herzegovina	Migrant Resource Centre	"Capacity-Building, Information and Awareness Raising towards Promoting Orderly Migration in the Western	National Employment Service/ IOM	4 MSCs operating in Bosnia and Herzegovina. The available services include: Information provision (as part of pre-departure orientation counselling) on visa requirement, employment and living conditions in the EU and other main CoD, studying abroad opportunities,	http://www.migrantcentres.org/

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			Balkans", "Migration for Development in the Western Balkans (MIDWEB)"		Immigration programmes, migrant rights and support, family reunification, recognition of qualification, support services for returning migrants, etc. In addition, MSCs assist with CV writing and interviewing skills for labour migrants. Training sessions are also organised on a needs basis.	
Multiple countries	Croatia	Migrant Resource Centre	"Capacity-Building, Information and Awareness Raising towards Promoting Orderly Migration in the Western Balkans"	Supported by IOM, managed by and located in the Counselling Centre of the Croatian Employment Service, Zagreb.	Information provision (as part of pre-departure orientation counselling) on visa requirement, employment and living conditions in the EU and other main CoD, studying abroad opportunities, Immigration programs, migrant rights and support, family reunification, recognition of qualification. Currently incorporated into Croatia's EURES service.	http://www.migrantservicecentres.org/
Multiple countries	The former Yugoslav Republic of Macedonia	Migrant Resource Centre	"Capacity-Building, Information and Awareness Raising towards Promoting Orderly Migration in the Western Balkans", "Migration for Development in the Western Balkans (MIDWEB)"	National Employment Service, IOM	The available services in the four MSCs include: information provision (as part of pre-departure orientation counselling) on visa requirement, employment and living conditions in the EU and other main countries of destination, studying abroad opportunities, immigration programmes, migrant rights and support, family reunification, recognition of qualification, support services for returning migrants, etc. In addition, MSCs assist with CV writing and interviewing skills for labour migrants. Training sessions are also organised on a needs basis.	http://www.migrantservicecentres.org/
Multiple countries	Georgia	Migrant Resource Centre	Reinforcing the Capacities of the Government of Georgia in Border and Migration Management	National Employment Service, IOM	Migrant Resource Centre services are available in four offices in Georgia. They offer citizens of Georgia up-to-date, practical information on migration processes. Individuals, who plan to travel abroad for various purposes, receive information on legal migration channels, employment opportunities abroad, migrants rights and threats that accompany irregular migration. The centres offer telephone, individual and online consultations. Post-arrival reintegration assistance is also available for citizens of Georgia who previously migrated abroad and returned to their country of origin (2013-2017)	http://www.informedmigration.ge/index.php?home&id=1

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Multiple countries	Kosovo UNSCR 1244	Migrant Resource Centre	"Capacity-Building, Information and Awareness Raising towards Promoting Orderly Migration in the Western Balkans", "Migration for Development in the Western Balkans (MIDWEB)"	National Employment Service, IOM	7 MSCs operating in Kosovo UNSCR 1244. The available services include: information provision (as part of pre-departure orientation counselling) on visa requirement, employment and living conditions in the EU and other main countries of destination, studying abroad opportunities, immigration programmes, migrant rights and support, family reunification, recognition of qualification, support services for returning migrants, etc. In addition, MSCs assist with CV writing and interviewing skills for labour migrants. Training sessions are also organised on a needs basis.	http://www.migrantresourcescentres.org/
Multiple countries	Montenegro	Migrant Resource Centre	"Capacity-Building, Information and Awareness Raising towards Promoting Orderly Migration in the Western Balkans", "Migration for Development in the Western Balkans (MIDWEB)"	National Employment Service, IOM	4 MSCs operating in Montenegro. The available services include: information provision (as part of pre-departure orientation counselling) on visa requirement, employment and living conditions in the EU and other main countries of destination, studying abroad opportunities, Immigration programs, migrant rights and support, family reunification, recognition of qualification, support services for returning migrants, etc. In addition, MSCs assist with CV writing and interviewing skills for labour migrants. Training sessions are also organized on a needs basis.	http://www.migrantresourcescentres.org/
Multiple countries	Serbia	Migrant Resource Centre	"Capacity-Building, Information and Awareness Raising towards Promoting Orderly Migration in the Western Balkans", "Migration for Development in the Western Balkans (MIDWEB)"	National Employment Service, IOM	7 MSCs currently operating in Serbia. The available services include: information provision (as part of pre-departure orientation counselling) on visa requirement, employment and living conditions in the EU and other main countries of destination, studying abroad opportunities, immigration programs, migrant rights and support, family reunification, recognition of qualification, support services for returning migrants, etc. In addition, MSCs assist with CV writing and interviewing skills for labour migrants. Training sessions are also organised on a needs basis.	http://www.migrantresourcescentres.org/

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Multiple countries	Armenia, Azerbaijan, Georgia	Migrant Resource Centre	Informed Migration – An Integrated Approach to Promoting Legal Migration through National Capacity-Building and Inter-Regional Dialogue between the South Caucasus and the EU	IOM	The project sought to establish Migration Resource Centres as a basis for outreach, institutional sustainability and information dissemination to promote legal migration; to disseminate objective information on foreign and domestic employment, conditions abroad, and legal counsel to target groups; to enable the Migration Resource Centres and local capacity to conduct baseline and follow-up surveys and studies on regular and irregular migratory flows and reintegration. Ultimately, it sought to enhance labour administration skills of public and private sector authorities in placing and marketing workers nationally and abroad, preventing recruitment abuse and providing services to vulnerable migrants.	http://www.migrantservicecentres.org/
Multiple countries	Viet Nam	Migrant Resource Centre	Promoting Safe Migration through the Creation of a Pilot Office for Assistance to Overseas Workers	IOM in cooperation with the Department of Overseas Labour (DOLAB) of the Viet Nam's Ministry of Labour, Invalids and Social Affairs	The Office for Assistance to Overseas Workers (MRC), located in the premises of DOLAB, provides integrated migrant support services and relevant information to potential, actual and returning migrants. The actual services include: information and individualized counseling, pre-departure courses, short-term training programmes, and psychosocial and legal assistance. MRC services are tailored to meet the specific needs of labour migrants. For those abroad or living outside Hanoi, these services are also available online and through a dedicated website.	http://www.migrantservicecentres.org/
Multiple countries	Egypt	Migrant Resource Centre	Capacity-building of governmental and non-governmental agencies to manage emigration in Egypt	European Perspective development and education center, Greek Employment and Manpower Organisation (OAED), the Organisation for Vocational Education and Training (OEEK); Social Fund for Development (SFD), Egypt, and the Ministry of Manpower and Migration – Migration and Labour Force Sector, Egypt.	The main goal of the project was to improve the conditions for the would-be migrants and to prevent irregular migration. To this end, one of the main deliverables of the project was the establishment and functioning of six advice centres or Emigration Information Bureaux.	http://www.migrantservicecentres.org/

