



I AM AN
ACTIVE
MEMBER OF A
MULTINATIONAL
SOCIETY



Programme for
social integration
of women –
third country
nationals



METHODOLOGY
AND GUIDELINES
FOR TRAIN
THE TRAINER
COURSE



Erasmus+

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Title: I AM AN ACTIVE MEMBER OF A MULTINATIONAL SOCIETY
Programme for social integration of women – third country nationals:
Methodology and guidelines for train the trainer course
Published by: Ljudska univerza Nova Gorica
Edited by: Barbara Fajdiga Perše, Tanja Krpan
Reviewed by: Susan Anne Vuga
Design and layout: GAF lab, Rok Bezeljak s.p.
Photographs: I'm active project database
Printing: Tiskarna Radovljica, d.o.o.
Number of copies printed: 30
Published Year: 2016

This publication is available online at: <http://www.lung.si/projekti/>

CIP - Kataložni zapis o publikaciji
Narodna in univerzitetna knjižnica, Ljubljana

314.151.3-054.7-055.2(4)(0.034.2)
376.7-054.7-055.2(4)(0.034.2)

I am an active member of a multinational society : programme for social integration of women - third country nationals. Methodology and guidelines for train the trainer course [Elektronski vir] / [photographs I'm active project database]. - El. knjiga. - Nova Gorica : Ljudska univerza, 2016

Način dostopa (URL): <http://www.lung.si/projekti/>

ISBN 978-961-94095-5-8 (pdf)

286693376



*Methodology
and guidelines
for train the trainer
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1. INTRODUCTION

Experience teaches us that economic integration is a key element for efficient integration of immigrants and this is possible only through education. Poor economic integration of course means poor political, psychological and sociological integration, thus putting the role of education in an important position - as a condition to be fulfilled before all other types of integration can take place. (Vrečer et al., 2008)

As Europe is facing important demographic changes, our society is expected to become culturally even more diverse. The number of active, working citizens is dropping and we are facing a rise in the number of elderly people - all this can partially be overcome with the process of immigration which also means greater challenges for European societies that have to acknowledge that they have become immigration countries and that a significant proportion of their young people are migrants or of migration background. All major institutions, and particularly educational institutions of all kinds, thus have to adapt to this situation and develop new kinds of services and educational programmes. This is of high importance if we want the immigrant population to be fit for the knowledge society.

Educational programmes for immigrants

The quality and variety of educational programmes developed especially for immigrant learners varies from country to country but there is something they all have in common - there are not enough programmes for immigrant learners and the educators in other programmes have little or no knowledge about how to make the educational process a meaningful experience or increase the effect of teaching/ learning in such groups of learners.

The main aim of our I'm active+ project was to raise employability of women in Europe in the age group between 20-64, especially among those with fewer opportunities by improving the level of their key competencies and skills and thus making them more compatible to the needs of the labour market and society in general. The project enabled disadvantaged groups to take part in lifelong learning programmes, career guidance and counselling, following the main objectives of European priorities listed in different strategic documents, such as European strategy 2020, EU Education and training strategy 2020, European platform against poverty and social exclusion, Erasmus+ programme, European Qualification Framework for LLL, European agenda for adult learning, PIAAC, The Treaty of EU etc. The project has increased the educational offer by providing a new programme for the social integration process of disadvantaged groups at local, regional, national, EU and international level.

The **most relevant priorities** addressed by the project were:

- **contribution to a reduction in the number of low-skilled women immigrants**
- **facilitation of the validation of non-formal and informal learning** by fostering the assessment of key-competencies, including basic skills and transversal skills (particularly entrepreneurship, languages and digital skills).

With that purpose different **target groups** were addressed in project activities:

- **women, legal immigrants third country nationals** as one of most vulnerable groups in EU
- **the professional staff of partner organizations** (trainers) with the aim to upgrade their pedagogical and management skills
- **key stakeholders** (employers, institutions with the direct connection to the main target group) in order to develop effective connections between education and the labour market.

And so the **main objective** of the project was **to promote the social integration of women who are legal immigrant third country nationals**, with special intention to **integrate them into the labour market**. The project also opened new possibilities for intercultural dialogue between the mentioned target group and other EU citizens.

To achieve these aims **2 connected intellectual outputs** have been prepared:

- (1) Methodology and guidelines for implementation of train the trainers programme
- (2) Curriculum and recommendations of the programme for promoting social integration and development of

intercultural dialogue with female third country nationals (stressing their integration into the labour market).

