

# Contents

<b>Preface</b>	21
BASTIAN VOLLMER	
<b>Introduction</b>	25
Methodology of the project	27
The European context of employment programmes for migrants and ethnic minorities	29
<i>The European Employment Strategy (EES)</i>	31
<i>The Social Inclusion Process</i>	37
<i>Other EU programmes related to employment activities for     migrants and ethnic minorities</i>	45
<i>The EQUAL programme and its predecessors</i>	47
<i>Predecessor programmes</i>	47
<i>The implementation of the EQUAL programme</i>	51
<i>Priority area five of the EQUAL programme:     asylum seekers</i>	55
<i>The interaction between European policy development     and national programming</i>	60
Country studies	62
Notes	64
CHING LIN PANG	
<b>Current Employment Strategies in Belgium</b>	69
Introduction	69
Immigrants: demographics, policies and legislations and position in the general labour market	70
<i>Demographics</i>	70
Policies and legislation	72

General framework	72
Laws	73
<i>General labour laws</i>	73
<i>Anti-racism and anti-discrimination laws pertaining to employment</i>	75
Policies at the different levels	76
<i>At the federal level: the Ministry of Labour</i>	76
<i>Flanders</i>	78
<i>Wallonia</i>	80
<i>Brussels Capital Region</i>	82
Position of migrants, minorities and non-nationals in the labour market	83
<i>General</i>	83
<i>Figures</i>	83
<i>Analytical studies</i>	86
<i>Discrimination in employment</i>	89
<i>Interpretation paradigms of the weak position of immigrants</i>	90
National Action Plans and immigrants	91
<i>National Action Plans</i>	91
<i>Assessment of the National Action Plans within the general labour policy</i>	94
EQUAL projects in Dutch and French speaking Belgium	96
Conclusion	99

SHAHAMAK REZAEI

**Integration of Immigrants into the Danish Labour Market** 103

Introduction 103

Strategies in context: the Danish labour market and the situation of migrants and ethnic minorities 104

Migrants and ethnic minority related activities in the Danish NAPs on Employment 1999–2002	107
<i>National Action Plan (NAP) on Employment 1999</i>	107
<i>NAP on Employment 2000</i>	108
<i>NAP on Employment 2001</i>	109
<i>NAP on Employment 2002</i>	110
Migrants and ethnic minority related activities in the Danish NAPIncl 2001	115
EQUAL measures	119
Good practices	123
<i>Diversity and social responsibility</i>	123
<i>Context</i>	123
<i>Organisational approach</i>	124
<i>Ry – a municipality that needs every citizen</i>	125
Conclusions	127
Notes	129

BASTIAN VOLLMER

<b>German Employment Strategies towards Immigrants and Ethnic Minorities</b>	131
Introduction	131
Historical and recent developments on immigration policy and the labour market	132
Anti-discrimination legislation concerning the labour market	144
The federal system regarding employment strategies	147
The NAPEmpl (1999–2002) and the NAPIncl 2001	149
The consequences of the NAPEmpls und NAPIncl in the German context - an analysis	154

The EQUAL programme	159
<i>National competences of EQUAL's implementation</i>	159
<i>The priority area five of EQUAL in the case of Germany</i>	162
Good practices	167
Current national labour market measures	173
Conclusions and recommendations	195
Notes	197

EUGENIA M. MARKOVA

<b>Recent Phenomena - Employment Initiatives towards Immigrants in Greece</b>	201
Introduction	201
Overview of immigration in Greece	204
<i>Brief legal conditions</i>	204
<i>Statistics</i>	210
<i>Strategies in the context of the national labour market and the status of migrant and ethnic minority integration</i>	212
Specific measures for the integration of migrants and ethnic minorities in Greece: overview of National Action Plans on Employment (1999, 2000, 2001) and National Action Plans for Social Inclusion, 2001-2003	212
<i>National Action Plan (NAP) on Employment 1999</i>	212
<i>National Action Plan on Employment 2000</i>	214
<b>National Action Plan on Employment 2001</b>	218
<i>Evaluation of policies concerning the integration of disadvantaged groups in the labour market: (Impact evaluation of the EES, background paper on social inclusion)</i>	220
<i>National Action Plan for Social Inclusion, 2001-2003</i>	222

EQUAL measures	225
<i>Approved EQUAL projects related to migrants and ethnic minorities in Greece</i>	225
<i>Main issue of concern regarding EQUAL projects in Greece</i>	227
Presentation of good practices	228
Other national measures targeting migrants and ethnic minorities	229
<i>Programmes aiming at migrants' and refugees' social and professional inclusion 1998-2002</i>	229
<i>IOM project on migrants' integration into the labour market</i>	234
Conclusions and recommendations	235
Notes	238

OLIVIA SALIMBENI

**Spanish Strategies for the Prevention of Long-Term Unemployment among Immigrants** 239

Preface	239
Research methodology	240
<i>Research objectives</i>	240
<i>Activities and sources of data</i>	241
The research results	242
<i>General legal framework on migrant labour in Spain</i>	243
<i>General legal framework on asylum in Spain: norms and procedures</i>	251
Rejection at the border	254
Border admissibility procedure	254
The Dublin Convention	256
Entry into the territory	257