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Multiple countries	the Philippines	Migrant Resource Centre	Local One-stop Shop Migration Resource Centres	Atikha Overseas Workers and Communities Initiative, IOM, provincial and district authorities in the Philippines	In nine provinces of the Philippines, a total of 17 One Stop-Shop Migration Resource Centers have been established or are in the process of being set up. Four of these have been established with the support of the MDG-Achievement Fund (MDG-F) and the IOM. These Migration Resource Centers are owned by the local government, which also bear the running costs. Migration Resource Centers are being established both at the provincial and the municipal level.	http://www.migration4development.org/content/local-one-stop-shop-migration-resource-centers
Multiple countries	India	Migrant Resource Centre	Overseas Workers Resource Center	Ministry of Overseas Indian Affairs	The MRC is based in New Delhi and provides various emigration-related information both as a walk-in counselling center and online. Currently, the MRC is also operating a non-stop helpline to provide need-based information to emigrants and their families through a toll-free number. The complaints or grievances received on the helpline are promptly attended to, and feedback is provided to the complainant. The Centre in New Delhi is also functioning as a hub of information for the other MRCs in the country.	http://www.owrc.in/
Multiple countries	Nepal	Migrant Resource Centre	Migrant Services Centre	The Ministry of Labour and Employment of Nepal with the support of IOM	The Centre was set up in Kathmandu in order to provide correct and reliable information on overseas migration and destination countries to potential labour migrants. The available services include mandatory pre-departure training to migrants, literacy training to families of migrants and entrepreneurship training to returnees.	http://www.migration4development.org/content/migrant-resource-centers-nepal
Multiple countries	Sri Lanka	Migrant Resource Centre	Migrant Services Centre	National Workers Congress / ACFFTU, Sri Lanka.	The MRC offers free pre-departure training and awareness building for migrants leaving the country. The Centre also assists returning migrants in their reintegration within the community. Furthermore, they encourage savings and self-employment programmes for migrant workers and work closely with banks, other trade unions, NGO's groups and CBO's, INGOs. Additionally, the MRC organises training programmes for migrant activists, leaders and families of migrant workers.	http://www.eureka.lk/migrant/

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Multiple countries	Tajikistan	Migrant Resource Centre	Information and Resource Centre for Labour Migrants	IOM	The MRC was established in Dushanbe in January 2004. It provides labour migrants and potential labour migrants with legal information about travels, border crossing, customs check, housing, registration, work permit, employment agencies, travel and employment risks including human trafficking, information about access to medical service, medical insurance, taxation, remittance and about administrative punishment of violations of arrival orders. Additionally, the MRC has also conducted counselling work in regions aiming at providing counselling to vulnerable groups and disseminating information materials throughout the country. Five mobile hotlines were also established in five regions of Tajikistan to further enhance the availability of information and reach more people.	http://www.iom.tj/about_irclm.html
Multiple countries	Bangladesh	Migrant Resource Centre	Regional Dialogue and Program on Facilitating Managed and Legal Migration between Asia and the European Union	IOM in cooperation with the Government of Bangladesh.	The first MRC was set up in 2008 in the capital of Bangladesh and from 2010 to early 2011 similar centres were opened in seven other key migrant-sending districts. The main goal is to assist potential migrant workers with valuable information on safe migration and educate them on step-by-step procedures to regular migration. The MRCs also cross-check employment contracts, visa papers and other important documents of migrant workers to further ensure safe migration.	http://www.colomboproecess.org/Follow_up_Action_s_Migrant_Resource_Centers-5a-18.html
Portugal	Multiple countries	Migrant Resource Centre	Centro Nacional de Apoio ao Imigrante (CNAI)/ACIDI	the Government of Portugal	One stop shop model for reception and integration. Main office in Lisbon; other offices in Porto and Faro, as well as 85 local centres which provide information and referral to the national centres. Dialogue with country-of-origin authorities. Provision of a telephone helpline. Services include: support for recognition of qualifications; employment support office providing training information and micro-credit for entrepreneurship development; access to free legal counselling; public services relevant for administrative/legal admission procedures; the promotion of immigrant associations.	http://www.acidi.gov.pt/institucional_book.pdf ; http://www.oss.inti.acidi.gov.pt/

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Portugal, Spain	Cape Verde	Migrant Resource Centre	Centre for Migrant Support in the Origin Country (CAMPO)	IPAD (Portuguese Institute for Development Assistance) with partners; in Portugal: IOM; the High Commission for Immigration and Intercultural Dialogue- ACIDI; in Spain: the Spanish Agency for Cooperation and International Development – AECID; and in Cape Verde: Institute of Communities- IC and the Employment and Vocational Training Institute- IEF.	Pre-departure orientation for potential Cape-Verdean migrants, as part of EU-Cape Verde Mobility Partnership. Pre-departure orientation including analysis of economic and social conditions of potential migrants in the country of origin. Information about opportunities in Cape Verde, such as training or even self-employment creation and investment. Information for visa recipients including on rights and obligations as immigrants: legal aspects of stay, social assistance, access to health care, vocational training opportunities, taxes, bank accounts, housing, transportation etc.	http://www.campo.com.cv/http://www.africa-eu-partnership.org/success-stories/campo-better-circulation-skills-between-cape-verde-and-eu
Slovakia	Multiple countries	Migrant Resource Centre	Migrant Information Centre (MIC)	IOM	Main office in Bratislava and another office in Košice. Hotline service is available. Available services include: provision of grants, referral and support for employment-related training; support for re-qualification; training on project development and financial literacy; access to free legal counselling; and free of charge language courses.	http://mic.iom.sk/en/home.html
USA	Federated States of Micronesia	Migrant Resource Centre	Migrant Resource Centre	IOM in cooperation with the Government	The first MRC in the Pacific Region was established in 2013. In 2014, the program received funding support from the Congress of the Federated States of Micronesia to support the continuation of the Pohnpei operation and for the establishment of a new MRC in Chuuk. The available services include: pre-departure orientation training for living in the United States, anti-human trafficking awareness raising, and assist stranded migrants. Non-stop hotline is also available.	http://www.mrcmicronesia.org/
Germany	Multiple countries	Migrant skill development	language training	Goethe Institut (158 Goethe Institutes in 93 countries)	The Goethe Institut runs various language courses on an international basis. All culminate in exams which are recognised worldwide. The institutes also organise individual and specialist courses which are geared towards specific topics and requirements.	http://www.goethe.de/en/index.htm

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Germany	Tunisia	Migrant skill development	Promotion of legal mobility of highly skilled labour from Tunisia.	GIZ (German Agency for International Cooperation). Commissioned by: German Federal Foreign Office (AA); Lead executing agency: International Placement Service (ZAV) of the German Federal Employment Agency	Target group: young engineers. Training programme: language, intercultural and professional skills development. Following a two-month training phase in Tunis, the participants will travel to Germany to undertake a three-month training. Participants will then receive a scholarship for a six-month work assignment at a German company, enabling them to gain relevant work experience. 2012-2013	http://www.giz.de/en/worlwide/19727.html ; http://www.giz.de/en/downloads/giz2012-fr-legale-mobilitaet-fachkraefte-tunesien.pdf
Germany	Vietnam	Migrant skill development	Training nurses from Viet Nam to become geriatric nurses in Germany	GIZ (German Agency for International Cooperation). Commissioned by: German Federal Ministry of Economics and Technology (BMWi); Lead executing agency: Ministry of Labour, Invalids and Social Affairs (MoLISA)	Intensive German course, with general language training and a four-week unit on nursing-specific language. The best graduates, 100 in all, will depart for Germany. After arrival to Germany, two-year training course with intensive support: integration programme and language courses parallel to work, 2012-2016.	http://www.giz.de/en/worlwide/18715.html
Germany	China	Migrant skill development	Sustainable Recruitment of Nursing staff from China	International Placement Service (ZAV) of the German Federal Employment Agency; Confederation of German Employers Organisation (BDA); China International Contractions Organisation, Employers Organisation Nursing, CareFlex Recruiting Experts	Training programme: language, intercultural and professional skills development. Until the end of 2014, 150 nursing staff from China will have received 8-month intercultural training and language training in China. The trained nursing staff (bachelor and one year internship in nursing required) will then work in German in-patient nursing homes.	http://www.careflex-recruiting.com/cms/upload/Projekt_China/Projektzusammenfassung_China.pdf
The Netherlands	Multiple countries	Migrant skill development	"To the Netherlands"	Commissioned by: Ministry of the Interior and Kingdom Relations Executing agency: Uitgeverij Boom publishing house	Information website and self-learning package to take the Basic Civic Integration Examination Abroad. It includes study material to be able to speak, understand and read Dutch at the required level. The pack is available in 18 languages.	http://www.naarnederland.nl/en/

