

Improving migrants' labour market integration in Europe from the outset: A cooperative approach to predeparture measures

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EXECUTIVE SUMMARY

There is a growing consensus on the value of providing immigrants with integration support at the earliest possible moment in the migration process. Integration services provided prior to departure, such as language instruction, training, recognition of foreign credentials, and job skill-matching, can all have positive impacts on the labour market outcomes of immigrants at destination—and on their capacity to actively contribute to the development of their country of origin.

Over the past decade, European policymakers have contributed significant political capital and resources to predeparture integration measures. The European Union itself has substantially stimulated this trend through soft-law instruments and relevant funding that target the predeparture period as a priority for cooperation with third countries on migration and integration. Migrant-sending countries have also become increasingly involved in the integration of their nationals at destination, including by offering support services prior to migration.

Despite this burgeoning interest and promising practices at both ends of the migration trajectory, predeparture measures generally have yet to fully realise their potential as tools able to durably improve migrants' labour market integration. Most predeparture measures consist of small-scale orientation modules, and still are designed and implemented unilaterally by sending countries with little or no input from migrant-receiving countries. With a lack of cooperation between origin and destination countries in their design and implementation, predeparture measures are not part of a coherent strategy to tackle labour market integration obstacles that occur prior to departure, during the transition phase, and long term after first admission to the country of destination. Moreover, origin and destination countries can only ensure that predeparture measures contribute both to skill mobility and the transfer of knowledge and development to origin countries if they work in partnership.

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In practice, two structural challenges hamper cooperation. The first stems from the multilayered governance of immigrant integration in destination countries, and the general lack of external remit of institutions in charge of integration in the EU Member States. In origin countries, it is the ministries and departments in charge of diaspora engagement that most often have institutional responsibility over the integration of their nationals abroad, which they tend to exert through their foreign affairs networks. The complexity and misalignment of institutional settings at both ends of the migration trajectory represent *per se* an obstacle to cooperation, given the limited opportunities that all relevant actors have to come together and engage in dialogue on integration issues.

Differences in the specific integration objectives pursued by sending and receiving countries represent another important challenge to cooperation. Destination-country efforts to support labour market integration prior to departure—through job skills-matching mechanisms, training, and information—often focus on harnessing the economic benefits of skilled migration, including in sectors and occupations where origin countries may also face skills shortage. Meanwhile, origin countries often aim their efforts primarily at supporting the deployment of low- to medium-skilled workers for whom domestic jobs may not exist, and protecting them during the migration process—as a way of keeping ties with their overseas nationals and encouraging their development contributions.

This policy brief reviews promising examples of predeparture measures for labour market integration that are jointly designed and or run by origin- and destination-country actors, illustrating their potential to help effectively address some of the most stubborn obstacles to successful integration. A number of these examples consist of pilot projects jointly implemented by sending- and receiving-country governmental agencies with the strong involvement of destination-country employers. Flexibility and responsiveness to employers' demand are key elements in the success of such projects. Equally important is the buy-in from origin-country actors, which can be facilitated by the adoption of a development-sensitive approach in the design of the programmes. The pilot projects, while promising, have tended so far to be small-scale.

As the brief explores, alternative project settings that could facilitate a broader reach in terms of numbers of migrants (and employers) enrolled in the programmes would be worth examining. Bilateral labour migration agreements have traditionally been a preferred instrument for embedding predeparture integration measures. However, most of these agreements have been largely ineffective in meeting job-matching and other labour market integration objectives due to implementation

challenges that stem from difficulties in constantly updating the predeparture measures to changing labour market situations at origin and destination.

A more innovative long-term approach, which promises to bear substantial fruit in the medium to long run, would consist of strengthening structural cooperation between origin and destination countries in broader policy areas beyond migration and integration, notably in establishing skills partnerships in the areas of education and vocational training. Over the past five years, EU Member States and third countries have been increasingly active in establishing and aligning national qualification frameworks and curricula along common or standard benchmarks. Such initiatives, together with cooperation to facilitate the mutual recognition of these qualifications and elements of curricula that are not entirely ‘translatable’ across countries, hold strong potential to improve the labour market integration outcomes of third-country nationals, both in their countries of origin and, for those who migrate, at destination.

I. INTRODUCTION

Over the past decade, there has been a surge in targeted programmes aimed at preparing prospective migrants while still in their countries of origin for integration into the receiving society.¹ This trend has been driven in part by the recognition that failure to successfully address individual integration needs in the early stages of migrants’ journey can have scarring effects on their longer-term socioeconomic outcomes. This is particularly the case for immigrants’ labour market outcomes, whereby protracted periods of unemployment, underemployment, or inactivity in the first years after admission may put migrants and their families at risk of marginalisation in their host countries,² and may negatively affect the next generation.³ Against this backdrop, addressing the successful inclusion of new arrivals at the earliest possible stage of the migration trajectory can be a smart and cost-effective undertaking as part of a strategy to ensure long-term gains from migration for all interested parties.

For European Union (EU) Member States grappling to support durable economic recovery and to strengthen social cohesion amid shrinking working-age populations and stagnating economies, realising immigrants’ potential has become more urgent than ever. For their part, countries of origin spend significant public sums on education and training for their young populations. When these individuals migrate abroad and take jobs that are not commensurate with their skills or remain unemployed or inactive for long periods, they have limited ability to contribute to origin-country development. This is also the case for migrants who move for purposes other than employment—notably for family or humanitarian reasons.⁴

Destination countries across Europe, despite considerable investment in a wide range of integration programmes over the past decade, have increasingly struggled to optimally integrate immigrants into the labour market.⁵ The economic downturn—which has disproportionately affected immigrants’ access to employment and career

paths, while also leading to public budget cuts for immigrant integration and welfare services⁶—has driven the deterioration of immigrants’ labour market outcomes observed in many EU Member States since 2008. Furthermore, the growing diversity of immigration flows in origin and type, which is a structural feature of migration in the 21st century, has challenged the capacity of host countries to respond effectively to the different integration needs of the various immigrant groups.

In this context, the European Union and its Member States have formally acknowledged the potential benefits of cooperating with countries of origin to improve immigrant integration. Their main focus has been on the predeparture phase and on advancing efforts to tackle some of the most stubborn obstacles to successful labour market integration—including poor language proficiency, the recognition of foreign qualifications and credentials, imperfect job skill-matching mechanisms, and cultural differences. These obstacles are by no means the only ones affecting immigrant employment trajectories; receiving-country elements, including discrimination, play an important role. Predeparture measures are far from the only solution to address barriers to labour market integration, yet consensus that such measures deserve greater attention has been growing. The European Agenda for Integration and the Global Approach to Migration and Mobility of 2011, for example, both emphasise predeparture measures as a prime policy tool to foster immigrant integration in the European Union in cooperation with third countries.⁷

Addressing the successful inclusion of new arrivals at the earliest possible stage of the migration trajectory can be a smart and cost-effective undertaking.

EU Member States and neighboring countries have contributed substantially to the rising trend of predeparture measures, with the European Union notably making significant funding available through the European

Integration Fund. With a newly seated European Commission and new budget cycle, European institutions have renewed their emphasis on the external dimension of migration policy and have encouraged Member States to increase cooperation with origin countries as a means of assuring more successful immigrant integration.⁸ Predeparture measures implemented in cooperation with origin countries top the list of integration initiatives eligible for support under the new EU Asylum, Migration, and Integration Fund (AMIF).⁹

For countries that are the main origins of migrants to the European Union, there has been growing awareness over the past decade that a supportive approach to the integration of ‘their’ emigrants abroad results in development benefits. As a result, the grounds for cooperation have improved.¹⁰ Furthermore, in countries like Morocco and Turkey—which have recently started to face growing immigration pressures and demand for integration services, along with continuing emigration of their own citizens—the migration transition may foster opportunities for enhanced dialogue with EU Member States on integration governance.

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Despite this burgeoning policy interest, predeparture integration support has often been limited to narrowly targeted programmes, which have fallen short of comprehensively addressing the structural and interconnected factors influencing labour market integration patterns along the migration continuum. While predeparture measures are just one element of the complex mix of policies needed to tackle obstacles to labour market integration, their effectiveness may have been limited by the fact that such programmes have largely been designed and implemented unilaterally, with little or no cooperation between migrant-sending and –receiving countries. Indeed, results have been encouraging when countries have worked together to incorporate predeparture measures in broader migration and integration management and development strategies.

This policy brief aims to inform EU policy discussions on the opportunities and possible directions for enhancing cooperation with origin countries on the governance of immigrant integration, at a time when converging policy developments in the European Union and in third countries create new momentum for a constructive debate on how to build up far-reaching partnerships.

The brief focuses on predeparture integration measures and analyses the shortcomings and underlying causes of the unilateral and narrowly oriented approach to such measures, which so far has been predominant. It then presents innovative examples of predeparture initiatives that are embedded in structural cooperation between EU Member States and third countries in the areas of language and vocational training, job skill-matching, qualification frameworks, and recognition of foreign credentials.¹¹ While significant attention is devoted to initiatives led by institutional actors, the brief also highlights promising private-sector practices and public-private partnerships. The policy brief concludes by proposing practical steps and policy options to increase the effectiveness of predeparture measures.

II. CHALLENGES TO A COOPERATIVE HOLISTIC APPROACH TO PREDEPARTURE MEASURES

A wide array of predeparture integration measures has been implemented over the past decade, ranging from (1) open-access information tools that are increasingly offered online; (2) targeted orientation modules and language training that are offered on a compulsory or voluntary basis; and (3) tailored vocational schemes and broader job skill-matching support, including through skill recognition. Some of these initiatives have a specific focus on labour market integration, while other serve more general social inclusion purposes.¹²

Two characteristics stand out. First, most of the existing measures are designed and implemented unilaterally by destination or—to a lesser extent—origin countries. Second a large share of these measures consist of introductory modules or services that provide general information on the receiving country’s culture, language, and labour market features as well as on administrative requirements and services.¹³ More broadly structured initiatives that holistically address hurdles to integration, particularly in the labour market, are rare.

The observation that predeparture measures are typically initiated by destination countries should not come entirely as a surprise given that—without taking away from the relevance of the three-way approach to integration involving migrant-origin and destination countries as well as the migrants themselves¹⁴—integration happens *within* the receiving society.¹⁵ More unexpected is the finding that, with few exceptions, EU destination countries generally design predeparture integration measures to prepare mi-

gration candidates without any involvement of the origin countries where such initiatives will actually be implemented. In many cases, third-country institutions do not even participate in the practical implementation of predeparture measures; destination countries typically turn to international and nongovernmental organisations or private service providers to carry out the orientation and training modules.

