Contents

Preace 21

Bastian Vollmer

Introduction 25

Methodology of the project 27

The European context of employment programmes for migrants and ethnic minorities 29

The European Employment Strategy (EES) 31

The Social Inclusion Process 37

Other EU programmes related to employment activities for migrants and ethnic minorities 45

The EQUAL programme and its predecessors 47

Predecessor programmes 47

The implementation of the EQUAL programme 51

Priority area five of the EQUAL programme: asylum seekers 55

The interaction between European policy development and national programming 60

Country studies 62

Notes 64

Ching Lin Pang

Current Employment Strategies in Belgium 69

Introduction 69

Immigrants: demographics, policies and legislations and position in the general labour market 70

Demographics 70

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

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

BASTIAN VOLLMER
German Employment Strategies towards Immigrants and Ethnic Minorities 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
<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>The EQUAL programme</td>
<td>159</td>
</tr>
<tr>
<td>National competences of EQUAL's implementation</td>
<td>159</td>
</tr>
<tr>
<td>The priority area five of EQUAL in the case of Germany</td>
<td>162</td>
</tr>
<tr>
<td>Good practices</td>
<td>167</td>
</tr>
<tr>
<td>Current national labour market measures</td>
<td>173</td>
</tr>
<tr>
<td>Conclusions and recommendations</td>
<td>195</td>
</tr>
<tr>
<td>Notes</td>
<td>197</td>
</tr>
</tbody>
</table>

**EUGENIA M. MARKOVA**

**Recent Phenomena – Employment Initiatives towards Immigrants in Greece**

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Introduction</td>
<td>201</td>
</tr>
<tr>
<td>Overview of immigration in Greece</td>
<td>204</td>
</tr>
<tr>
<td>Brief legal conditions</td>
<td>204</td>
</tr>
<tr>
<td>Statistics</td>
<td>210</td>
</tr>
<tr>
<td>Strategies in the context of the national labour market and the status of migrant and ethnic minority integration</td>
<td>212</td>
</tr>
<tr>
<td>National Action Plan (NAP) on Employment 1999</td>
<td>212</td>
</tr>
<tr>
<td>National Action Plan on Employment 2000</td>
<td>214</td>
</tr>
<tr>
<td>National Action Plan on Employment 2001</td>
<td>218</td>
</tr>
<tr>
<td>Evaluation of policies concerning the integration of disadvantaged groups in the labour market: (Impact evaluation of the EES, background paper on social inclusion)</td>
<td>220</td>
</tr>
</tbody>
</table>
NAP 2000 296
NAP 2001 296
NAP 2002 299
National Action Plan for social inclusion 300
EQUAL Projects 301
Initiatives undertaken in France 302
The reception and integration of foreigners 302
Target groups 303
Benefits offered 303
The future development of reception programmes 305
Partnership and evaluation 306
Accelair – Autonomisation et insertion des réfugiés (Self-determination and inclusion of refugees) 307
Objectives of the project 308
Actions to be undertaken 309
Stratégie d’information contre les discriminations raciales dans l’emploi (Strategy of information against racial discrimination in employment) 309
Objectives 311
Actions to be undertaken 311
Outcomes 312
Aequalis 312
Context of the problem 312
Problems to be solved 313
Objectives 314
Accueil et formation des demandeurs d’asile (reception and training of asylum seekers) 315
Objectives 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

Context 317

Objectives 318

Conclusions 319

LYNETTE KELLY

Economic Change in Ireland - Initiatives for the Employment of Immigrants 321

Introduction 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

Interact II 331

Diversity at work partnership - Real Diversity 333

Trainees Network - Training Resources to Address Equality and Diversity (TRED) 334

Traveller Economy Sectoral Partnership - European Transnational Anti-discrimination Project (ETAP) 335

SONAS Ireland 336

Work Integration Network 338

Clare Equality Partnership: TRASNA 338

Conclusion 339
# Italy's Measures for the Integration of Immigrants and Ethnic Minorities