Admissibility procedure within the country	258
Ordinary determination procedure	260
Final rejection	261
Detention	263
Work	263
<i>Initial considerations on the Spanish labour market and the presence of migrants</i>	267
<i>Synthesis of measures towards migrants and ethnic minorities contained in the NAPs on Employment (years 1999, 2000, 2001)</i>	272
<i>Synthesis of measures towards migrants and ethnic minorities contained in the NAP on Social Inclusion (2001)</i>	277
<i>Typology of adopted measures and financed projects (EMPLOYMENT, EQUAL) for the integration of migrants into the Spanish labour market</i>	278
<i>Relevant case studies</i>	283
Conclusion	284
Note	287

LYNETTE KELLY

<b>Innovative Measures for Integrating Immigrants into the French Labour Market</b>	289
Introduction	289
Situation before the National Action Plans	290
Immigrants and ethnic minorities in the French labour force	292
Measures in the National Action Plans	294
<i>1998 report</i>	294
<i>1999 report</i>	294

NAP 2000	296
NAP 2001	296
NAP 2002	299
National Action Plan for social inclusion	300
EQUAL Projects	301
Initiatives undertaken in France	302
<i>The reception and integration of foreigners</i>	302
<i>Target groups</i>	303
<i>Benefits offered</i>	303
<i>The future development of reception programmes</i>	305
<i>Partnership and evaluation</i>	306
Accelair - Autonomisation et insertion des réfugiés (Self-determination and inclusion of refugees)	307
<i>Objectives of the project</i>	308
<i>Actions to be undertaken</i>	309
Stratégie d'information contre les discriminations raciales dans l'emploi (Strategy of information against racial discrimination in employment)	309
<i>Objectives</i>	311
<i>Actions to be undertaken</i>	311
<i>Outcomes</i>	312
<i>Aequalis</i>	312
<i>Context of the problem</i>	312
<i>Problems to be solved</i>	313
<i>Objectives</i>	314
Accueil et formation des demandeurs d'asile (reception and training of asylum seekers)	315
<i>Objectives</i>	316

Prelude - Pour un Réseau Européen de Lutte contre les Discriminations raciales dans l'Emploi (For a European Network to combat racial discrimination in the workplace)	317
<i>Context</i>	317
<i>Objectives</i>	318
<i>Conclusions</i>	319
LYNETTE KELLY	
<b>Economic Change in Ireland - Initiatives for the Employment of Immigrants</b>	321
<b>Introduction</b>	321
Labour market situation before 1998	321
The National Action Plans	324
NAP 1998	325
NAP 1999	326
NAP 2000	326
NAP 2001	328
Discussion of Ireland's NAPs for Employment	329
National measures for minorities and ethnic groups	331
<i>Interact II</i>	331
<i>Diversity at work partnership - Real Diversity</i>	333
<i>Trainers Network - Training Resources to Address Equality and Diversity (TRED)</i>	334
<i>Traveller Economy Sectoral Partnership - European Transnational Anti-discrimination Project (ETAP)</i>	335
<i>SONAS Ireland</i>	336
<i>Work Integration Network</i>	338
<i>Clare Equality Partnership: TRASNA</i>	338
<b>Conclusion</b>	339



ELEONORA GAROSI

**Italy's Measures for the Integration of  
Immigrants and Ethnic Minorities**

	341
<i>Preface</i>	341
<b>Methodology</b>	342
<i>Research objectives</i>	342
<i>Activities and data sources</i>	343
<b>Research results</b>	344
<i>Initial considerations on the legal framework</i>	345
<i>Historical overview of the Italian policies on migration</i>	346
<i>The Turco-Napolitano Law and the Unified Text on Immigration</i>	350
<i>Planning immigration flows</i>	350
<i>Combatting illegal immigration</i>	351
<i>Integration policies</i>	352
<i>The political elections in 2001: a recent episode of moral panic</i>	353
<i>The Bossi-Fini Law (no. 189/2002)</i>	355
<i>The latest amnesty</i>	357
<i>Notes on the right of asylum and refugee status</i>	358
<i>The current situation of migrants (and refugees) in the Italian labour market</i>	362
<i>Refugees in the Italian labour market</i>	366
<i>Measures towards the labour integration of migrants before the introduction of the NAPs on Employment and the NAP on Social Inclusion</i>	368
<i>Summary of measures towards migrants (refugees and ethnic minorities) contained in the NAPs on Employment (1999, 2000, 2001)</i>	370
<i>Summary of measures towards migrants (refugees and ethnic minorities) contained in the NAP on Social Inclusion (2001)</i>	374

<i>Typology of adopted measures and financed projects (Employment, EQUAL) for the integration of migrants into the Italian labour market</i>	375
<i>Relevant case studies</i>	381
<i>Additional projects</i>	399
<i>Notes</i>	406