Similarly, predeparture measures initiated by sending countries often are also implemented unilaterally, with strong involvement of international organisations and private agencies.¹⁶ This generally remains true even in the rare cases when origin-country predeparture programmes are coupled with postarrival integration support—which is then usually provided through sending-country institutions such as consulates and foreign affairs networks.

The Philippines has been a frontrunner among origin countries in providing targeted orientation and support services to departing migrants. Since 1983 a predeparture orientation seminar (PDOS) has been compulsory for Filipino workers migrating under the national contract programme.¹⁷ The PDOS lasts six hours and consists of seven modules that provide information on migration realities, the country of destination, employment contract, health and safety, programmes and other services provided by the government both in the Philippines and in destination countries, travel procedures, and basic financial literacy. The seminar is government-mandated and is implemented by the Overseas Workers' Welfare Administration (OWWA) and the Philippine Overseas Employment Administration (POEA), as well as by accredited private-sector and nongovernmental organisation (NGO) providers. An optional pre-employment seminar is also offered to migrating Filipino contract workers.¹⁸ Furthermore, a noncompulsory orientation seminar (PAOS) is provided postarrival as a follow-up to the PDOS. Like the predeparture seminars, the PAOS is made available by the Philippine government, unilaterally, through diplomatic and consular networks and/or the Philippine Overseas Labour offices and Migrant Workers and Other Overseas Filipinos Resource Centres established in major destinations.¹⁹

Predeparture measures initiated by sending countries often are also implemented unilaterally.

Two factors may explain why predeparture integration programmes have so far been largely characterised by unilateral ownership and thus haven't realised their potential as a favourite tool for origin-destination country cooperation on integration issues: misaligned interests

between destination and origin countries, and complex multilevel governance of integration and diaspora engagement policies.

A. Misaligned interests

There is generally a gap—wide or narrow, real or perceived—in the interests pursued by sending and receiving countries through predeparture measures.

Destination countries design predeparture schemes with the overarching objective of preserving social cohesion and cultural values, and, in the case of labour market-oriented measures, of fully harnessing the economic benefits of skilled migration. In this context, migrants' transnational ties with their country of birth and their origin country-specific skills have largely been considered irrelevant—if not counterproductive—to integration trajectories. As a result, cooperation with sending countries has been deemed unnecessary. On the other hand, for origin countries, predeparture measures have most often been deployed as part of a strategy geared precisely to extend their influence over their overseas citizens by empowering and supporting migrants throughout the migration process, and thus maximise the development contributions of migration.²⁰ Furthermore, predeparture measures designed by origin countries often have focused on lesser-skilled migrant workers, aiming at facilitating their emigration and protecting and supporting them.

Destination countries have in some cases conceived predeparture measures as a tool to facilitate or prioritise the immigration of candidates whose skills and characteristics suggest the promise of smooth integration. In general, these countries have aimed at strengthening the *readiness* of migration candidates for successful integration—though approaches have varied significantly, notably between *promoting* and *requiring* newcomers' preparedness to integrate.

A number of EU Member States have recently introduced mandatory premigration integration requirements and training modules for specific immigrant groups, notably family migrants. In 2006, the Netherlands became the first European country to condition admission of family migrants on proving a basic level of knowledge of the host country language and society. The Dutch government did so through a test, the Basic Civic Integration Examination Abroad test, which applicants have to pass in their countries of origin.²¹ Applicants can prepare for the test by purchasing a self-study package.²² Among the EU Member States currently implementing mandatory premigration integration requirements for family reunification

(Austria, Denmark, Germany, France, the Netherlands, and the United Kingdom), only France offers a training module to candidates in countries of origin. Applicants who fail to pass a first evaluation that assesses basic knowledge of the French language and civic values are required to attend a course provided free of charge by the local branch of the French Office for Immigration and Integration (OFII)²³, after which they must take a second test.²⁴

Compulsory predeparture integration requirements and measures have been widely criticised,²⁵ particularly as they allow destination countries to assess whether candidates for family reunification are fit for smooth insertion in the host society, thus somewhat limiting the scope of a right recognised as a human right by international charters and conventions.²⁶ Member States that have implemented such measures have emphasised the need to ensure that migrants who aren't admitted on the basis of skills possess at arrival the basic tools to integrate swiftly in the host society, including through employment. Indeed, EU Member States are increasingly concerned about the integration of family migrants in light of their less favourable labour market outcomes.²⁷

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While the importance of supporting the early integration of nonselected immigrants is uncontested, the effectiveness of predeparture compulsory trainings and tests in meeting this goal is controversial.²⁸ In particular, the contribution of such measures to integration in practice may be lessened as a result of the basic language level required—A1 or less—and the administrative delays that can occur between the migration candidate's completion of the requirement and first admission to the country of destination. Migrants who have completed mandatory predeparture requirements often wait several months before being admitted to their destination country. Optional support provided during this transition phase to offset the risk that the basic language skills and information acquired do not fade away is at least as useful as the predeparture modules.²⁹

The mandatory and openly selective nature of predeparture integration requirements imposed by destination countries, and the sometimes heated debates that have occurred around their implementation, certainly have not facilitated conditions for cooperation with origin countries.

Furthermore, voluntary predeparture measures offered to prospective labour migrants are often directed at those with higher skills. Thus, a number of the web-based information and job-matching tools that have been imple-

mented by EU Member States over the past five years focus particularly on attracting middle- to highly skilled migrants and supporting their successful labour market integration.³⁰ In many cases, international job-matching programmes have focused on specific occupations—notably in the health sector—for which there may be high demand for specialised workers in both sending and receiving countries. In Denmark, the 'Work in Denmark' online platform and job bank explicitly targets highly skilled migration candidates in the science, technology, engineering, and math (STEM) fields.³¹ In Germany, the 'Make it in Germany' website and integration support initiative target skilled workers and those with qualifications in the STEM fields and medical professions, as well as experts with vocational training in shortage occupations.³² This selective approach adopted more or less openly by destination countries may itself present a challenge for cooperation with origin countries, as it may conflict—or be perceived as conflicting—with origin-countries' development goals and concerns over brain drain.³³ Indeed while most of the EU Member States prioritise skilled or highly skilled immigration from third countries, migrant-sending countries may wish to retain their more educated populations and instead favour the emigration of lesser-skilled workers to relieve labour market pressure.³⁴ Thus, predeparture orientation programmes implemented by origin countries have been traditionally designed as tools to support the deployment of redundant low- to middle-skilled workers, and to promote the remission of money to the homeland.³⁵ As a result, predeparture modules focus on basic training—including on financial literacy and remittances—and the provision of information and services aimed protecting migrants, and thus empowering and engaging them for development in the origin country.

Recent analyses on the opportunities for cooperation on integration governance between origin and destination countries have concluded that labour market integration is the more promising area for cooperation among the various dimensions—socioeconomic, cultural, political, and religious—that make up the mosaic of integration policy.³⁶ Over the past decade, both sending and receiving countries have increased their efforts to strengthen the labour market outcomes of their emigrants/immigrants. Nonetheless, in many cases the differences in the underlying objectives pursued by origin and destination countries have resulted in less than perfect alignment of interests, thus limiting, in practice, the opportunities for holistic cooperation.

B. Institutional coordination challenges

Even assuming perfectly aligned interests in strengthening the labour market integration of migrants, there remains a significant challenge to increased cooperation: the difficulty of identifying, bringing together, and coordinating the multiple actors involved at both ends of the migration continuum in the governance of immigrant integration and of diaspora engagement.

For EU Member States, the overarching authority responsible for immigrant integration is most often attached to internal portfolios, typically social and economic affairs, labour, interior, or justice. Countries that have structurally linked immigrant integration policymaking to their foreign affairs portfolio are extremely rare. The prominent domestic setting of integration governance in the receiving countries may constitute *per se* a first institutional obstacle to international cooperation. This is particularly the case given the key role played by origin countries' foreign affairs actors in the implementation of diaspora engagement policies that have an impact on the integration trajectories of 'their' migrants at destination.

To tackle this specific challenge, a few EU Member States recently have begun experimenting with new solutions to institutionalise the external dimension of immigrant integration. These efforts have largely been perfunctory, targeted, and in some cases short-lived, and have consisted of establishing liaison officers or offices in the main migrant-origin countries to provide counselling and integration support prior to departure.

Since 2012, Austria has appointed an integration representative to its embassy in Turkey as part of a strategy to foster 'integration from the beginning'.³⁷ Austria's integration representative in Ankara runs individual predeparture informational interviews and group seminars on Austrian culture, during which the importance of mastering the German language and of being in education or in employment at the earliest possible stage of migration is emphasised. Participation in the orientation seminar is offered on a voluntary basis to migration candidates visiting the embassy on the day they file their migration application. Once a visa has been issued, an optional interview with an integration representative is offered. Migrants are strongly encouraged to participate in these activities. During the orientation interview, the integration representative can schedule an appointment for the migrant at a Welcome Desk in Austria.³⁸

With a more specific labour market integration focus, Denmark in 2008 opened a 'Work in Denmark' centre at

its embassy in New Delhi to promote job opportunities to skilled Indians, and provide support for their immigration and integration process.³⁹ Similarly, Germany between 2012 and 2014 offered individualised counselling services to labour migration candidates in India, Indonesia, and Vietnam, as an extension of its 'Make it in Germany' portal. Services were provided by local advisors with prior personal experience studying or working in Germany. The advisors were trained by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) in German immigration law and the recognition of academic and professional qualifications. They also shared information provided by the International Placement Service (ZAV) of the Federal Employment Agency (BA) on the German labour market and opportunities for skilled professionals. GIZ and ZAV implemented this initiative in cooperation with origin-country institutions.⁴⁰

France's OFII has branches in Armenia, Cameroon, Mali, Morocco, Senegal, Tunisia, Turkey, and in the Canadian province of Quebec. Some OFII offices—notably in Morocco, Tunisia, and Turkey—were established in the 1960s to oversee and support the implementation of bilateral labour agreements. Their remit has evolved over time, and these offices currently run predeparture measures and offer integration and reintegration assistance to migrants departing or returning to France. In some cases the OFII representatives are attached to the local embassy.⁴¹

Austria recently adopted the most significant institutionalisation of the external dimension of integration, shifting the integration portfolio in March 2014 to the Ministry of Foreign Affairs (since renamed the Federal Ministry for Europe, Integration, and Foreign Affairs).⁴² While this move is far-reaching, it is too early to evaluate whether it has resulted in enhanced cooperation with origin countries on immigrant integration.