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preface</td>
<td>341</td>
</tr>
<tr>
<td>Methodology</td>
<td>342</td>
</tr>
<tr>
<td>Research objectives</td>
<td>342</td>
</tr>
<tr>
<td>Activities and data sources</td>
<td>343</td>
</tr>
<tr>
<td>Research results</td>
<td>344</td>
</tr>
<tr>
<td>Initial considerations on the legal framework</td>
<td>345</td>
</tr>
<tr>
<td>Historical overview of the Italian policies on migration</td>
<td>346</td>
</tr>
<tr>
<td>The Turco-Napolitano Law and the Unified Text on Immigration</td>
<td>350</td>
</tr>
<tr>
<td>Planning immigration flows</td>
<td>350</td>
</tr>
<tr>
<td>Combatting illegal immigration</td>
<td>351</td>
</tr>
<tr>
<td>Integration policies</td>
<td>352</td>
</tr>
<tr>
<td>The political elections in 2001:</td>
<td>353</td>
</tr>
<tr>
<td>a recent episode of moral panic</td>
<td>353</td>
</tr>
<tr>
<td>The Bossi-Fini Law (no. 189/2002)</td>
<td>355</td>
</tr>
<tr>
<td>The latest amnesty</td>
<td>357</td>
</tr>
<tr>
<td>Notes on the right of asylum and refugee status</td>
<td>358</td>
</tr>
<tr>
<td>The current situation of migrants (and refugees) in the Italian labour market</td>
<td>362</td>
</tr>
<tr>
<td>Refugees in the Italian labour market</td>
<td>366</td>
</tr>
<tr>
<td>Measures towards the labour integration of migrants before the introduction of the NAPs on Employment and the NAP on Social Inclusion</td>
<td>368</td>
</tr>
<tr>
<td>Summary of measures towards migrants (refugees and ethnic minorities) contained in the NAPs on Employment (1999, 2000, 2001)</td>
<td>370</td>
</tr>
<tr>
<td>Summary of measures towards migrants (refugees and ethnic minorities) contained in the NAP on Social Inclusion (2001)</td>
<td>374</td>
</tr>
</tbody>
</table>
Typology of adopted measures and financed projects (Employment, EQUAL) for the integration of migrants into the Italian labour market 375
Relevant case studies 381
Additional projects 399
Notes 406

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

EINARD ENGKLEH
The Economic Incorporation of Immigrants: the Netherlands 445
Immigrants and the labour market 449
Foundation Agreements 452
Affirmative Action Programmes 454
Covenants 458
Effectiveness
Immigrant entrepreneurship
Empowerment zones – a brief history
Effectiveness
European policy initiatives
NAPIncl 2001, 2003
EQUAL programme
The thorny question of radical change and persistent continuity
Notes

Bastian Vollmer
Restrictive Access – Austrian Employment Measures towards Immigrants

Introduction
Historical developments and statistics of labour migration
Work permits granted to third country nationals
The quota system
The NAPEmpls (1999-2002) and the NAPIncls – an analysis
The EQUAL programme
National competences of EQUAL’s implementation
Good practices
National measures
Concluding remarks and recommendations
Notes
ELEONORA GAROSI

Temporary or Long-Term?
Employment Strategies in Portugal

Introduction 529
Methodology 530
Objectives 530
Activities and sources of data 531
Research results 532

Some initial considerations on immigrants, labour markets and migratory policies in Portugal 533
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) 543

Typology of measures adopted and projects funded (EMPLOYMENT, EQUAL) for the integration of migrants into the Portuguese labour market 549

Case studies 554
Additional projects and strategies for the labour integration of migrants 561

Conclusion 565
Notes 565

BASILIAN VOLLMER

National Action Plans on Employment in Finland

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

Good practices 586

Innovative practices in the EQUAL Programme 587

National measures towards immigrants and ethnic minorities 590

Concluding remarks and recommendations 595

Note 596

Bastian Vollmer

Good Practices on Employment towards Immigrants and Ethnic Minorities in Sweden 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

Svenska Flyktingradet (Swedish Refugee Council) 616

Assyriska Föreningen (Assyrian Association in Södertälje) 617

National measures towards immigrants and ethnic minorities 618

Concluding remarks and recommendations 623

Intensive promotion of foreign entrepreneurship 623

A long tradition of language measures, but few sustainable results 623
Policy should be reviewed

Notes

LYNNETTE KELLY

EQUAL Projects and National Initiatives on Employment in the UK

Introduction

Methodology

Situation before the National Action Plans for Employment

The National Action Plans
  NAP 1998
  NAP 1999
  NAP 2000
  NAP 2001

Discussion of NAP Employment for the UK

Measures to assist immigrants and minorities in the labour market

Basic Skills Agency

Employability Forum

Nottingham Links

Bradford Equality Employment Project (BEEP)

Somali Refugee Action Group (SORAG)

Knowledge Centre on Black and Minority Ethnic Businesses (KCBMEB)

Conclusions