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The Netherlands	Multiple countries	Migrant skill development	Preparation for civic integration test	Agens is a private company within the sector of training and education; Agens has been offering integration programs since mid-2005.	Individual coaching for the Basic Civic Integration Examination Abroad. The contact between the candidates and the teachers takes place over the internet, Skype or Virtual classroom, by phone or, if necessary, by post.	http://www.linguaagens.nl/en/
The United Kingdom	Bangladesh	Migrant skill development	Teaching and Learning English (TaLE)	Learning Unlimited in partnership with UKBET (UK Bangladesh Education Trust), St Giles Educational Trust and Greenwich Community College	Implemented between 1 September 2012 – 30 June 2014 in Sylhet, Bangladesh in partnership with UKBET. TaLE offered ESOL courses to support local women, who are planning to settle in the UK, in developing their skills and confidence in English to support their active participation in life in the UK. The project also provided teacher training and capacity-building support for English teachers and ESOL providers in and around Sylhet, specifically those engaging women preparing to migrate to the UK.	http://www.learningunlimited.co/projects/tale
The United Kingdom	Bangladesh	Migrant skill development	Welcome to the UK (WUK)	Learning Unlimited in partnership with Blackfriars Settlement, the British Council, the Institute of Education, Southwark Council and UKBET (the UK Bangladesh Education Trust).	The project had 2 main strands of activity: Welcome to the UK and Preparing for life in the UK. Welcome to the UK was a multi-strand programme working with partners in the UK to support the successful integration of third-country national women. This programme includes a range of free courses, training programmes and materials, toolkits. Preparing for life in the UK (PLUK) was delivered in Sylhet, Bangladesh in partnership with UKBET. It aims to support women who are planning to settle in the UK to prepare for migration and successful integration in the UK through a bi-lingual topic-based workshop programme. PLUK workshops were run by locally trained and supported secondary school teachers of English and bi-lingual UK volunteers.	http://www.learningunlimited.co/projects/previous-projects/wttuk
Australia	Multiple countries	Mixed	resettlement program	IOM	The target groups are refugees and other immigrants who have been granted a permit for stay in Australia on humanitarian grounds. The program is offered by IOM in over 18 countries. As and when required, the courses last three to five days.	https://www.dss.gov.au/our-responsibilities/settlement-and-multicultural-affairs/programs-policy/a-multicultural-australia/the-australian-cultural-orientation-ausco-programme

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Australia	Multiple countries	Mixed	Skills assessment services	VETASSESS	VETASSESS serves in over 20 countries and its key activity is skills assessments of more than 300 general professional occupations. Furthermore, VETASSESS can conduct basic vocational training in order to fill any skills gap in the electrical trades. They also have a significant role in document verification, being the first service provider outside of China to be authorized by the Chinese Ministry of Education to verify Chinese education qualifications.	http://www.vetassess.com.au/
Austria	Multiple countries	Mixed	"Mein Sprachportal" language portal	Austrian Integration Fund	Internet based language portal, available in several languages, offering targeted and comprehensive information about German language course providers, test dates, and opportunities to learn the German language on your own. The website offers a telephone hotline as well as an online instructor to support German language acquisition.	http://sprachportal.integrationsfonds.at/?L=1
Canada	The Republic of Korea and Taiwan Province of China	Mixed	Active Engagement and Integration Project (AEIP)	S.U.C.C.E.S.S	The initiative targets all immigrant categories except refugees. Settlement services are provided through group orientation sessions, workshops and individual counselling to address a variety of needs. This includes resolving pre-departure concerns, acquiring information about the community and/or labour market, improving cross-cultural communication skills and adapting to a new mindset for integration into the Canadian community. AEIP also provides referrals to services offered at their destination linked to language needs, skills upgrading and training, and credential assessment and recognition. To ensure a smooth transition between pre-arrival and in-Canada services, AEIP uses a case-management approach and maintains regular contact with clients and service providers by phone, and/or email.	http://www.aeip.succesb.c.ca/
Canada	Multiple countries	Mixed	Canadian Orientation Abroad (COA)	IOM	COA provides pre-departure information and orientation to Refugees, Immigrants and Live-in Caregivers to help them adapt to life in Canada. Since the inception of COA in November 1998 up to December 2013, 172,175 visa-ready	http://www.iom.int/cms/coa/about-coa

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					participants have attended a pre-departure orientation session. Participation in COA sessions is voluntary and free of charge. Sessions to refugees generally take place over three days, while sessions to immigrants are one day. Beside 15 permanent COA centres in South East and Central Asia, Africa, South America and the Middle East, IOM maintains mobile COA teams which can be deployed as and when required.	
Canada	Multiple countries	Mixed	Canadian Immigrant Integration Program (CIIP)	Colleges and Institutes Canada	CIIP provides free pre-departure orientation to Federal Skilled Workers, Provincial Nominees, their spouses and adult dependents, while they are still overseas during the final stages of the immigration process. CIIP helps immigrants prepare for economic success by providing information, planning and online support through partners in Canada. CIIP services are currently available in a number of cities across China, India, Philippines and the United Kingdom. There are also a number of additional service locations including Bahrain, Bangladesh, Bhutan, Finland, Indonesia, Ireland, Japan, Kuwait, Malaysia, Nepal, Norway, Oman, Qatar, Saudi Arabia, Singapore, Sri Lanka, Sweden, United Arab Emirates, and Yemen. During the one-day group orientation workshop, migrants are informed about: job prospects; job readiness; job search; job retention. Beyond the one-and-a-half days of orientation and planning, clients get access to the on-line tools, including: web-based project tools, preliminary online equivalency of credentials; sector-specific online presentations; sector-specific assessment and credentialing tools; live online employer workshops; live online mentoring; facilitated online job preparation workshops linked to an online job matching service.	http://www.iom.int/cms/coa/about-coa
Canada	Multiple countries	Mixed	Immigration Portal of Québec	Government of Québec	The website offers a complex pre-departure package containing a guide to successful integration (information on life in Québec), personalized action plan, online integration service, online appointment scheduling services and an online job-search platform.	http://www.immigration-quebec.gouv.qc.ca/en/im/migrate-settle/permanent-workers/preparing-departure/index.html