The shortcomings that stem from the limited external exposure and competences of integration institutions in most EU Member States are not the only challenges to cooperation on integration with origin countries. Another complicating factor is the fragmentation of the integration responsibility across a multiplicity of actors both within EU and national government institutions—as a result of the mainstreaming of integration policy across different general portfolios—and at subnational levels—notably, with cities, regions, and local branches of public employment services involved in the implementation and also, in many cases, the design of integration measures. The challenges also reach to the origin countries, where a recent and growing trend towards the creation of dedicated overarching diaspora ministries or authorities has also been accompanied by the spread of diaspora engagement responsibilities across multiple government departments—almost

mirroring the complex stratification of integration policy agency in destination countries.⁴³

All in all, the multilayered governance of immigrant integration and diaspora engagement (the latter to a slightly lesser extent) challenges the capacity of stakeholders at both ends of the migration trajectory to identify and convene the appropriate interlocutors for cooperation.⁴⁴

Still, unilateral initiatives in the area of predeparture measures may hardly achieve their ultimate objective.

Misaligned interests on labour market integration and predeparture measures, as well as institutional coordination issues stemming from multilevel governance setting, may require greater or lesser efforts to be addressed, depending on the specific circumstances and migration corridor.⁴⁵ In most cases, however, it is a demanding endeavour on all sides to reconcile and coordinate what may be substantially differently oriented domestic policies with respect to migration systems, education, and labour markets—let alone reach agreement on how to equitably share the costs of joint initiatives.

Still, unilateral initiatives in the area of predeparture measures may hardly achieve their ultimate objective, be it to durably promote labour market integration or to empower migrant workers as development agents for their homeland. Even when significant funding is engaged, unilateral predeparture measures typically fall short of comprehensively tackling the interconnected, structural factors that may hamper successful integration and migration trajectories.⁴⁶ Moreover, also taken individually, some of the most persistent obstacles to migrants' labour market integration and empowerment may be better addressed through international cooperation. Thus, for instance, international cooperation is essential to offset difficulties in the recognition of foreign-acquired qualifications and competences, which are largely responsible for the significant underutilisation of third-country nationals' skills in the EU Member States.⁴⁷

III. PROMISING PRACTICES

Cooperation between origin and destination countries on predeparture support for labour market integration has been relatively limited and experimental so far, but has yielded promising results. In many cases, the involvement of actors at origin and destination in the design of

policy measures has favoured the adoption of a holistic approach, and predeparture initiatives have benefitted from being embedded in structural discussions on labour migration management, training, and qualifications, as well as in far-reaching employment and development strategies.⁴⁸ Most often these initiatives have been implemented by destination-country government-mandated agencies in cooperation with the corresponding governmental organisations and training, and/or employment institutions in countries of origin. Private-public partnerships have also been developed.⁴⁹

A. The German case

Growing concerns over the rapid shrinkage of the domestic working-age population and increasing skill shortages underlie Germany's recent dynamism in international cooperation with migrant-sending countries on vocational training, work placement, and labour market integration. Over the past five years, government agencies—notably GIZ and ZAV—have worked with origin-country institutions on a number of pilot projects that are primarily aimed at preparing and recruiting highly skilled or specialised migrants for in-demand professions such as nursing and engineering. A development-sensitive approach has been adopted in the implementation of these projects, which have often built upon complementarities in the respective labour markets and helped relieve tensions generated by a surplus of qualified workers in origin countries.

Over the 2012-13 period, GIZ and ZAV piloted a project with the Tunisian National Employment Agency (ANETI) that offered six-month internships with German companies to 100 unemployed young Tunisian engineers. The Highly Qualified Tunisian Experts project, which was funded by the German Federal Foreign Office, provided the engineers with five months of language and intercultural training (two months in Tunis, three in Germany) in preparation for the internship.⁵⁰ Seventy-five of the 100 participants were offered employment at the end of the internship; most now work for companies in Germany or German companies in Tunisia, utilising the language skills and professional networks they acquired.⁵¹ A broader follow-up project, the German-Tunisian Pact for Mobility, was launched in 2014 for a two-year period, with similar objectives of addressing the shortage of qualified engineers in Germany while helping to tackle the labour market challenges that emerged in Tunisia in the aftermath of the Arab Spring.⁵² In addition to training and internships for 150 young Tunisian engineers, the project also includes a capacity-building module for ANETI officers, awareness-raising activities with German companies on the skills of Tunisian engineers, and counselling services offered to qualified Tunisians willing to

Box I. Private-sector involvement in predeparture measures

As illustrated by the Germany-China nurse pilot project, the private sector can play an important role in implementing cooperative predeparture programmes that are designed by origin- and destination-country governments. Public-private partnerships in this area—which often involve private recruiting companies—have the advantage of bringing together private-sector expertise in the day-to-day management of placement and recruitment processes, with the government’s remit for negotiating framework agreements and capacity for structural support through public institutions.

In some cases, public-private initiatives are led by public actors but implemented solely or jointly by private actors. The Germany-China project, for example, was negotiated by German and Chinese government agencies but implemented by a German employers’ association, a German recruiting agency, a German cultural institution in China, and a Chinese training centre. In other cases, private and public parties may enter directly into an agreement. In the Philippines, the Technical Education and Skills Development Agency (TESDA) signed a Memorandum of Agreement with the Middle East Industrial Training Institute (MEITI) in 2012 to train and certify Filipino welders seeking to work in the Middle East, or upgrade their skills. Welders in the Middle East are required to have an American Welding Society (AWS) credential, and MEITI is accredited to assess and certify welders according to this standard. Under the terms of the agreement, MEITI shared its curricula and trainers, provided training equipment worth P20 million (around US\$452,000), and agreed to help deploy graduates in overseas jobs. As a result, MEITI has run a series of free ten-day seminars to train AWS-certified welding instructors at TESDA’s training center in Davao City.

More often, private-sector actors at origin and destination cooperate with one another, without significant public-sector involvement, to cater to the recruitment needs of employers on a for-profit basis. In sectors with hard-to-fill vacancies and where complex administrative requirements do not facilitate access of foreign-qualified workers to the profession, some employers may be willing to pay private-sector premiums to hire and train employees from abroad, nursing being a case in point. Recourse to international private staffing agencies tends to be costly, and thus largely utilised by large employers or consortiums, which are able to realise economies of scale by hiring more than one candidate at a time. For example, a number of UK National Health Service (NHS) trusts have employed the services of UK-based recruitment firms like Hays, which work with local partners in the European Union and in third countries such as India, the Philippines, and Australia to select, recruit, and train health workers. Multinationals may also capitalise on their international presence to set up in-country recruitment and training processes abroad. One example from within Europe is Adecco, a multinational human resources firm that established Adecco Campus Nordic in Poland to train and test Polish candidates according to Norwegian standards. These candidates are then hired by Adecco Norway and placed in jobs with Norwegian employers.

Sources: TESDA, ‘TESDA, MEITI give welders training big push’, (news release, October 22, 2012), www.tesda.gov.ph/News/Details/243; *Manila Bulletin*, ‘TESDA gives free preparation training for welders certification’, 28 February 2013, <https://ph.news.yahoo.com/tesda-gives-free-preparation-training-welders-certification-074306423.html>; Korea Philippines Vocational Training Center Davao, ‘MEITI Free Training’, www.korphildavao.com/event%20links/MEITI%20free%20training.doc; Hays, ‘International Healthcare Recruitment Global Solutions’, accessed 5 February 2015, www.hays.co.uk/recruitment/healthcare-recruitment/HAYS_005353; Jon Horgen Friberg, ‘Comparative analysis and conclusions’, in *Labour migrants from Central and Eastern Europe in the Nordic countries: Patterns of migration, working conditions and recruitment practices*, eds. Jon Horgen Friberg and Line Eldring (Copenhagen: Nordic Council of Ministers, 2013), 331-2, <http://norden.diva-portal.org/smash/get/diva2:702572/FULLTEXT01.pdf>.

move to Germany for work. The German-Tunisian Pact for Mobility is funded by the Federal Foreign Office in the framework of the German-Arab Partnership for Transformation, which is tasked with addressing rising political, cultural, and economic challenges in the Arab world.

Since 2013 GIZ and ZAV have also jointly run the Sustainable Recruitment of Nurses – Triple Win project, in cooperation with the public employment agencies of Bosnia and Herzegovina, the Philippines, Serbia, and Tunisia.⁵³ The Triple Win project aims to attract nursing professionals from third countries and qualify them to German standards, to help fill vacancies in German hospitals and clinics, and elder-care homes.⁵⁴ GIZ and ZAV selected as project partners third countries with a surplus of well-trained nursing professionals, to avoid causing brain drain as well as contribute to relieving labour market tensions in countries of origin. GIZ and ZAV work with partner employment agencies to select suitable candidates, who are then provided with language training (to the B1 level), as well as cultural and professional training pre- and postdeparture overseen by GIZ. The nurses and their employers are assisted during the integration process as well as for the recognition of their qualifications in Germany. ZAV takes the lead in placing participating professionals with German health-care employers.

The Triple Win project target over the 2013-16 period is to recruit and train 2,000 nurses from partner countries. While it is too early to evaluate the project's effectiveness, the number of nurses placed during its first two years has been somewhat lower than expected.⁵⁵ The main obstacle is persistent reluctance from German employers to recruit nurses from abroad, despite the GIZ intercultural support and the competitive cost for participating employers as compared with similar packages offered by private recruitment agencies.⁵⁶ Among the major concerns for employers are expected delays in the recognition of foreign qualifications and the risk that trained employees could change employer or occupation a few years after recruitment.⁵⁷

Among the major concerns for employers are expected delays in the recognition of foreign qualifications.

Public-private partnerships that involve private recruitment agencies on both sides feature in some instances of cooperation on predeparture training and job matching. Following an agreement signed by ZAV and the China International Contractors' Association (CHINCA) in 2012,⁵⁸ the German employers' association of caregiving (Arbeitgeberverband Pflege) and the German recruitment company CareFlex Recruiting are implementing a pilot project in partnership with ZAV and CHINCA aimed

at training and placing 150 nurses in German nursing home jobs for three to five years.⁵⁹ Nurses enrolled in the pilot project already possess a four-year bachelor of nursing degree. The project provides them with eight months of German language tuition, cultural orientation, and the specialist geriatric nursing training required of nurses in Germany.⁶⁰ The nursing training is provided by the Shandong International Nurse Training Centre, and Goethe Institute China helps provide language training and testing for candidates.⁶¹ Project participants are also assisted through the credential-recognition and visa and work-permit processes, and are offered additional language and vocational training as they start work. As with the Triple Win project, the costs are covered by the future employer.⁶²

B. Other promising cooperative programmes

Besides targeted programmes that are designed to fill employers' specific needs and are 'activated' on employers' demand, cooperative predeparture initiatives for labour market integration in some cases have been formally embedded into broader intergovernmental agreements on migration management.