To develop those intellectual outputs **several activities have been implemented:**

- 1 short-term staff training programme (15 future trainers)
- pilot implementations of the new programme for immigrant women in all project partner countries (5 implementations with the inclusion of 78 women - third country nationals; 27 employers who offered them in-company training; 5 cultural mediators participating in all programme implementations;
- 5 final multiplier events.

The strategic partnership of this project consists of **Slovenian public adult educational organization - Ljudska univerza Nova Gorica**, **Italian social cooperative - Cooperativa Orso**, **French NGO - Association pour le Développement des Initiatives Citoyennes et Européennes**, **Croatian public adult educational organization- Pučko otvoreno učilište Zagreb** and **Turkish NGO educational/cultural association - Mozaik Kültür Eğitim Gençlik ve Doğa Derneği**, with the common aims and similar development strategies.





2. CHARACTERISTICS OF IMMIGRANTS

Migration is not a new phenomenon. Since the beginning of human history, people have migrated in search of better living conditions for them and their families. However, with greater influx of immigrants in the European Union, the negative attitude of native population towards immigrants has become more evident, which led to the implementation of restrictive migration policies in some European countries (Lednik, 2006, 1). Along with a growing number of immigrants into our society, the need for proper immigrant integration policies has evolved and in 2004 Common Basic Principles for immigrant integration policy provided a framework of policy making in the immigrant integration area.

The lead organisation of the project – LUNG has carried out a number of projects on national level targeted at third country nationals. One project was focused on workshops for immigrant women, while the others were aimed at facilitating integration of immigrant men and women with specific focus on the labour market integration.

Based on the analysis of these programmes together with the results of some other research carried out on European level, the characteristics of immigrant population in the EU can be summarised as follows:

- The majority of women - third country nationals are not very active in the labour market
- Most of them arrived in the EU for the purpose of family reunification.
- As third-country nationals they do not have the same rights as migrants from other EU countries (referring mostly to residence and working permit
- The majority of the immigrant population that is interested in taking part in education are females

The latest study by the EU and OECD¹ that summarises the findings of Eurostat statistical data shows very interesting results. In the following lines we will focus on findings related to the countries that take part in the project.

The number of immigrants in the European Union is shown in the table below:

Figure 1: Foreign-born population by country of birth

	Total		Born in another EU Member State		Born in a non-member country	
	(thousands)	(% of the population)	(thousands)	(% of the population)	(thousands)	(% of the population)
Belgium	1 773.1	15.8	835.5	7.5	937.7	8.4
Bulgaria	109.2	1.5	40.5	0.6	68.7	0.9
Czech Republic	396.2	3.8	155.1	1.5	241.1	2.3
Denmark	569.6	10.1	191.6	3.4	378.0	6.7
Germany	9 818.0	12.2	3 838.5	4.8	5 979.5	7.4
Estonia	196.6	14.9	13.1	1.0	183.4	13.9
Ireland	741.3	16.1	471.5	10.2	269.8	5.9
Greece	1 246.5	11.4	334.3	3.1	912.2	8.4
Spain	5 958.3	12.8	2 027.5	4.4	3 930.8	8.5
France	7 661.7	11.6	2 167.1	3.3	5 494.6	8.3
Croatia	568.7	13.4	70.5	1.7	498.2	11.7
Italy	5 737.2	9.4	1 815.4	3.0	3 921.8	6.5
Cyprus	191.6	22.3	111.3	13.0	80.3	9.4
Latvia	271.1	13.5	27.9	1.4	243.2	12.2
Lithuania	137.4	4.7	17.6	0.6	119.8	4.1
Luxembourg	237.8	43.3	177.6	32.3	60.3	11.0
Hungary	447.0	4.5	300.1	3.0	146.9	1.5
Malta	40.2	9.4	18.9	4.4	21.2	5.0
Netherlands	1 953.4	11.6	508.4	3.0	1 445.0	8.6
Austria	1 410.9	16.6	639.4	7.5	771.5	9.1
Poland	620.3	1.6	222.0	0.6	398.3	1.0
Portugal	859.1	8.2	221.6	2.1	637.5	6.1
Romania	211.2	1.1	81.5	0.4	129.7	0.7
Slovenia	235.3	11.4	68.8	3.3	166.5	8.1
Slovakia	174.9	3.2	146.3	2.7	28.6	0.5
Finland	297.8	5.5	109.0	2.0	188.9	3.5
Sweden	1 532.6	15.9	509.6	5.3	1 023.0	10.6
United Kingdom	8 035.6	12.5	2 806.3	4.4	5 229.3	8.1
Iceland	37.1	11.4	24.3	7.4	12.9	3.9
Liechtenstein	23.4	63.1	8.1	21.7	15.4	41.4
Norway	704.4	13.8	318.1	6.2	386.4	7.6
Switzerland	2 183.2	26.8	1 321.9	16.2	861.3	10.6