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Canada	Colombia, Georgia, Honduras, El Salvador, Mauritius	Mixed	Recruitment facilitation for Maple Leaf Foods	IOM, Maple Leaf Foods (the largest food processing company in Canada) and respective governments	These are recruitment facilitation projects with a strong pre-departure orientation component under circulation migration programmes. The company recruits low and semi-skilled labour for its operations in Alberta and Manitoba. Workers are initially on two-year contracts but there is an opportunity to apply for permanent residency if certain criteria are met. While IOM facilitates the process and delivers the pre-departure orientation, Maple Leaf is actively involved in the selection of workers and in their post-arrival integration.	N/A
Denmark	Multiple countries	Mixed	Work In Denmark portal	Government of Denmark	A comprehensive portal on international recruitment to Denmark. Important information for job seekers and employers relating to the recruitment and hiring process and residing in Denmark. As an employer you can create job vacancies and search for foreign manpower in the CV-database. If you are a jobseeker from abroad you can search for jobs in the job database and upload your CV. Available in English, German and Polish. A hotline and a dedicated Polish hotline are available.	https://www.workindenmark.dk/
Finland	Multiple countries	Mixed	Cultural Orientation for Finland Bound Refugees	IOM	This service has been available since 2002. Target group: quota refugees who were selected for resettlement. FINCO courses are addressed to all the persons above 15 years of age and last three days, as a rule. It also prepares local authorities for the arrival of refugees.	http://www.iom.fi/index.php?option=com_content&view=article&id=72&Itemid=151
Finland	Bulgaria, Lithuania, Poland, Romania	Mixed	MATTO Project - Work in Western Finland project	the Centre for Economic Development, Transport and the Environment Satakunta (regional authority of Ministry of Employment and the Economy in Pori, Finland)	MATTO aimed at promoting intra-EU mobility. The project includes the recruitment of nurses and seasonal workers, language training for nurses and physicians in the country of origin, a foreign nurse's guide to Finnish working life. Additionally, it offers Finnish language courses, interpreter services, information about free time activities and gives help with daily issues such as permits of residence, accommodation, taxation, social security system, working contracts etc. MATTO creates training systems for people coming to work in Finland, and for	http://www.workfinland.fi/en/project/about.html

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					employers recruiting or planning to recruit employees abroad. Furthermore, the support structure develops instruments for passing on information about the Finnish labour market and Finnish working life.	
Germany	Bosnia and Herzegovina, Philippines, Serbia	Mixed	Triple Win	International Placement Services (ZAV) of the Federal Employment Agency (BA) + Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) + Centre for International Migration and Development (CIM) Executing agency: Employment agencies in the partner countries	Promotion of language skills and professional preparation for recruited nurses. Prior to departure, the nurses undergo language and nursing-related training to prepare for their work and their life in Germany.	http://www.giz.de/en/workingwithgiz/11666.html
Germany	India, Indonesia, Vietnam	Mixed	Advisory services to support the Make it in Germany welcome portal, 2012-2013	GIZ (German Agency for International Cooperation). Commissioned by: German Federal Ministry of Economics and Technology (BMWi); Lead executing agency: Ministry of Overseas Indian Affairs	Counselling service in relation to recruitment and labour market information. In each country, two advisers provide information individually to skilled experts who are interested in migrating, and they accompany the process of professional recruitment, from initial information events to the preparations for departure. The advisers originate from the respective countries but have previously spent time studying or working in Germany.	http://www.giz.de/en/worldwide/14154.html http://www.make-it-in-germany.in/
Germany	Multiple countries	Mixed	"My Part to Germany"	Goethe Institut	Interactive website on language learning and cultural orientation. The website, My Path to Germany, aims at improving and consolidating the language and orientation skills acquired during the pre-integration process. Furthermore, the learners will develop a range of other skills that are essential in everyday life in Germany, such as how to use various types of media, along with the basic knowledge of Germany that will ease their initial transition into their new lives.	http://www.goethe.de/Irn/prj/wnd/enindex.htm

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Greece	Moldova	Mixed	Facilitating the social integration of potential migrants from Moldova in Greece	IOM in partnership with the Governments of Greece and Moldova	This was a pre-departure educational programme addressing potential migrants with a view to provide them with basic Greek language skills, as well as information on Greek institutions, society and labour market. The education consisted of four thematic units and took place in Moldova, in the Romanian language. Total 104 participants attended the educational programme during the period of August 2009 and December 2009.	http://scoreboard.mfa.gov.md/project/view/195
Italy	Egypt	Mixed	The Integrated Migration Information System (IMIS)	IOM and the Egyptian Ministry of Manpower and Emigration (MoME)	A website which connects employers abroad with Egyptian job seekers, and a databank (Misriat) which provides Egyptians with information on the main countries of destination. Egyptian job seekers can upload their CVs to the database and employers abroad can register with the system to view Egyptian worker profiles and find a candidate that meets their employment needs. After identifying a candidate, the employer contacts the Ministry of Manpower which validates the job seekers profile and makes the final decision on whether the job seeker can be employed.	http://www.emigration.gov.eg/AboutUs/AboutIMISProject.aspx
Italy	Ghana	Mixed	Labour Migration Project for West Africa (LAMIWA)	IOM	Purpose: to facilitate circular migration between Italy and Ghana. Selected Ghanaian workers in the agricultural sector received pre-departure counselling, including information on contract and working conditions as well as return and reintegration assistance in Ghana upon completion of the contract of 3 months (2011)	N/A
Italy	Morocco	Mixed	"E-BOSLA"	IOM together with its Italian partners (trade unions)	Pre-departure language (40 hours) and cultural (20 hours) orientation courses for migrants waiting for family reunification from Morocco to Italy. Target: 300 Moroccan citizens of the Chaouia-Ouadiga region. An e-learning platform is available to provide additional support (2012-2013)	www.italy.iom.int
Italy	Multiple countries	Mixed	International Labour Mobility programme 2012/2013	Italian Ministry of Labour + IOM	15 countries were involved: Albania, Republic of Moldova, Ukraine, Egypt, Morocco, Tunisia, Ghana, Bangladesh, China, Philippines, India, Pakistan, Sri Lanka, Ecuador, and Peru. Coordination Offices were established within	N/A

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					local Italian Embassies with a view to promote the liaison with local public and private institutions in the fields of migration workers selection, vocational training and cultural orientation.	
Italy	Multiple countries	Mixed	cultural orientation and vocational training	commissioned by the Italian Ministry of Labour, multiple providers	Some 30 training projects have been selected with regards to the following countries: Republic of Moldova, Albania, Morocco, Sri Lanka, Egypt, Ukraine, India, Peru, and Ecuador. Trainings consist of cultural orientation and vocational training.	N/A
Italy	Tunisia	Mixed	"Coordinating the systems for a shared management of migration"	Italian Ministry of Labour in partnership with the Tunisian Ministry of Labour and Professional Integration of Youth, and IOM	The project entailed the recruitment and professional and language training of Tunisian workers for placement in Italy. Training was provided to more than 100 Tunisians willing to migrate to Italy.	http://www.lavoro.gov.it/AreaSociale/Immigrazione/progetti/Pages/Programma%20AENEAS_Progetto_Tunisia_FRA.aspx
Multiple countries	the Philippines	Mixed	Systematic recruitment network	The Philippine Overseas Employment Administration (POEA)	The recruitment of Filipino workers is done through a systematic recruitment network where foreign principals must place their manpower requirements through POEA-licensed private employment and recruitment agencies. These licensed employment agencies ensure that only Filipino workers qualified and medically-fit are deployed. Hence, Filipino workers are medically examined by government-accredited medical clinics or hospitals and trade-tested or trained by training centers authorized by the government.	http://www.poea.gov.ph/about/hiring.htm
Multiple countries	India, Nepal, Pakistan	Mixed	Promoting the Effective Governance of Labour Migration from South Asia through Actions on Labour Market Information, Protection during Recruitment and Employment, Skills and Development Impact	ILO	The project targets migrant workers from India, Nepal and Pakistan. The specific objectives include: provide reliable information on overseas employment opportunities and building the capacity to match qualified job-seekers with foreign employers; reduce migration costs and abuses and increasing the protection of migrant workers in countries of origin and destination by improving recruitment services; enhance training and the portability of skills for outgoing and returning migrant workers and promoting the development impact of migration.	http://www.ilo.org/kathmandu/whatwedo/projects/WCMS_234634/lang-en/index.htm