For instance, between 2007 and 2011 Portugal and Cape Verde worked together on the Country of Origin Migrant Support Centre (CAMPO, Centro de Apoio ao Migrante no Pais de Origem) project, which was aimed at strengthening capacity for labour and return migration management in Cape Verde.⁶³ Predeparture integration initiatives jointly implemented in the context of this project have included advisory services to prospective Cape Verdean migrants about training and job opportunities both in Portugal and in Cape Verde, counselling on administrative procedures to migrate to Portugal and social services available at destination, as well as job-matching mechanisms.⁶⁴ A distinct feature of the CAMPO project is that ownership of the predeparture measures was increasingly transferred through a capacity-building process from a consortium—led by the Portuguese Institute for Development Assistance (IPAD) and comprising the High Commissioner for Migration (ACIDI), International Organisation for Migration (IOM) Portugal, Cape Verde's Institute of Communities (IC), and Institute of Employment and Vocational Training (IEFP), as well as the Spanish Agency for International Development Cooperation (AECID)—to Cape Verdean authorities. The project was turned over to the IC in 2012.⁶⁵

Predeparture integration measures have also often been included in bilateral agreements on labour migration management, stipulating specific or preferential

selection and recruitment procedures for prospective labour migrants along a given migration corridor.

This broader and institutionalised cooperation setting has the advantage of ‘mainstreaming’ integration support to all labour migration candidates from the partner country, and thus has the potential to provide services on a larger scale than more ad hoc partnerships. Also, this offers origin countries a framework to include measures for the protection of migrant workers’ rights.⁶⁶

The stipulation of recruitment procedures and promotion of migrant workers’ rights at destination underpinned the 2001 agreement on labour migration flows between Spain and Colombia.⁶⁷ Under the terms of this agreement, Spain notified Colombia’s National Training Service (Servicio Nacional de Aprendizaje, or SENA) through its embassy of available job vacancies in Spain, including required skill level. SENA then publicised these vacancies in Colombia and screened suitable candidates to create a shortlist for Spanish employers, who interviewed them with embassy assistance.⁶⁸ SENA simultaneously provided prospective migrants with logistical support, including organising additional training where necessary prior to departure. More than 8,000 migrant workers—predominantly for the health-care, commerce, and services sectors—were selected through this agreement between 2001 and 2010, matching around 90 per cent of job offers issued. The agreement ground to a halt following the 2008 economic crisis.⁶⁹ Critics ascribe the low number of job offers relative to overall labour migration flows to Spain during this period to high costs (relative to hiring from neighbouring countries) and the tendency of some employers to hire migrants already residing irregularly in Spain (to avoid labour legislation and paying social security).⁷⁰ Nevertheless, the initiative’s successful implementation and high selection rate make this a compelling example.⁷¹

C. *Drawbacks to bilateral agreements*

Though bilateral agreements have traditionally been a widely used tool for labour migration management, there are some drawbacks in terms of their effectiveness as instruments of labour market integration. Bilateral agreements can take a long time to negotiate and implement, and changes in the economic or political situation may render these agreements obsolete without consistent monitoring and updates. In practice, some bilateral labour agreements are never implemented, and others fall out of use or are not renewed.⁷²

Moreover, another set of problems may arise when pre-

departure integration measures included in bilateral labour agreements are not fine-tuned to reflect actual migration trends and labour supply-and-demand dynamics between the participating countries. In Italy, the *Consolidated Immigration Act*⁷³ has set preferential labour migration quotas for nationals of non-EU countries who have participated in predeparture targeted language and vocational training programmes organised by Italy to facilitate labour market integration. These special predeparture programmes have been embedded in bilateral agreements concluded between the Ministry of Labour and Social Policies and the countries of origin.⁷⁴ Over the 2007-13 period, Italy implemented 36 cooperative training programmes in 11 countries, including Albania, Egypt, Moldova, Morocco, and Sri Lanka, involving 4,000 migration candidates. These programmes benefitted from significant funding from the European Union (EIF).⁷⁵ However, in practice the agreements and programmes have not borne the expected results. The reserved quotas allocated in the annual flows decree (*Decreto Flussi*) for participants who had predeparture training largely went unfilled as a result of administrative delays and the system’s inability to promptly adjust to employer demand—which reduced the programmes’ efficiency as a labour-matching tool.

International job skill-matching mechanisms included in the bilateral agreements on migration management that Italy concluded with a number of sending countries⁷⁶ have also been largely ineffective. Beyond the implementation time lag and the evolving Italian labour market, there is a more general reason for the lack of effectiveness of bilateral agreements as labour market integration tools: the limited recourse to direct foreign recruitment by Italian employers—given the availability of a consistent pool of irregular migrants and the opportunities to ‘test’ them on the job and subsequently regularise their situation. Employers also have the option of recruiting family members of migrants already resident in Italy. Furthermore, the bilateral agreements have prioritised objectives other than labour market integration, with legal migration provisions often included by destination countries in exchange for the origin country’s active commitment to control of irregular migration.⁷⁷

To effectively serve the job-matching purpose, predeparture measures must be flexible and implemented in a timely manner.

All in all, if governments are to have effective predeparture measures within broader labour migration agreements, they must constantly take into account the evolution of the implementation context, both with respect to the broader policy framework for migration and integration and

to the migration and labour market trends at origin and destination. To effectively serve the job-matching purpose, predeparture measures must be flexible and implemented in a timely manner.

Even when bilateral labour agreements are limited to specific sectors or industries, implementation over time is often a challenge. Thus, for instance, the 2006 Philippines-Spain Memorandum of Understanding (MOU), which outlined a mutual commitment to set up pilot schemes for recruiting and integrating health professionals, was never implemented due to the changing labour market situation in Spain, shortcomings in policy design, and inadequate compliance incentives.⁷⁸

D. Through the skill development and recognition, not migration management, lens

Another option to support labour market integration at the predeparture stage is for origin- and destination-country policymakers to cooperate in policy areas related to skill development and supply rather than migration management *per se*. A typical example of this is international cooperation in the areas of education and training aimed at aligning qualifications frameworks and/or facilitating the mutual recognition of educational and professional credentials.

Alignment of qualification frameworks between countries or against benchmark frameworks aims to make qualifications and competences more easily ‘translatable’—and thus transferrable—across countries. Moldova, which is currently in the process of introducing a national qualifications framework that will be modelled on the European Qualifications Framework (EQF), offers one example of such an alignment.⁷⁹ The adoption of common qualification frameworks by the member countries of a regional economic area and their neighbours represents a rising trend. While buildup of these systems requires huge and resource-intensive technical work and negotiations, the positive outcomes in terms of immediate readability of workers’ qualifications and skills explain the recent global enthusiasm for mutually referencing qualification frameworks.⁸⁰

Mutual recognition agreements (MRAs) aim at establishing common and simplified rules for the validation and certification of credentials acquired by professionals in the signatory countries. One of the distinctive advantages of MRAs is that they may allow for smooth recognition of foreign qualifications even in the case where discrepancies persist between the national qualification frameworks

of participating countries. This is done through the provision of compensation measures.⁸¹ The Washington Accord, which enables mutual recognition of engineering qualifications, is a well-known example of an MRA where both origin and destination countries participate,⁸² and where compensatory measures in the form of further professional practice may be required in some countries to make up for different professional registration standards.⁸³

Countries at origin and destination may further structure cooperation in the area of education and training by coordinating the design of courses offered by mainstream educational institutions in both countries and, more precisely, modelling parts of the education and training system or curricula on the destination-country system. This kind of structural cooperation may bring positive outcomes not only in terms of the preparation of would-be migrants, but more broadly by strengthening the origin-country education system overall and making it more compatible with international standards. For destination-country governments and private companies this brings the advantage of the ability to tailor to an extent to domestic needs the potential supply of foreign workers.

Given that each national system is predicated on domestic legal, economic, and institutional structures, only elements—rather than a carbon copy—of the destination-country systems can be ‘exported’. This is particularly true for vocational training systems, where the level of involvement of employers in the design and implementation of curricula varies tremendously across countries—even within the European Union—and is strongly interlinked with the specific relations between the social partners and the public sector in each country.⁸⁴ The result is that diplomas issued by an origin-country institution, even one that has taken on elements of the destination-country system, will not automatically be recognised at destination.⁸⁵ Yet, the partial adaptation to the destination-country model may allow the origin-country system to cater to employer needs in many occupations while sidestepping the extensive negotiation-and-reform process that would be required to deliver identical qualifications in both countries.

Germany, for example, is working with a number of EU members and non-EU countries that are important or potential senders of qualified migrants to Germany to support reforms of their vocational education and training systems in ways that would introduce elements of the German dual vocational training system. Outside of the European Union, Germany has signed bilateral cooperation agreements with China, India, Russia, and Turkey that are coordinated through the German Office for International Cooperation in Vocational Education and Training (GOVET). The type of cooperation varies by country. In

India, GOVET is helping to draw up curricula and training modeled on the German system in different occupations; in Russia, cooperation has thus far focused on providing online resources for vocational trainers.⁸⁶ Germany's overseas chambers of commerce (Auslandshandelskammern, or AHKs) also play an important role in exporting the German dual vocational training system for private-sector clients, often German companies based overseas, that are looking to train their employees along German standards.

Though significantly more time- and labour-intensive than other experiences of cooperation reviewed in this section, joint initiatives aimed at reforming training and qualification systems to meet common or leading standards can bring long-term gains to all stakeholders and contribute durably to address and possibly eradicate some of the more enduring obstacles to migrants' labour market integration.

IV. CONCLUSIONS

Predeparture measures can be a prime policy tool to tackle some of the most entrenched obstacles to labour market integration at the earliest stage in the migration process. This policy brief makes a number of observations that could be considered for policy design and implementation:

- **Predeparture measures should be jointly developed by origin and destination countries, and include public and private actors where possible.**

Predeparture measures that are jointly designed and implemented by origin- and destination-country governments can offer more far-reaching support for immigrants' labour market integration than unilateral initiatives. Synergies at both ends of the migration trajectory may allow such measures to become coherent parts of integration and development strategies along a continuum of actions rather than being confined to set-aside targeted modules whose effects are often limited in scope and fade away with time. Furthermore, partner countries can share their knowledge of their respective skills supply and demand, along with barriers to integration, to avoid duplicating efforts, ensure cost effectiveness, and fine-tune programme design according to needs.