KARIN WARINGO

<b>The General Context: the Labour Market in Luxembourg and the Situation of Immigrants and Refugees</b>	411
<i>The Luxembourgish labour market</i>	411
<i>The immigrant population in Luxembourg</i>	413
<i>The status of immigrants and refugees in the Luxembourg labour market</i>	415
<i>The situation of Luxembourgish labour market</i>	420
<i>Labour force by sector by nationality and place of residence</i>	421
<b>The National Action Plan and the integration of foreigners in the Luxembourgish labour market</b>	424
<i>The Plan d'Action National pour l'Emploi</i>	425
<i>The EQUAL Community Initiative Programme (CIP)</i>	430
<i>Other measures</i>	433
<b>Employment strategies for immigrants and asylum seekers in Luxembourg - a debate still to come?</b>	437

EWALD ENGELEN

<b>The Economic Incorporation of Immigrants: the Netherlands</b>	445
<i>Immigrants and the labour market</i>	449
<i>Foundation Agreements</i>	452
<i>Affirmative Action Programmes</i>	454
<i>Covenants</i>	458

<i>Effectiveness</i>	461
<b>Immigrant entrepreneurship</b>	466
<i>Empowerment zones – a brief history</i>	468
<i>Effectiveness</i>	475
European policy initiatives	477
<i>National Employment Plans 1998–2003</i>	478
<i>NAPIncl 2001, 2003</i>	481
EQUAL programme	484
The thorny question of radical change and persistent continuity	486
Notes	492
<b>BASTIAN VOLLMER</b>	
<b>Restrictive Access – Austrian Employment Measures towards Immigrants</b>	497
Introduction	497
Historical developments and statistics of labour migration	498
Work permits granted to third country nationals	506
<i>The quota system</i>	509
The NAPERmpls (1999-2002) and the NAPIncls – an analysis	511
The EQUAL programme	516
<i>National competences of EQUAL's implementation</i>	518
Good practices	519
National measures	523
Concluding remarks and recommendations	525
Notes	526

<b>ELEONORA GAROSI</b>	
<b>Temporary or Long-Term?</b>	
<b>Employment Strategies in Portugal</b>	529
Introduction	529
Methodology	530
<i>Objectives</i>	530
<i>Activities and sources of data</i>	531
Research results	532
<i>Some initial considerations on immigrants, labour markets and migratory policies in Portugal</i>	533
<i>Summary of measures towards migrants and ethnic minorities contained in the NAPs on Employment (1999, 2000, 2001) and in the NAP on Social Inclusion (2001)</i>	543
<i>Typology of measures adopted and projects funded (EMPLOYMENT, EQUAL) for the integration of migrants into the Portuguese labour market</i>	549
Case studies	554
<i>Additional projects and strategies for the labour integration of migrants</i>	561
Conclusion	565
Notes	565
<b>BASTIAN VOLLMER</b>	
<b>National Action Plans on Employment in Finland</b>	567
Introduction	567
Migration background and statistics	568
Anti-discrimination provisions facing the labour market	576
A brief outline of the legal framework	579

Finland's National Action Plan for Employment (NAPEmpl) and National Action Plan against Poverty and Social Exclusion (NAPIncl)	581
The EQUAL programme	584
<i>Good practices</i>	586
<i>Innovative practices in the EQUAL Programme</i>	587
National measures towards immigrants and ethnic minorities	590
Concluding remarks and recommendations	595
Note	596

BASTIAN VOLLMER

<b>Good Practices on Employment towards Immigrants and Ethnic Minorities in Sweden</b>	597
Introduction	597
Historical context and statistical background	597
Legal conditions	610
NAPEmpl and NAPIncl in Sweden	612
Good practices	615
The EQUAL programme	615
Innovative practices in the EQUAL programme	616
<i>Svenska Flyktingrådet (Swedish Refugee Council)</i>	616
<i>Assyriska Föreningen (Assyrian Association in Södertälje)</i>	617
National measures towards immigrants and ethnic minorities	618
Concluding remarks and recommendations	623
<i>Intensive promotion of foreign entrepreneurship</i>	623
<i>A long tradition of language measures, but few sustainable results</i>	623

Policy should be reviewed	623
Notes	624
LYNNETTE KELLY	
<b>EQUAL Projects and National Initiatives on Employment in the UK</b>	625
Introduction	625
Methodology	626
Situation before the National Action Plans for Employment	626
The National Action Plans	629
<i>NAP 1998</i>	629
<i>NAP 1999</i>	630
<i>NAP 2000</i>	632
<i>NAP 2001</i>	633
Discussion of NAP Employment for the UK	635
Measures to assist immigrants and minorities in the labour market	637
Basic Skills Agency	637
Employability Forum	638
Nottingham Links	641
Bradford Equality Employment Project (BEEP)	644
Somali Refugee Action Group (SORAG)	645
Knowledge Centre on Black and Minority Ethnic Businesses (KCBMEB)	647
Conclusions	648

<b>BASTIAN VOLLMER</b>	
<b>Comparative Analysis</b>	651
Notes	678
<b>Abbreviations</b>	679
<b>Bibliography</b>	685