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
Norway	Multiple countries	Mixed	New in Norway	The Norwegian Directorate of Integration and Diversity (IMDI)	Website providing information on life and work in Norway. A booklet is also available on the website.	http://www.nynorge.no/en/?nav-veiviser=12917
Norway	Multiple countries	Mixed	Work in Norway - The Official Guide	NAV (Norwegian Labour and Welfare Administration); Norwegian Tax Administration; Norwegian Directorate of Immigration (UDI); Norwegian Labour Inspection Authority; Police	Detailed information on the steps of how to get started in Norway: 1. find a job (searching, CV writing and recognition of qualifications) 2. apply for a residence permit 3. move to Norway. Additionally, information about life and work in Norway and contacts to the Partners' most useful webpages are also available.	https://www.nav.no/work-in-norway/en/Home ; legal: http://www.arbeidstilsynet.no/working-conditions-in-norway.html ; Service Center for Foreign Workers: http://www.sua.no/en/
Portugal	Ukraine	Mixed	Temporary and Circular Labour Migration between Portugal and Ukraine	Portuguese Immigration and Border Service, IOM, the Portuguese Institute for Employment and Professional Training, the World Bank, the Portuguese Embassy in Ukraine (Immigration Liaison Office), the Ukrainian Institute for Employment	A pilot project on temporary and circular migration between Portugal and Ukraine that benefited a group of selected Ukrainian workers that went to Portugal.	N/A
Republic of Korea	China, Thailand, Indonesia, Viet Nam, the Philippines, Mongolia, Cambodia, Pakistan, Bangladesh, Nepal, Myanmar, Uzbekistan, Sri Lanka, Timor-Leste, Kyrgyzstan	Mixed	Employment Permit System	Ministry of Employment and Labour of the Republic of Korea	The Employment Permit System allows employers to legally employ foreign workers. EPS established by the Republic of Korea and implemented in partnership with several ASEAN member states to curb irregular migration. It requires the country of origin to designate a sole agency funded by the national budget for sending workers or specify how recruitment agencies will be screened and regulated. Workers must pass a language test and a medical examination. The Republic of Korea provides the Korean Language Test study pack on its website, while the test itself is administered by the country of origin.	https://www.eps.go.kr/ph/index.html

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
The Netherlands	Ethiopia	Mixed	FamCO-NL	IOM	4-day cultural pre-departure orientation course for Ethiopian migrants eligible for family reunification before departure (April 2011 - June 2012). Information provided in order to have a realistic expectation about life in the context of Dutch society and skills and attitudes necessary for coping with life in the Netherlands. The lessons included not only factual information about history, politics, geography, education, laws and health, but also about cultural differences and adaptation. Participation is not mandatory, but is promoted by not asking any admission fees and offering lunches and beverages.	N/A
The Netherlands	Multiple countries	Mixed	NLCO 2010-2015	IOM	Only for resettled refugees selected on dossier basis. Customized 4-day or 4-hour training before departure by local trainers. The training provides information about life in the Netherlands. The lessons include factual information about history, politics, geography, education, laws and health, but also about cultural differences and adaptation. Teaching philosophy is based on exploration and experience. The service has a global coverage.	https://www.nlco.iom.int/
The Netherlands	Multiple countries	Mixed	CO-Nareis 2013 - 2015	IOM	Only for family reunification cases. Customized 4-day or 4-hour training before departure by local trainers. The training provides family members with information about life in the Netherlands. The lessons include factual information about history, politics, geography, education, laws and health, but also about cultural differences and adaptation. Participation is not mandatory, but is promoted by free admission and meals. Teaching philosophy is based on exploration and experience. The service has a global coverage.	http://www.nlco.iom.int/
The United Kingdom	Multiple countries	Mixed	UK Cultural Orientation and English Language Training (CO-ELT)	IOM	The service has been available since 2005, for refugees who come to the United Kingdom within the framework of the UK Gateway Protection Programme. The orientation courses last three days, the language courses last between 10 and 15 days. All refugees above the age of 12 years can participate in it.	http://www.iom.int/cms/en/sites/iom/home/what-we-do/resettlement-assistance/uk-cultural-orientation-and-english-lang.html

Country of Destination	Country of Origin	Type of service	Project name	Organization	Short description of service	Website
USA	Multiple countries	Mixed	US Overseas Cultural Orientation	Financed by the Bureau of Population, Refugees and Migration	It has been in existence since 1990. The target group: refugees selected for resettlement in the USA. The courses last between half a day and six days. All the 14-69 year old refugees are expected to participate in the cultural orientation courses prior to their resettlement, though absence from the courses does not have any negative repercussions. The cultural orientators, who conduct the courses locally, usually come from the same country of origin as the course participants. Upon their arrival in the USA, the refugees continue to receive support services for the next 8 months from resettlement agencies. The guidebook "Welcome to the US" (110 pages) forms the thematic basis of the cultural orientation courses.	http://www.culturalorientation.net/about
Austria	Multiple countries	Recognition of skills and qualifications	AAIS (Recognition Information Application System)	ENIC NARIC AUSTRIA Federal Ministry of Science, Research and Economy	The Austrian ENIC NARIC (Recognition Information Centre) is the official contact point for all kinds of questions concerning international recognition in the field of higher education. This programme includes the opportunity to apply for the recognition of diplomas, degrees and other qualifications already from the country of origin.	http://wissenschaft.bmwf.w.gv.at/home/studies/enic-naric-austria/aais-recognition-information-application-system/
Germany	Multiple countries	Recognition of skills and qualifications	Hotline on the recognition of qualifications of foreign professionals	Federal Office for Migration and Refugees (BAMF)	The aim is to ease access to the German labor market for qualified migrants. A telephone hotline is available where information regarding the legal situation, the process of recognition and the relevant authorities is provided. Queries can also be submitted by e-mail. The hotline offers counselling in German and English.	http://www.bamf.de/EN/Willkommen/ArbeitBeruf/Anerkennung/anererkennung-node.html
Multiple countries	Multiple countries	Recognition of skills and qualifications	Recognition of academic and professional qualifications	The ENIC Network (European Network of Information Centres) + the NARIC Network (National Academic Recognition Information Centres)	The ENIC-NARIC offices are the official contact points for all kinds of questions concerning international recognition in the field of higher education, education systems in foreign countries and opportunities for studying abroad. The service gives the opportunity to holders of a foreign higher education qualification to apply for recognition of diplomas, degrees and other qualifications already from the country of origin via an online platform.	http://www.enic-naric.net/