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Governments can also draw on the expertise of private actors—such as recruitment companies or specialised

service providers—in the design and implementation process. This can add to the cost effectiveness of predeparture measures, building upon the expertise of the private sector in the day-to-day management of international placement and recruitment processes as well as government's capacity to embed predeparture integration support into international agreements and leverage structural support from public institutions.

- **Employers should be involved in the design and implementation of predeparture measures, both as 'customers' and as recipients of support.**

Employers in destination countries need to be substantially involved in the design and implementation of predeparture measures in two ways. First, origin- and destination-country governments must take into account employer demands while developing these measures, given the prominence of employer-led labour migration systems in Europe and the significant influence of employers' needs and strategies on labour market integration opportunities more generally. This policy brief has illustrated that employers are key stakeholders in recently implemented innovative predeparture integration programmes, and has pointed to the shortcomings of measures that are disconnected from the labour market situation in the receiving country.

Equally important, employers have to be considered not only customers but also targets of predeparture measures. The great majority of programmes implemented so far have disproportionately focused on addressing the barriers to integration that are related to migrants' personal characteristics or difficulties accessing labour market information. The meaningful logic behind this is that predeparture support is specifically offered in countries of origin, and thus to migrants. Yet more should be done to raise awareness among employers in destination countries of recruitment and job-matching opportunities and support. The experience from a number of pilot programmes and larger predeparture projects geared to international labour matching points suggests that employers' lack of awareness of such initiatives and prejudices about hiring abroad are major obstacles to the success of these measures.

- **The European Union can play a key role in facilitating multi-stakeholder cooperation on predeparture support for labour market integration.**

Over the past decade, the European Union has significantly promoted the implementation of predeparture measures by its Member States and its neighbours through substantial funding and forward-looking programmatic documents. The European Commission has also recently funded

broad research projects that aim to map and evaluate the success of existing predeparture measures. Comprehensive monitoring and assessment of these measures' results in supporting immigrant integration remain underdeveloped, and systematic evaluations could certainly benefit policymaking in this area.

Besides these interventions, the European institutions can improve the effectiveness of predeparture measures by helping to address the coordination challenges that stem from the multilayered and multilevel governance of immigrant integration. The European Union could expand existing integration fora—including the National Contact Points on Integration, the European Migration Forum, and Eurocities—to include relevant representatives from third countries.⁸⁷ Their participation would greatly contribute to facilitating dialogue between the various institutional actors at origin and destination that have a stake in the immigrant integration process. In addition, a project recently announced by the new European Commission to establish a platform on economic migration as a structural dialogue with economic stakeholders on migration is a promising way to include the private sector—and employers in particular—in this dialogue. As emerging skill shortages threaten European recovery and growth, EU debates can ill afford to ignore innovative solutions that tackle origin-country skill mobility and skill creation and destination-country migration and labour market integration issues in a holistic way.

- **Destination countries are more likely to secure the buy-in of origin-country actors in the implementation of predeparture measures when adopting a development-sensitive approach in policy design.**

To date, most of the predeparture measures aimed at improving the labour market integration of immigrants in Europe have been initiated by destination countries. This pattern is likely to continue, even as it would be desirable for a new generation of predeparture measures to be set up jointly by origin and destination countries. Without detracting from the relevance of the three-way approach to integration, labour market integration ultimately happens in the receiving society and thus remains a more compelling concern for destination—rather than origin—countries.

Even when destination countries take the lead in setting up predeparture measures, they should secure the support of origin countries by adopting a development-sensitive approach that takes into account both short-term labour market needs (skills shortages and surpluses) at destination and origin and longer-term development goals. Global skills partnerships are the golden standard in this respect—

yet success remains rare as it often is predicated on long-term structural cooperation between origin and destination countries.⁸⁸ However, as this policy brief has illustrated, origin and destination-country actors have worked together recently to design and implement a number of pilot projects that take into account respective short- and long-term interests and attempt to compensate accordingly. In some cases, pilot projects initiated by destination countries have grown into cooperative initiatives where—with some capacity-building efforts—project ownership is then gradually transferred to the country of origin. Given the promising results of such pilots and initiatives, such approaches could be considered good practices.

- **Predeparture measures should be embedded in a holistic strategy to support integration along the migration continuum.**

By definition, predeparture measures focus on preparing migrants for integration prior to departure. Expecting these measures to tackle all challenges to labour market integration is unrealistic and could only stem from a narrow understanding of the complexity of the integration process. Nevertheless, and precisely because the integration process is a continuum where interlinked factors are at play, predeparture measures can only be cost effective and bear fruit if they are part of a comprehensive strategy to improve labour market integration.

Predeparture measures should complement and be complemented by other integration measures across all stages of migration. Particular attention should be paid to the transition phase. Many predeparture measures implemented to date were short-term, and ended long before admission of the migrant to the receiving country. This is partly the consequence of administrative delays in the immigration process. In this context, countries could consider expanding and incentivising the use of accompanying integration measures during the transition phase, as a way to offset the risk that the basic training and orientation acquired by migrants through the predeparture modules fade away with time. Internet tools may offer particularly cost-effective solutions for such accompanying measures; and predeparture services should systematically refer new arrivals to destination-country integration desks and services to aid a smooth transition.

- **Predeparture measures may benefit from being embedded in bilateral labour migration agreements, provided that their implementation is fine-tuned according to labour market and geopolitical developments.**

Most of the promising examples reviewed in this brief are pilot programmes designed and implemented coop-

eratively by destination- and origin-country agencies, and ‘activated’ on employers’ demand. The resulting flexibility and adaptability of these programmes to real-time labour market demand is among their main strengths. The related drawback, however, is that such programmes are small-scale, and services are activated only if requested by employers.

One way to offer predeparture integration support on a larger scale is to embed predeparture measures in bilateral labour agreements that potentially apply to all migration candidates along a given corridor. Indeed, bilateral labour agreements have traditionally been a preferred policy tool for the protection and the integration of migrant workers. Yet integration has been only an ancillary part of such agreements in many cases. Furthermore, implementing the labour market integration measures included in such agreements has the additional challenge of needing to rapidly respond to changing migration trends and labour supply-and-demand dynamics along migration corridors over time.

Predeparture measures should complement and be complemented by other integration measures across all stages of migration.

For bilateral agreements to serve as effective instruments for labour market integration, integration objectives need to be stated upfront, with implementation measures supported by genuine political will from parties at origin and destination. Furthermore, the agreements and their specific integration provisions must be adaptive and

able to evolve, based on monitoring the results of their implementation as well as the broader structural shifts outlined above.

- ▶ **Structural cooperation between origin and destination countries in the area of education and training may help address barriers to labour market integration in the long run.**

Difficulties obtaining full recognition of foreign qualifications and experience are among the most stubborn obstacles to the successful labour market integration of immigrants, and represent a major cause of skill waste. Reducing these obstacles requires intergovernmental cooperation between origin and destination countries—be it specific, for case-by-case assessment of qualifications or more systematic, through mutual recognition agreements.

More broadly, structural cooperation between origin and destination countries to establish and align national qualification frameworks to certain benchmarks or to implement common curricula in vocational training also has great potential to support labour market integration by making qualifications and skills easily translatable across countries. The outcomes of this type of structural cooperation in education and training, however, usually are only visible in the medium or long term, and of course only for those who actually migrate. Nonetheless, this type of cooperation may have positive outcomes not only in terms of preparing prospective migrants but, more broadly, in strengthening origin-country education systems and making them more compatible with international standards.

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INTERACT - Researching Third Country Nationals' Integration as a Three-way Process-Immigrants, Countries of Emigration and Countries of Immigration as Actors of Integration

Around 25 million persons born in a third country (TCNs) are currently living in the European Union (EU), representing 5 per cent of its total population. Integrating immigrants, i.e. allowing them to participate in the host society at the same level as natives, is an active, not a passive, process that involves two parties, the host society and the immigrants, working together to build a cohesive society.

Policymaking on integration is commonly regarded as primarily a matter of concern for the receiving state, with general disregard for the role of the sending state. However, migrants belong to two places: first, where they come and second, where they now live. While integration takes place in the latter, migrants maintain a variety of links with the former. New means of communication facilitating contact between migrants and their homes, globalisation bringing greater cultural diversity to host countries, and nation-building in source countries seeing expatriate nationals as a strategic resource have all transformed the way migrants interact with their home country.

The INTERACT project looks at the ways governments and nongovernmental institutions in origin countries, including the media, make transnational bonds a reality, and have developed tools that operate economically (to boost financial transfers and investments); culturally (to maintain or revive cultural heritage); politically (to expand the constituency); and legally (to support their rights).

The INTERACT project explores several important questions: To what extent do policies pursued by EU Member States to integrate immigrants, and policies pursued by governments and nonstate actors in origin countries regarding expatriates, complement or contradict each other?

What effective contribution do they make to the successful integration of migrants and what obstacles do they put in their way? A considerable amount of high-quality research on the integration of migrants has been produced in the European Union. Building on existing research to investigate the impact of origin countries on the integration of migrants in the host country remains to be done.

INTERACT is co-financed by the European Union and is implemented by a consortium built by Center for Ethnic and Migration Studies (CEDEM), University Pompeu Fabra (UPF), and MPI Europe.