Annex II: List of interviewees

1. S.N., IOM Cabo Verde, 9 April 2014, phone call, 18 minutes;
2. M.H., IOM Georgia, 11 April 2014, Skype call, 33 minutes;
3. S.K., IOM Pristina, 14 April 2014, Skype call, 12 minutes;
4. C.C., IOM Morocco, 15 April 2014, phone call, 26 minutes;
5. ILO Bangkok, 1 May 2014, Skype call, 1 hour 33 minutes;
6. U.M., IOM Rome, 15 May 2014, Skype call, 47 minutes;
7. S.B., IOM Skopje, 15 May 2014, Skype call, 23 minutes;
8. J.R., IOM Pretoria, 19 May 2014, Skype call, 38 minutes;
9. Randstad, Belgium, 20 May 2014, phone call, 33 minutes;
10. J.I., IOM Cairo, 22 May 2014, Skype call, 26 minutes;
11. K.W., IOM Accra, 23 May 2014, Skype call, 41 minutes;
12. K.G., IOM Armenia, 23 May 2014, phone call, 31 minutes;
13. GIZ, Bonn, 26 May 2014, phone call, 35 minutes;
14. GIZ Headquarters, 10 June 2014, Skype call, 51 minutes;
15. ENIC-NARIC Austria, 17 June 2014, phone call, 19 minutes;
16. M.R., Federal Office for Migration and Refugees, 6 June 2014, face-to-face interview, 45 minutes;
17. U.M., IOM Rome, 2 July 2014, Skype call, 34 minutes.

Annex III: Data collection questionnaire

HEADSTART: Fostering Integration before Departure

Review and assessment of global approaches and practices in pre-departure integration support measures

Questionnaire

Purpose of the study

The International Organization for Migration (IOM), the World Association of Public Employment Services (WAPES) and partners in nine EU countries³⁷⁶ and associate partners in countries of origin³⁷⁷ are conducting a global review and assessment of pre-departure integration support approaches and practices.

We look at **services provided by a wide range of public and private actors in countries of origin before departure that help integration of migrants in the country of destination**. Specifically, we analyse four broad categories (further defined in Section II of this questionnaire):

- a. **Pre-departure information and/or orientation;**
- b. **Migrant skill development;**
- c. **Job matching measures; and**
- d. **Recognition of skills and competences.**

With this research we hope to find out which services help migrants find jobs in the countries of destination quickly and in line with their level of competences, and also those that help them to find their way in a new country and become part of a new community. Our findings will aim to help practitioners in this area to improve and expand their services. The conclusions and recommendations will also be shared with policymakers in the EU institutions and national governments in the countries of origin and destination.

³⁷⁶ Austria, Belgium, the Czech Republic, Italy, Germany, Hungary, the Netherlands, Portugal and Slovakia.

³⁷⁷ The Republic of Moldova, the former Yugoslav Republic of Macedonia, and Kosovo/UNSC 1244.

Your contribution

We would like to ask for your input to this study through this questionnaire on the pre-departure services that your organization has implemented or is implementing. Please include only **initiatives that were completed or have started in the past five years** (2008–2013). Kindly send back the filled-in questionnaire by 16 May 2014.

While filling in the questionnaire, you will be able to choose whether or not you wish us to treat your answers anonymously. Thank you in advance for your contribution.

Section I. Institutional background

Q1. Name of your organization _____

Q2. Type of your organization

- ☐ Governmental
- ☐ NGO
- ☐ International organization
- ☐ Private company
- ☐ Educational institution
- ☐ Trade union
- ☐ Employer/sectoral organization
- ☐ Other – *please specify*:

Q3. Where is your organization located? _____

Section II. Description of the pre-departure integration support measure

Q4. What country/countries of origin and destination does/did your pre-departure initiative/project target?

Q5. What is the title of the pre-departure integration support measure?

Q6. Please tick *all applicable* categories to which the pre-departure integration support measure belongs.

PRE-DEPARTURE INFORMATION AND/OR ORIENTATION

- ☐ Basic information³⁷⁸
- ☐ Daily life³⁷⁹
- ☐ Values, culture of the destination country's society³⁸⁰
- ☐ Labour market information³⁸¹
- ☐ Legal migration process and protection of migrant rights³⁸²
- ☐ Taxation and social security
- ☐ Access to education³⁸³
- ☐ Access to healthcare³⁸⁴
- ☐ Other – *please elaborate*:
- ☐ Not applicable

MIGRANT SKILL DEVELOPMENT

- ☐ Language training³⁸⁵
- ☐ Life skills relevant to the integration process³⁸⁶
- ☐ Professional skills in relation to employment in the country of destination
- ☐ Other – *please elaborate*:

JOB MATCHING MEASURES

- ☐ Job search, counselling and recruitment assistance (including mediation)
- ☐ Entrepreneurship guidance

³⁷⁸ Basic information about the country and its institutions (e.g. climate, geography, history, social, ethnic and religious composition of the host society and its political system).

³⁷⁹ For example, finding accommodation, public transport system, banking system, sending remittances. Information about life in the neighbourhood and participation in community life should be included here.

³⁸⁰ Such as equality of all human beings, personal responsibility, secular state system, but also possible cultural differences in interaction with the native population.

³⁸¹ Job search, procedure for recognition of qualifications and competences, customs in the workplace, safety in the workplace, contractual arrangements, rights and duties of employees and employers, freedom of worker association.

³⁸² Information on the legal framework for admission, stay and employment, associated rights and duties, means of legal redress.

³⁸³ For children and adults, including vocational training.

³⁸⁴ Information on medical assessments for entry and employment where relevant.

³⁸⁵ Provision of language courses, including through cultural diplomacy tools (that is, use of cultural institutes). Please specify the level and number of hours of instruction.

³⁸⁶ Critical thinking/Decision-making skills (including problem solving, information gathering, determining solutions to issues, evaluating future consequences of actions, and so on); Interpersonal/Communication skills (covering verbal and non-verbal communication, active listening, ability to express feelings and give feedback, negotiation/refusal skills and assertiveness skills that directly affect the ability to manage conflict, empathy and teamwork); Coping and self-management skills (encompassing coping with anger, grief, anxiety, loss or trauma, self-esteem, self-evaluation, self-awareness and ability to set goals).

- ☐ Other – *please elaborate*:
☐ Not applicable

RECOGNITION OF SKILLS AND COMPETENCES

- ☐ Language
☐ Education
☐ Professional qualifications (formal, non-formal and informal)
☐ Other – *please elaborate*:
☐ Not applicable

Q7. Who is/was the target group of the measure/project?

- ☐ Potential migrant workers in the country of origin – *please specify*
☐ Temporary
☐ Long term
☐ Family members of migrants already in destination countries
☐ Students from countries of origin who can work in the destination countries during or after their studies
☐ Other – *please elaborate*:

Q8. What is(are) the challenge(s) that this pre-departure measure/project seeks /sought to address?

Q9. What are the main objectives of this measure/project?

Section III. Design of the service

Q10. What are the main components of your measure? List up to five.

Q11. Please specify the month and year when the measure started _____
Duration (month and year when ended): _____ (*write ongoing and state the expected end date if the measure is being implemented*).