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ENDNOTES

- 1 This policy brief adopts a broad definition of predeparture measures, covering programmes carried out in origin countries to prepare migrants for integration at destination.
- 2 Meghan Benton, Susan Fratzke, and Madeleine Sumption, *Moving Up or Standing Still? Access to Middle-Skilled Work for Newly Arrived Migrants in the European Union* (Washington, DC and Geneva: Migration Policy Institute and International Labour Office, 2014), www.migrationpolicy.org/research/moving-or-standing-still-access-middle-skilled-work-newly-arrived-migrants-european-union. For further publication and project description, see Migration Policy Institute (MPI), ‘The Labor Market Integration of New Arrivals in Europe,’ accessed 20 January 2015, www.migrationpolicy.org/programs/labor-market-integration-new-arrivals-europe.
- 3 Organisation for Economic Co-operation and Development (OECD), *Equal Opportunities? The Labour Market Integration of the Children of Immigrants* (Paris: OECD Publishing, 2010); OECD, *Untapped Skills: Realising the Potential of Immigrant Students* (Paris: OECD Publishing, 2012), www.oecd.org/edu/Untapped%20Skills.pdf.
- 4 The majority of immigrants to the European Union are not selected based on employment channels, and family reunification is the predominant entry route to most countries in Europe. Humanitarian migration also constitutes a significant and growing share of total immigration inflows in many EU Member States. In 2013, nearly 7.5 million residence permits in EU Member States were issued to migrants who came via family or humanitarian channels, while 3.1 million permits were issued for migrants who came for purposes of remuneration. See Eurostat, ‘All valid permits by reason, length of validity and citizenship on 31 December of each year’, updated 23 December 2014, http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr_resvalid&lang=en.
- 5 On average, immigrants have higher unemployment rates than the native born-population. In 2013, the unemployment rate across the EU (EU-28) for non-EU migrants was 10 percentage points higher than the corresponding figure for the native-born population. The gap had doubled since 2008, when it was 5.2 percentage points. See Eurostat, ‘Unemployment rates by sex, age and country of birth (%) [lfsa_urgacob]’, updated 9 January 2015, http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=lfsa_urgacob&lang=en. Underemployment is also proportionally higher for immigrants than for natives. See Eurostat, ‘Population on 1 January by five year age group, sex and country of birth [migr_pop3ctb]’, http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr_pop3ctb&lang=en; Eurostat, ‘Supplementary indicators to unemployment by sex and nationality – annual average [lfsi_sup_nat_a]’, updated 18 December 2014, http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=lfsi_sup_nat_a&lang=en.
- 6 Elizabeth Collett, *Immigrant Integration in Europe in a Time of Austerity* (Washington, DC: Migration Policy Institute, 2011), www.migrationpolicy.org/research/TCM-immigrant-integration-europe-time-austerity.
- 7 First references to predeparture measures and their relevance to fostering immigrant integration at the EU level were made as early as the 2005 Common Agenda for Integration. See European Commission, ‘Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, European Agenda for the Integration of Third-Country Nationals (SEC (2011) 958 final)’, COM(2011) 455 final, 20 July 2011, http://ec.europa.eu/dgs/home-affairs/news/intro/docs/110720/1_en_act_part1_v10.pdf; European Commission, ‘The Global Approach to Migration and Mobility’, 18 November 2011, COM(2011)743 final, <http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:52011DC0743&from=EN>; Maria Vincenza Desiderio with Agnieszka Weinar, *Supporting immigrant integration in Europe? Developing the governance for diaspora engagement* (Brussels: Migration Policy Institute Europe, 2014), www.migrationpolicy.org/research/immigrant-integration-europe-developing-governance-diaspora-engagement.
- 8 European Union, ‘Council conclusions of the Council and the Representatives of the Governments of the Member States on the integration of third-country nationals legally residing in the EU’, Justice and Home Affairs Council meeting, Luxembourg, 5 and 6 June 2014, www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/jha/143109.pdf.
- 9 See European Union, Article 8, ‘Regulation (EU) No 516/2014 of the European Parliament and of the Council of 16 April 2014 establishing the Asylum, Migration and Integration Fund, amending Council Decision 2008/381/EC and repealing Decisions No 573/2007/EC and No 575/2007/EC of the European Parliament and of the Council and Council Decision 2007/435/EC’, *Official Journal* 2014 L50/168, 20 May 2014, <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32014R0516>.
- 10 For a thorough discussion of the evolution of origin countries’ approaches toward diaspora engagement and integration among origin countries, see Desiderio, *Supporting immigrant integration in Europe?*
- 11 This policy brief is written in the context of the INTERACT project. The project, cofunded by the European Union, aims at shedding more light on the role of origin countries in the integration of their nationals in the European Union. For the purposes of the project, priority origin and destination countries are identified. The destination countries include Austria, Belgium, Denmark, France, Germany, Greece, Ireland, Italy, the Netherlands, Poland, Portugal, Spain, Sweden, and United Kingdom; the origin countries are: Algeria, Belarus, Brazil, China, Ecuador, India, Lebanon, Moldova, Morocco, Pakistan, Philippines, Russia, Syria, Senegal, Tunisia, Turkey, and Ukraine. The discussion in this brief of predeparture measures and innovative cooperation initiatives focuses on priority countries. For a more detailed discussion of the conceptual framework of the INTERACT project, see Anne Unterreiner and Agnieszka Weinar, *The Con-*

ceptual Framework of the INTERACT Project, INTERACT Research Report 2014/01 (Florence: European University Institute, 2014), <http://cadmus.eui.eu/bitstream/handle/1814/29566/INTERACT-2014%20-%2001.pdf?sequence=1>.

- 12 A global inventory of predeparture measures was recently compiled in the context of the HEADSTART project, cofunded by the European Union and select Member States and carried out by the International Organisation for Migration (IOM). For more information on the project and the inventory see Head Start: Fostering Integration Before Departure, 'News', accessed 11 February 2015, www.headstartproject.eu/.
- 13 Over the past decade, new technologies have increasingly been used to provide information and services to migrants and would-be migrants. Alongside general websites detailing administrative information, a number of countries (including Austria, Denmark, Germany, and Sweden) run multilingual websites dedicated to potential labour migrants. These websites provide specific information on job vacancies or occupations in shortage, employment contracts, resources to improve language skills, and information on the recognition of foreign qualifications.
- 14 With the European Agenda for the Integration of Third-Country Nationals of 2011, which recognises that countries of origin can play a role in the integration of migrants at destination, the European Union and its Member States have conceptualised a new approach to integration beyond the traditional two-way approach involving the country of destination and immigrants themselves as main actors of the integration process: to a three-way approach that also involves countries of origin. See European Commission, 'European Agenda for the Integration of Third-Country Nationals (SEC (2011) 958 final)' COM(2011) 455 final, 20 July 2011, http://ec.europa.eu/dgs/home-affairs/news/intro/docs/110720/1_en_act_part1_v10.pdf; see also Desiderio, *Supporting immigrant integration in Europe?*
- 15 Nonetheless, a number of origin countries also provide their nationals predeparture seminars and information tools. The Philippines has offered such services for decades. More recently, other Asian countries, including India, and countries in the EU neighbourhood (including Cape Verde, Georgia, and Moldova) have stepped up their efforts to prepare and protect their departing labour migrants.
- 16 Maruja M.B. Asis and Dovelyn Rannveig Agunias, 'Strengthening Pre-Departure Orientation Programmes in Indonesia, Nepal and the Philippines', (IOM-MPI Issue in Brief no. 5, IOM and MPI, Geneva and Washington, September 2012), www.migrationpolicy.org/research/pre-departure-orientation-indonesia-nepal-philippines.
- 17 Under this programme, departing migrant workers must register with the Commission on Filipinos Overseas. See Office of the President of the Philippines, Commission on Filipinos Overseas, 'Pre-Departure Registration and Orientation Seminars', accessed 19 September 2014, www.cfo.gov.ph/index.php?option=com_content&view=article&id=1378%3Apre-departure-registration-and-orientation-seminars&catid=145%3Aintegration-and-reintegration&Itemid=833.
- 18 Asis and Agunias, 'Strengthening Pre-Departure Orientation Programmes in Indonesia, Nepal and the Philippines'. Beyond targeted predeparture modules provided to contract workers, the Technical Education and Skills Development Agency (TESDA) also offers low-cost vocational training courses in low- to middle-skilled occupations. These courses are available to all Filipino nationals, though many of the TESDA services are particularly beneficial to migrating Filipinos, with a national skills certification system, employment resources, and a number of courses offering basic cultural and language training for popular destinations. See TESDA, 'TESDA Language Skills Institutes', accessed 19 September 2014, www.tesda.gov.ph/About/TESDA/39.
- 19 Desiderio, *Supporting immigrant integration in Europe?* For services provided to migrant workers in destination countries by the Overseas Workers Welfare Administration (OWWA) in the Philippines' Department of Labour and Employment, see OWWA, 'Programs & Services', accessed 12 September 2014, www.owwa.gov.ph/?q=content/programs-services.
- 20 For a thorough discussion of the support to migrants that sending countries provide in order to extend their sovereignty over their citizens abroad, see Alan Gamlen, 'The emigration state and the modern geopolitical imagination', *Political Geography* 27, no. 8 (2008): 840-56, www.sciencedirect.com/science/article/pii/S0962629808001005; Alan Gamlen, 'Why Engage Diasporas' (working paper no. 08/63, COMPAS, University of Oxford, 2008), www.compas.ox.ac.uk/fileadmin/files/Publications/working_papers/WP_2008/WP0863%20A%20Gamlen.pdf; Alan Gamlen, 'Diaspora Engagement Policies: What are they and what kinds of states use them?' (working paper no. 32, COMPAS, University of Oxford, 2006), www.ssrc.org/workspace/images/crm/new_publication_3/%7B0a6ab151-8050-de11-afac-001cc477ec70%7D.pdf.
- 21 For a detailed description of the development of mandatory predeparture integration requirements in EU Member States, see Saskia Bonjour, 'The transfer of pre-departure integration requirements for family migrants among member states of the European Union', *Comparative Migration Studies* 2, no. 2 (2014): 203-26, <http://aup.publisher.ingentaconnect.com/content/aup/jcms/2014/00000002/00000002/art00005>.
- 22 Since the introduction of the Dutch *Civic Integration Abroad Act* (2006) the test requirements and test-taking setting [originally done in person at the embassy, later over the phone, and currently a hybrid testing system of computer and phone is used) have been reviewed several times. Technical implementation of the exam and provision of preparation tools has been particularly challenging for a small country, such as the Netherlands, that lacks a large network of cultural institutes abroad. The latest reform to the law, implemented in November 2014, provides for the test to be taken only by computer. The self-learning package is available in 18 languages and can be purchased online or via regular mail. Test takers can also purchase web-based individual support. See Dutch Ministry of Social Affairs and Employment, www.naarnederland.nl/en/category/homeen.

- 23 L'Office Français de l'Immigration et de l'Intégration (OFII), 'L'OFII à l'étranger', accessed 26 January 2014, www.ofii.fr/l_ofii_a_l_etranger_202/index.html.
- 24 Failure to pass this second test after attending the compulsory training module does not hinder the issuance of residence permits to family migrants. See OFII, 'S'intégrer en France', accessed 26 January 2014, www.ofii.fr/s_integrer_en_france_47/?sub_menu=5.
- 25 Kees Groenendijk, 'Pre-departure Integration Strategies in the European Union: Integration or Immigration Policy?' *European Journal of Migration and Law* 13, no. 1 (2011): 1-30, <http://booksandjournals.brillonline.com/content/journals/10.1163/157181611x558191>; Bonjour, 'The transfer of pre-departure integration requirements'; Sara Wallace Goodman, 'Controlling Immigration through Language and Country Knowledge Requirements', *West European Politics* 34, no. 2 (2011): 235-55, www.tandfonline.com/doi/full/10.1080/01402382.2011.546569#.VMkqsGjF_OM.
- 26 Member States implementing mandatory predeparture integration requirements have often justified these on grounds of Article 7(2) of the EU Family Reunification Directive, which states that 'Member States may require third-country nationals to comply with integration measures, in accordance with national law'. See European Union, 'Council Directive, 2003/86/EC of 22 September 2003 on the right to family reunification', *Official Journal* 2003 251/12, 3 October 2003, <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32003L0086&from=EN>. However, the European Commission in recent guidance clarified that 'these measures may not amount to an absolute condition upon which the right to family reunification is dependent' and 'integration measures must be proportionate and applied with the necessary flexibility'. See European Commission, 'Communication from the Commission to the European Parliament and the Council on guidance for application of Directive 2003/86/EC on the right to family reunification,' 3 April 2014, COM(2014)210 final, www.europarl.europa.eu/meetdocs/2014_2019/documents/com/com_com%282014%290210_/com_com%282014%290210_en.pdf.
- 27 Benton, Fratzke, and Sumption, *Moving Up or Standing Still?*, 15.
- 28 Concerned with the limited cost-effectiveness of predeparture integration testing and training, the French government is planning to abolish such measures during the upcoming legislative immigration reforms. The mandatory language and civic education training and testing in origin countries will be replaced by information campaigns and modules focusing on the labour market situation in France, according to French Interior Ministry officials; interview of Interior Ministry officials by one of the co-authors, June 2014. Notes on file with the author.
- 29 In the case of Germany, it takes would-be migrants on average 11 months after passing the language test to get through the administrative process to enter the country. In hopes of offsetting the risk of skills obsolescence and optimising the transition period, the Goethe Institut operates a website, 'My Path to Germany', that provides interactive resources for migrants to improve and consolidate the language and orientation skills they have acquired during the predeparture phase. The website also offers resources to assist language learners in developing a wide range of skills deemed to be useful for everyday life in Germany. See Goethe Institut, Migration and Integration, 'My Path to Germany – Transition Management website', accessed 28 January 2015, www.goethe.de/lhr/prj/daz/inf/ueb/en10425963.htm.
- 30 It has been argued that all Internet tools are somewhat tailored to skilled migrants, given the difficulties that candidates who lack basic literacy and/or computer literacy skills may have in accessing them. See Maria Vincenza Desiderio, 'Improving Access to Labour Market Information for Migrants and Employers' executive summary, in *Improving Access to Labour Market Information for Migrants and Employers*, eds. Maria Vincenza Desiderio and Anke Schuster (Brussels: IOM, 2013), <http://ec.europa.eu/social/BlobServlet?docId=9926&langId=en>.
- 31 Work in Denmark, 'Search for Danish jobs', accessed 26 January 2015, www.workindenmark.dk/.
- 32 German Federal Ministry of Labour and Social Affairs and Federal Ministry for Economic Affairs and Energy, 'Make it in Germany', accessed 28 January 2015, www.make-it-in-germany.com/en.
- 33 Destination-country international recruitment and health-sector labour market integration programmes often foresee mechanisms to protecting origin countries from brain drain. For further discussion and examples, see Section III of this brief.
- 34 Hein de Haas and Simona Vezzoli, 'Leaving matters: The nature, evolution and effects of emigration policies' (IMI Working Papers Series no. 34, DEMIG Project Paper No. 4, International Migration Institute, University of Oxford, April 2011), 8, www.imi.ox.ac.uk/pdfs/wp/wp-34-11.
- 35 Asis and Agunias, *Strengthening Pre-departure Orientation Programmes in Indonesia, Nepal and the Philippines*.
- 36 Desiderio, *Supporting Immigrant Integration in Europe?*
- 37 Turkey is the main non-EU country of origin for immigrants to Austria, followed by the former Yugoslav Republic of Macedonia (FYROM). As of October 2014, an integration representative has been appointed also in the Austrian embassy to Serbia.
- 38 Welcome Desks have been established in several Austrian regions since 2013 to provide immigrants with information and services useful to facilitate their integration and daily life in Austria. Services and information are geared toward new arrivals and include information about rights and duties in Austria, and suitable courses offered in the region. Welcome Desks may also offer language classes. Currently, Welcome Desks are available in Vienna, Upper Austria, Salzburg, Tyrol, Styria, and Klagenfurt, most often attached to the local Federal Integration Centres.
- 39 The centre has been discontinued since then, with information on job vacancies, the Danish labour market, and access to services now available through the 'Work in Denmark' portal. See Alina Ostling, *An overview of highly skilled labour migration in Denmark with a*

focus on Indian nationals, CARIM-India Research Report 2013/43 (Florence: European University Institute, 2013), 6, www.india-migration.eu/media/CARIM-India-HSM-2013-43.pdf.

- 40 Respectively, 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 Vietnam. See Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, ‘Supporting the Make it in Germany welcome portal’, accessed 26 January 2015, www.giz.de/en/worldwide/14154.html.
- 41 OFII, ‘L’OFII à l’étranger’.
- 42 Expert Council for Integration, Austria, *Integration Report 2014: Integration Issues in Focus* (Vienna: Expert Council for Integration, 2014), www.bmeia.gv.at/fileadmin/user_upload/Zentrale/Integration/Integrationsbericht_2014/Integrationsbericht_2014_EN.pdf.
- 43 For a thorough discussion of the role of origin -and destination country subnational authorities in the governance of immigrant integration and diaspora engagement, see Ozge Bilgili, *Supporting immigrant integration in Europe: What role for origin countries’ subnational authorities?* (Brussels: Migration Policy Institute Europe, forthcoming).
- 44 For more on the challenges and opportunities for origin- and destination-country cooperation on immigrant integration that result from the complex and stratified institutional setting for the governance of immigrant integration and diaspora engagement, see Desiderio, *Supporting Immigrant Integration in Europe?* For specific discussion of the trend towards mainstreaming immigrant integration into general policy areas across EU Member States, see Elizabeth Collett and Milica Petrovic, *The future of immigrant integration in Europe: Mainstreaming approaches for inclusion* (Brussels: Migration Policy Institute Europe, 2014), www.migrationpolicy.org/research/future-immigrant-integration-europe-mainstreaming-approaches-inclusion.
- 45 Paul Clewett, *Understanding Transnational Dynamics in European Integration Policy* (Brussels: MPI Europe, 2015).
- 46 Preliminary results of broad inventories and assessments of predeparture measures recently carried out support this finding. The results will be published by the Head Start Project (www.headstartproject.eu/) and the MISMES Project (www.migrationpolicycentre.eu/mismes/).
- 47 For discussion of the durable barriers to immigrant integration that stem from the nonrecognition of foreign credentials, and of the negotiation of mutual recognition agreements as a prime tool to improve recognition, see Madeleine Sumption, Demetrios G. Papademetriou, and Sarah Flamm, *Skilled Immigrants in the Global Economy: Prospects for International Cooperation on Recognition of Foreign Qualifications* (Washington, DC: MPI, 2014), www.migrationpolicy.org/research/international-cooperation-recognition-foreign-qualifications.
- 48 A recent survey of these types of initiatives attributed their efficacy and the smooth transition and integration of skilled migrants in their host countries to successful origin- and destination-country cooperation that involves ministries, trade unions, employers, and regulatory bodies. See Michael A. Clemens, ‘Global Skill Partnerships: A Proposal for Technical Training in a Mobile World’ (CGD Policy Paper 040, Center for Global Development, Washington, DC, May 2014), 26, www.cgdev.org/publication/global-skill-partnerships-proposal-technical-training-mobile-world.
- 49 See Box 1 for a discussion of the involvement of private-sector pre-departure training practices and public-private partnerships for preparing the integration of migration candidates.
- 50 Make it in Germany, ‘Pilot Project: Tunisian Engineers for German Companies’, (news release, German Federal Ministry of Labour and Social Affairs and Federal Ministry for Economic Affairs and Energy, 21 April 2013), www.make-it-in-germany.com/en/for-qualified-professionals/make-it-in-germany/news/detail/pilot-project-tunisian-engineers-for-german-companies; GIZ, ‘Promotion of legal mobility of highly-qualified Tunisian experts’, (project description, accessed 6 October 2014), www.giz.de/en/worldwide/19727.html.
- 51 GIZ, ‘Promotion of legal mobility of highly-qualified Tunisian experts’.
- 52 Ibid., and German Embassy in Tunis, Le Partenariat Pour La Transition Germano-Tunisien, ‘Promouvoir la mobilité entre la Tunisie et l’Allemagne’, accessed 9 February 2015, www.allemanepartenaire.tn/Fr/economie-et-emploi_58_6_D7#.VNncLPmG95L.
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- 54 There were just 70 unemployed applicants for every 100 vacancies in the nursing profession in Germany in 2012, according to an assessment by the Federal Employment Agency (BA), and shortages are forecast to become far more acute over the next decade. See GIZ, ‘Sustainable recruitment of nurses’, accessed 20 January 2015, www.giz.de/en/worldwide/20322.html.
- 55 Interview by one of the authors with GIZ representative and a representative from one of the origin countries’ public employment agency, September 2014. The supply of nurses available for placement in Germany could be significantly higher in some origin countries, if German employers sought more nurses. Ibid.
- 56 Employers participating in the ‘Triple Win’ project pay 3,700 euros for each health-care professional placed, which covers the services rendered by GIZ.
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- www.oecd-ilibrary.org/fr/social-issues-migration-health/recruiting-immigrant-workers-germany_9789264189034-en.
- 58 Berufsverband Deutscher Internisten, 'Pflege-Fachkräftemangel: Abkommen mit China soll Hilfe leisten', (news release, 23 November 2012), www.bdi.de/allgemeine-infos/aktuelle-meldungen/ansicht/article/pflege-fachkraeftemangel-abkommen-mit-china-soll-hilfe-leisten.html.
- 59 Berufsverband Deutscher Internisten, 'Pflege-Fachkräftemangel'; BA, 'Ausländische Pflegekräfte im Fokus der Arbeitsvermittlung', (news release, 28 August 2014), www.arbeitsagentur.de/web/content/DE/Detail/index.htm?dfContentId=L6019022DSTBAI684177; International Centre on Nurse Migration, 'Germany woos Chinese Nurses', ICNM eNews, 21 August 2014, www.intlnursemigration.org/assets/enews/August2%20ICNM%20eNews%202014.pdf.
- 60 CareFlex Recruiting, one of the partners in the project, provided information on the partners and schedule of this process; CareFlex Recruiting, 'Overseas Recruitment China Project – Project Schedule', accessed October 6, 2014, www.careflex-recruiting.com/en/overseas-recruitment/china-project/project-schedule/.
- 61 The State Council, People's Republic of China, 'Chinese nurses acclaimed for empathetic care abroad', (news update, October 3, 2014), http://english.gov.cn/news/international_exchanges/2014/10/10/content_281474994979141.htm; Careflex, 'Overseas Recruitment China Project'.
- 62 Employers pay 3,900 euros to cover candidates' eight-month language and intercultural preparation training, plus translation and other administrative costs. See BA, Zentrale Auslands- und Fachvermittlung (ZAV), 'Ausländische Pflegekräfte für den deutschen Arbeitsmarkt: Wie die ZAV Ihnen bei der Suche und Einstellung helfen kann', (ZAV brochure, July 2014), 3-4, www.arbeitsagentur.de/web/wcm/idc/groups/public/documents/webdatei/mdaw/mjqw/~edisp/l6019022dstbai685070.pdf?_ba_sid=L6019022DSTBAI685076. Though this project is in its early stages, ZAV representatives reported they are optimistic about the skills and potential of the first participants. See BA, 'Ausländische Pflegekräfte'.
- 63 The project, originally set as a pilot, grew into a larger programme in 2009, under the purview of the EU Mobility Partnership with Cape Verde. This second phase was largely financed through EU funding (78 per cent), with additional funding from Portugal (12 per cent) and Spain (10 per cent). See Africa-EU Partnership, 'CAMPO: for a better circulation of skills between Cape Verde and the EU', accessed 20 January 2015, www.africa-eu-partnership.org/success-stories/campo-better-circulation-skills-between-cape-verde-and-eu; Serviço de Estrangeiros e Fronteiras, *Temporary and Circular Migration in Portugal: Facts, Policies and Strategies* (Brussels: European Migration Network, 2010), http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/reports/docs/emn-studies/circular-migration/21a_portugal_national_report_circular_migration_final_version_6_jan_2011_en.pdf.
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- 66 Organisation for Security and Co-operation in Europe (OSCE), IOM, and International Labour Office (ILO), *Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination* (Vienna and Geneva: OSCE, IOM, and ILO, 2006), 182-3, www.ilo.org/asia/areas/labour-migration/WCMS_203851/lang--en/index.htm.
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- 68 Iván Martín, 'LabourMarketInformationSystemsandLabourMigrationInformationinSixDevelopingCountries:TheChallengeofIntegration.AComparativeStudyofColombia,CostaRica,Ghana,Nicaragua,SenegalandTunisia', (paper prepared for the IOM 'Best Practices on Collecting and Sharing Labour Migration Data for the Improvement of the Labour Market Information Systems (LMISS)' project, Brussels, 2011): 29-30, http://eea.iom.int/images/Pubs/LMIS_comparative_study_EN.pdf.
- 69 Ibid., 30; Iván Martín, 'Bilateral Labour Agreements in Practice: Issues and Challenges', (background note prepared for IOM workshop, 'Information Needs in Support of Bilateral Labour Agreements', Bogotá, Colombia, 22-23 June 2011), 3, www.academia.edu/2067682/2011_Bilateral_Labour_Agreements_in_Practice_Issues_and_Challenges.
- 70 Antonio Bonet and Sebastián Sáez, 'Can Bilateral Labor Agreements Help Colombia and Ecuador Increase Their Service Exports to Spain?' in *Let Workers Move: Using Bilateral Labor Agreements to Increase Trade in Services*, ed. Sebastián Sáez (Washington, DC: World Bank, 2013), 81-2.
- 71 The agreement has been presented as a successful example of a bilateral agreement in this field. See Bonet and Sáez, 'Bilateral Labor Agreements', 81-2.
- 72 See, for example, the now inactive agreement between Tunisia and France (signed in 2008) on legal migration flows; while the agreement allocated 3,000 visas per year to Tunisian workers, by 2011 fewer than 3,000 Tunisian workers had emigrated to France through this channel; and the inactive agreement between Ecuador and Spain (signed in 2001), which would have enabled Spain to communicate labour shortages to Ecuador and to then select and recruit temporary, seasonal workers through a joint committee. See Consuelo Sánchez