Q12. Why was the measure initiated? Were the needs of potential migrants identified before the measure started? If so, please list up to five needs.

Q13. What is/was the source of funding for the pre-departure integration support measure(s)? If multiple sources have been utilized, please specify the main one.

Q14. What is/was the total budget of the pre-departure integration support measure(s) (please indicate currency): _____

Q15. Are there any fees that the target group has had to cover in order to use the pre-departure services provided? Is the practice designed to generate profit?

Q16. Is your initiative related to the implementation of any regulatory or policy framework?

- ☐ Country of destination legislation
- ☐ Country of origin legislation
- ☐ Bilateral agreement between country of origin and destination
- ☐ Mobility partnership with the EU
- ☐ Donor priorities
- ☐ Other – *please, elaborate:*

Q17. Which other partner organizations are involved and what is their role in the project/initiative and their type?

Name of the organization	Role	Type (governmental, NGO, International organization, private sector, academia, other?)

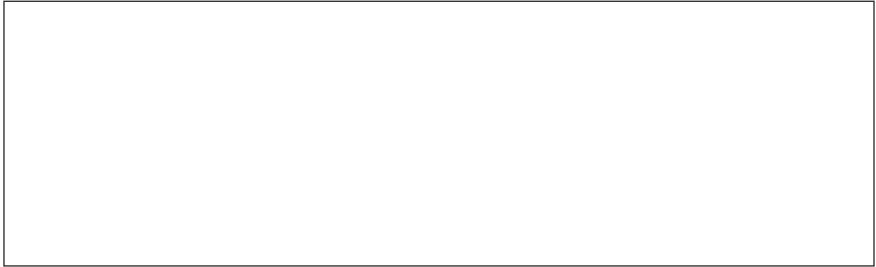
Q18. **Coordination:** Does/did the measure/project foresee any coordination mechanisms between service providers in the country of origin and relevant providers in the country of destination? If so, please describe the link between pre-departure and post-arrival phase as envisaged through this measure in the text box below.

Q19. **Return:** Does/did the measure/project foresee any elements/activities that support the return or circular (back-and-forth) mobility of your beneficiaries /clients? Please describe these in the text box below.

Q20. Were your beneficiaries/clients involved in the design and/or delivery of the activities? If so, please specify how they were involved.

Section IV. Service delivery

Q21. **Staff:** How many of your staff are/were involved in the delivery of your service and in what roles? Did they receive any training and if yes, what type?



Q22. **Target group outreach:** How did you promote the service among the target group? How did you ensure their participation?



Q23. **Content:** What is the source of the content included in your materials? How have you made sure you provide the most current information to your clients?



Q24. **Delivery means:** How do/did your clients/beneficiaries access the service (e.g. face-to-face, e-mail/website, hotline, print materials, etc.)?

Q25. **Delivery methodology:** What methodology do/did you employ when delivering your service (for example, interactive/participative? Does this take into account different learning styles or the participants' vulnerability or literacy level? In what language has it been provided? Do you use Powerpoint or similar software?)?

Q26. **Standard operating procedure:** Do you have internal regulations in place, such as standard operating procedures or customer service guidelines that aim to standardize organizational behaviour and/or ensure high service levels? What areas and mechanisms are regulated? Please also elaborate on your policy on data protection and on vulnerable cases.

Q27. Monitoring and evaluation: In the delivery of your service, are there any monitoring mechanisms in place? What about an evaluation mechanism? If so, how often do you perform this evaluation? How do you assess the impact of your activities on the target group?

Section V. Results

Q28. What do you think your measure has helped achieve? Please cite sources of evidence where available.

Q29. What is/was the overall number of intended and actual direct beneficiaries? Estimated (before the start of the implementation of the measure/project):

Actual (at the end of the measure/project or current stock if the activity is ongoing):

Q30. What is/was the profile of direct beneficiaries? Please share any relevant data on e.g. gender, age, education and occupation if available.

Q31. Was there an evaluation conducted at the end of the project?

- ☐ Yes (go to next question)
☐ No (move to question 34)

Q32. If yes, were direct beneficiaries interviewed to this end?

- ☐ Yes
☐ No

Q33. Have you identified any areas for change/improvement as a result of monitoring and evaluation? Which ones? Have you introduced any changes in the design of your measure as a result?

Q34. Overall, in your opinion, did the pre-departure integration support measure help beneficiaries to find their way in the country of destination and become part of a new community (for example, to find a job, attend school, join a community group, and so on)? Please elaborate.

Q35. Would you ... ?

... like to remain anonymous

☐ yes

☐ no

... agree to include summarized information about your initiative in an inventory as part of the study (you would be able to review the content before publication)?

☐ yes

☐ no

... like to receive a copy of the final study?

☐ yes

☐ no

Q.36. If you chose not to remain anonymous and/or want to receive a copy of the study, please include your contact details (name, function and email). All the data will be treated confidentially, according to IOM's Data Protection Policy.

Kindly provide reference to, or attach, any relevant documents or reports on this or other measures.

Annex IV: Promising practice assessment

HEADSTART: Fostering Integration before Departure

Review and assessment of global approaches and practices in pre-departure integration support measures

Promising practice assessment

Overview

In order to supplement the information on the practices classified under the four thematic categories, 10 **two-page case studies (at least two per each thematic category)** will be produced. The case studies will comprise practices identified at the inventory stage and will be both descriptive and analytical. Concerning the latter, the goal is to establish to what extent the selected case studies are **promising practices**. To determine this, six promising practice criteria are employed. The data informing the analysis of these practices along the six criteria will be gathered through a series of interviews with the relevant main stakeholders. This will be pursued over phone and/or other communication options. To the extent possible, certain beneficiaries of the practices will be also contacted and consulted at this stage. The questions shown below seek to guide the data collection.

First criteria: Verifiability

What it aims to answer: Is the practice/measure needs- and evidence-based?

What does it mean: A practice is verifiable if two conditions are met. First, the practice or measure should have clearly identified and communicated the needs of the target group before its implementation started. Second, the practice or measure should be deemed effective by a rigorous impact assessment and/or research.³⁸⁷ At this stage, the focus would be on determining whether the practice took into consideration the needs of the target population and whether these were met after the intervention was carried out. Moreover, clear communication of the practice's findings is also a good proxy to verify its consistency. Proof that a practice is needs- and evidence-based will make it more likely that it can be replicated in new settings.

³⁸⁷ For ongoing practices, this will take into consideration any mid-term evaluations and/or plans to carry out an impact assessment at the end of the implementation period.

Questions:

1. Was a needs analysis conducted before the start of the practice/measure?

- ☐ Yes (move to next question)
☐ No (move to question #3)

2. If the answer to the previous question was 'Yes', have the results been publicized and are these available to the wider public?

- ☐ Yes
☐ No

3. Was an impact assessment or research conducted that has deemed the practice/measure effective?

- ☐ Yes
☐ No

4. Have the practice's findings been communicated clearly (for example, posted on a web page, disseminated electronically or in hard copy, presented in various fora, and so on)? If so, have these included information on the efficacy and effectiveness of the intervention with particular groups and/or the efficacy and effectiveness of individual program components? Please, elaborate.

Second criteria: Replicability

What it aims to answer: Can the practice be replicated effectively in another setting (another community, district, region, country, target group, thematic area, and so on)?