Bautista, *Policy and Institutional Frameworks: Country Report Ecuador*, Interact Research Report 2014/14 (Florence: European University Institute, 2014), <http://cadmus.eui.eu/bitstream/handle/1814/33137/INTERACT-RR-2014%20-%2024.pdf?sequence=1>; Stéphanie Pouessel, *Report on Tunisian Legal Emigration to the EU: Modes of Integration, Policy, Institutional Frameworks and Engagement of Non-State Actors*, Interact Research Report 2014/22 (Florence: European University Institute, 2014), <http://cadmus.eui.eu/bitstream/handle/1814/33135/INTERACT-RR-2014%20-%2022.pdf?sequence=1>; Aderanti Adepoju, Femke Van Noorloos, and Annelies Zoomers, ‘Europe’s Migration Agreements with Migrant-Sending Countries in the Global South: A Critical Review’, *International Migration* 48, no. 3 (2010): 42-75, <http://onlinelibrary.wiley.com/doi/10.1111/j.1468-2435.2009.00529.x/abstract>; Martín, ‘Bilateral Labour Agreements in Practice’, 3.

73 Republic of Italy, ‘Testo unico delle disposizioni concernenti la disciplina dell’immigrazione e norme sulla condizione dello straniero,’ *Gazzetta Ufficiale* no. 191, 18 August 1998 - Supplemento Ordinario no. 139, www.camera.it/parlam/leggi/deleghe/98286dl.htm.

74 Ibid., Article 23

75 Italia Lavoro – compilation of internal data made available during interview in Rome with one of the authors on 3 February 2015.

76 These agreements on labour migration management are foreseen in Article 21 of Italy’s ‘Testo unico’ and should not be confused with the bilateral agreements concerning training in countries of origin. For a review of these agreements see Ester Salis, ‘Labour migration governance in contemporary Europe. The case of Italy’ (FIERI working paper, LAB-MIG-GOV project, April 2012), 18, www.labmiggov.eu/wp-content/uploads/2012/04/LABMIGOV_WP1_Italy_Final-report.pdf.

77 Ibid.

78 Philippine Overseas Employment Administration (POEA), ‘Memorandum of Understanding on Cooperation for the Management of the Migratory Flows between the Ministry of Labor and Social Affairs of the Kingdom of Spain and the Ministry of Labor and Employment of the Republic of the Philippines’, June 2006, [www.poea.gov.ph/lmi_kiosk/Bilateral%20Agreements/BLA-SPAIN%20\(ENGLISH%20VERSION\).pdf](http://www.poea.gov.ph/lmi_kiosk/Bilateral%20Agreements/BLA-SPAIN%20(ENGLISH%20VERSION).pdf); Ibadat S. Dhillon, Margaret E. Clark, and Robert H. Kapp, *Innovations in Cooperation: A Guidebook on Bilateral Agreements to Address Health Worker Migration* (Washington, DC: Aspen Institute, 2010), 19, www.aspeninstitute.org/sites/default/files/content/docs/pubs/Bilateral%20Report_final%20code.pdf. See also Agnieszka Makulec, ‘Philippines’ Bilateral Labour Arrangements on Health-care Professional Migration: In Search of Meaning’ (ILO Asia-Pacific Working Paper Series, International Labour Organisation, Makati City, 2014), 33-6, www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-manila/documents/publication/wcms_320609.pdf.

79 European Training Foundation, Qualifications Platform, ‘Moldova: Inventory of NQF recent developments in ETF’s partner countries’, 30 April 2014, https://connections.etf.europa.eu/wikis/home?lang=en-us#!/wiki/Wf591e43b607e_4ccf_8d94_a3256a255147/page/Moldova%20-%20NQF%20inventory.

80 The European Qualification Framework (EQF) was established in 2008 as a common benchmark framework for referencing and mutually translating National Qualification Frameworks (NQF) along eight common European reference levels described in terms of learning outcomes: knowledge, skills, and competences. Since then, EU Member States, candidate countries, Liechtenstein, Norway, and neighbouring countries have been working to implement the EQF (i.e. to set and reference NQFs to the EQF). Member countries of other regionally integrated areas have also recently introduced common qualification frameworks to facilitate reciprocal comparisons among each others’ qualification system. Thus, the Association of Southeast Asian Nations (ASEAN) Qualifications Reference Framework (AQRf) was adopted in 2014 and member countries have started work to align national qualification standards to the common benchmark.

81 The negotiation and implementation of MRAs is an extremely resource-intensive endeavor. Indeed aligning qualification frameworks among countries tends to facilitate the conclusion and implementation of MRAs—yet full harmonisation is rarely possible, and this is precisely where the MRA value-add occurs.

82 Signatory national accrediting agencies currently include a number of INTERACT priority countries, such as India, Ireland, Russia, Turkey, and the United Kingdom; and organisations from INTERACT priority countries that currently hold provisional status include China and the Philippines. International Engineering Alliance, ‘Washington Accord: Signatories’, accessed 13 September 2014, www.ieagrements.org/Washington-Accord/signatories.cfm. For a thorough discussion of the Washington Accord and other MRAs involving EU Member States and third countries, see Sumption, Papademetriou, and Flamm, *Recognition of Foreign Qualifications*.

83 This is because only academic qualifications from member-country accredited institutions are automatically recognised under the Washington Accord, which in many countries may not suffice to get full access to the professional practice. See Sumption, Papademetriou, and Flamm, *Recognition of Foreign Qualifications*.

84 For a discussion of this point in relation to the German case, see Dieter Euler, *Germany’s dual vocational training system: a model for other countries?* (Gütersloh, Germany: Bertelsmann Stiftung, 2013), www.eunec.eu/sites/www.eunec.eu/files/attachment/files/2013_study_german_vet_system.pdf.

85 Thus someone who had received German-style vocational training overseas—even if the course received accreditation from a local German overseas chamber of commerce, as has happened in numerous cases—would still need to go through a credential recognition process if he or she relocated to Germany. Similarities between the foreign qualification and the Germany-issued qualification, however,

could still speed up this credential recognition process, and minimise additional training or professional experience requirements. Interview by one of the authors with Kevin Heidenreich, Deputy Representative of German Industry and Trade, 28 May 2014.

86 German Federal Ministry of Education and Research, ‘BIBB: International Cooperation in Vocational Education and Training’, (news release, 12 February 2014), www.anerkennung-in-deutschland.de/html/en/22_974.php.

87 Desiderio, *Supporting Immigrant Integration in Europe?*, Section V.

88 Clemens, ‘Global Skill Partnerships: A Proposal for Technical Training in a Mobile World’.

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