What does it mean: Replication is an important aspect of demonstrating the effectiveness of a practice/measure and of understanding what works best, under what conditions, for what target population, thematic area, and so on. In general,

some practices are successful because of particular conditions or characteristics of the original project site and could be less successful in new sites without these unique characteristics. *Replication establishes the effectiveness of a project /practice by demonstrating that it can be successfully implemented, as well as achieve consistent outcomes, in new locations.* This entails the duplication, reproduction or adaptation of the key aspects of a well-specified measure or practice. These key aspects refer on the one hand to the essential and indispensable activities of a practice for achieving desired outcomes (for example, pre-departure information about job finding in a country of destination with a view to secure labour market inclusion). On the other hand, they comprise the necessary components for implementing the practice (for example, staff recruitment and retention, administrative structures, clear budget breakdown, and so on).

Questions:

5. Are the practice's key aspects – mission and values, service model (including structure, service duration, setting and staff skills) and activities – clearly defined (that is: in clear, unambiguous terms, publicly available and transparently communicated to a wider audience)? Please elaborate.

6. Is the cost of the practice – implementation and operating costs – broken down by cost category (for example, staff, administration, implementation, events, publications, materials, and so on)? Please, elaborate.

7. Are staff recruitment and selection criteria, training, coaching and mentoring specified (for example, for publicizing on a web page, with terms of reference for each staff member, staff development structures, career services, and so on)? Please elaborate.

8. How many of your staff are numbered in the delivery of your service? What training did they receive?

9. Are there administrative structures and processes in place that facilitate the implementation of the practice/measure (for example, HR department, finance personnel, procurement systems, and so on)? Please elaborate.

Third criteria: Sustainability

What it aims to answer: Can the practice be integrated into local/national policies/strategies/protocols to ensure institutionalization (regardless of the nature of the institution)? Can the practice be maintained without or with minimal external technical and financial support?

What does it mean: The sustainability of a practice is looked at from two complementary angles. The first seeks to determine if the developers of the practice defined what long-term sustainability means. This will inform on whether the practice is conceived as a time- and scope-limited intervention or whether there is an intention to make it self-sustainable in the long term. The second aims to establish if the practice can indeed be mainstreamed with little or no additional cost.

Questions:

10. How do you define success for this project? Did you define long-term sustainable success? If so, what does it mean? Please elaborate.

11. What sort of support do you consider essential for maintaining this practice /measure?

12. In your view, can the practice be mainstreamed? That is, can the practice be integrated into an existing service or institution with minimal or no additional financial and technical cost? Please, elaborate.

13. Is the practice written into local, regional and/or national strategies and/or laws? Does it receive any funding from local, regional, or national institutions? If so, please elaborate. If not, please indicate if there are any plans in this regard.

Fourth criteria: Cost-effectiveness

What it aims to answer: Can the practice be maintained effectively and generate the desired results within a reasonable and appropriate budget?

What does it mean: The cost-effectiveness of a practice is a crucial aspect to determine if it can be replicated and if the practice is sustainable. Therefore, this part seeks to clarify the economic efficiency of a practice by looking at the total cost of the practice (direct and indirect costs), the cost of its particular activities, and the cost per capita (divide total direct cost by the number of actual beneficiaries). Not least, this part will also address the existence of clear plans to ensure financial sustainability of the practice.

Questions:³⁸⁸

14. What was the total budget of your practice/measure (in euro³⁸⁹)?

15. What was the total expenditure of your practice as measured against the total budget of the measure/project?

16. Was there a co-funding/funding requirement for your institution? If so, how did you secure the required funds? Please, elaborate.

17. If you were to improve the outcomes of your practice, would you require additional investment? If so, what would be the optimal level? Please, elaborate.

18. Did you devise strategies to ensure the availability of the financial, organizational, and human resources required to support the implementation of the practice? Was there a financial monitoring mechanism? Please, elaborate.

³⁸⁸ To gain a better image of a practice's cost-effectiveness, the information in this section will be cross-checked with the data collected through the main questionnaire and/or literature review. For example, the number of actual beneficiaries or the cost per capita are two items contained in the questionnaire.

³⁸⁹ If the budget was allocated in a different currency, please specify the exchange rate when converting.

Fifth criteria: Ownership

What it aims to answer: Are stakeholders in countries of origin/destination involved in the practice/intervention?

What does it mean: For the purpose of this study, pre-departure integration support measures assume a certain level of involvement from both countries of destination and origin. The key question is to investigate to what extent authorities and other main stakeholders (for example, employers) are involved, in what form and under what conditions.

Questions:

19. Is the practice written into any international cooperation frameworks such as bilateral/multilateral agreements, mobility partnership or any other formal means?

- ☐ Yes (continue to next question)
- ☐ No (continue to question 22)

20. If you have answered 'Yes' to the previous question, please elaborate on the type of framework, including details about the duration, signatory parties and their responsibilities.

21. What are the roles/responsibilities of these institutions? Do any of these provide any resources – financial, in-kind, human – for the implementation of the practice/measure? Are they formal partners to the project? Do they sit on any supervisory/monitoring/administration bodies as part of the project/measure? Please, elaborate.

22. If you have answered 'No' to question 19, please indicate whether there are any plans to include the practice into such frameworks.

Sixth criteria: Effectiveness

What it aims to answer: Does the practice take into consideration the connection with the post-arrival and potential return phases?

What does it mean: Related to the previous question, this criteria also questions the involvement of the countries of origin and destination but from the viewpoint of the practice. Specifically, it seeks to ascertain if the practice and its activities include specific mechanisms to connect the pre-departure phase with post-arrival and return.

Questions:

23. Does the practice take into consideration the connection with the post-arrival and potential return phases?

- ☐ Yes (continue to next question)
☐ No (go to question 25)

24. If you answered 'Yes', please list the concrete elements in the design of the practice linking pre-departure with post-arrival and if applicable, return, that makes it effective.

25. How have you made sure you provide the most current information to your clients? What is the source of information from the country of destination and how often updated?

26. Overall, would you say that your practice has been successfully implemented?
Please provide any additional arguments to support this claim.

While approaches to facilitating migrant integration vary by country and region, there is an increasing recognition that some groundwork for integration can be laid in the countries of origin before the departure of migrants. Various actors can offer assistance to migrants in the countries of origin prior to migration, by providing information about life in the new country, assisting in the development of language and vocational skills, initiating the process of recognition of qualifications and, in some cases, matching interested job-seekers with employers in the host country. Such support can be offered to both potential migrants and those who already have immigration paperwork completed, including labour migrants, family members, students and refugees awaiting resettlement. At the same time, for a country of destination, support offered already in the country of origin can serve as a tool to make sure that migrants find their place in the labour market, use legal means to enter the country and as a consequence are better integrated into the host society.

The aim of this report is to establish promising practices in pre-departure integration support for immigrants with a particular focus on promoting early labour market inclusion in line with the migrants' level of qualifications and competences. The study also examined the services that assist migrants to find their way in a new country and become part of a new community, with a focus on practices relevant for integration of immigrants entering the countries of destination for the purposes of work, family reunification and studies, as implemented by a range of public and private actors. To achieve this, the analysis classifies these practices and approaches drawing on global evidence and with a focus on the European Neighbourhood countries, Western Balkans and Turkey. Based on the information collected, common denominators, factors of success or failure, the structure of such measures and their link with the post-arrival phase are analysed.

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