(*) The values for the different categories of country of birth may not sum to the totals due to rounding.
Source: Eurostat (online data code: migr_pop3ctb)

Source: [http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Foreign-born_population_by_country_of_birth_1_January_2014_\(%C2%B9\)_YB15.png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Foreign-born_population_by_country_of_birth_1_January_2014_(%C2%B9)_YB15.png)

1 OECD/European Union (2015). *Indicators of Immigrant Integration 2015: Settling In*. Paris: OECD Publishing.

While the immigrant population has grown by one third in the course of the last ten years, it has more than doubled in Italy and some other countries (Spain, Ireland, Finland, Korea, and Chile).

In 2012, 10 % of the population in the European Union were immigrants – of which 33.5 million were third-country nationals. Germany accounts for 20 % of the EU immigrant population, and the United Kingdom and France for 14 % each. On the other hand, less than 2 % of the population in Turkey is foreign-born.

One half of immigrants in France were born in Africa, three-quarters of them are from North Africa including repatriated settlers from Algeria.

The distribution of immigrant population in other partner countries is substantially different. According to the United Nations (2015, Table 16)², the estimates on the share of women immigrants in partner countries were as follows:

In Italy, the majority of immigrants come from Romania, Albania and Morocco, while a vast majority of immigrants in Turkey come from Syrian Arab Republic.

Slovenia and Croatia show a similar immigrant structure: the largest immigrant population in both countries represents immigrants from Bosnia and Herzegovina, quickly followed by Serbian citizens.

Slovenia has the highest proportion of immigrants aged 15 – 64 that were born in Europe. Only a small amount of foreign-born population comes from Africa, Asia, Latin America and the Caribbean, the US, Oceania and Canada.

If we take a closer look at immigrant-population's characteristics, we can conclude that "a person's reason for migrating to another country can also play an important part in determining outcomes, particularly on the labour market" (Indicators of Immigrant Integration, 2015, p. 53).

People who migrate for humanitarian reasons or to join their family usually have difficulties finding a job in the host country, even more so if they are coming from countries with poor education systems.

2.1 Languages spoken by immigrants

In France, the Netherlands and Germany, nearly 50 % of foreign-language immigrants speak the host-country language at home. "The proportions may be attributed to many immigrants being long-settled and to the relatively high numbers of mixed cohabiting couples." In France, an additional factor influencing such high numbers is also the large migrant communities from the former colonies.

In France, Arabic speakers account for one-third of foreign-language immigrants (13 % of all immigrants in the European countries). The second largest community in Europe represent mother tongue speakers of Romanian, followed by Portuguese and Polish. The fifth most spoken foreign language among European immigrants is Albanian.

In general, from the results of various analyses, we can draw two basic conclusions:

- Success in the new country of residence relies heavily on mastering the language of the host country
- Integration outcomes tend to improve with the duration of stay in the country of residence

2.2 Indicators of immigrant integration

A publication by OECD/European union called *Indicators of immigrant integration 2015: settling in*, provides insight into a variety of issues related to immigrant integration. In the following lines we will focus on the results of comparison among EU/OECD countries that is oriented at integration of third-country nationals.

Better integration of third-country nationals is also pointed out in the Europe2020 strategy (2010, p.8), as one of the factors that will help it meet its target – 75 % employment rate among 20 - 64 year-olds.

Indicators, measuring the level of immigrant integration, also known as the "Zaragoza indicators", focus on 4 areas, namely employment, education, social inclusion and active citizenship.

² United Nations. Department of Economic and Social Affairs, Population Division (2015). Trends in International Migrant Stock: Migrants by Destination and Origin (United Nations database, POP/DB/MIG/Stock/Rev.2015)



The results of research carried out in EU and OECD countries show that the share of third-country nationals within EU rose between 2005 and 2013. The highest rise was detected in Slovenia and Italy (2 %).

The employment and activity rates also show interesting results. The employment rate denotes 15-64 year-olds who are in employment, while the activity rate denotes only the economically active population within this group (irrespective of whether they are employed or not).

In the EU, the activity rate of immigrants³ is 8 % lower than that of the native-born. The gap increased from 3 % in 2009 to 8 % in 2015, but in general, third-country nationals show significantly lower activity rates than the EU nationals and inter-EU migrants.

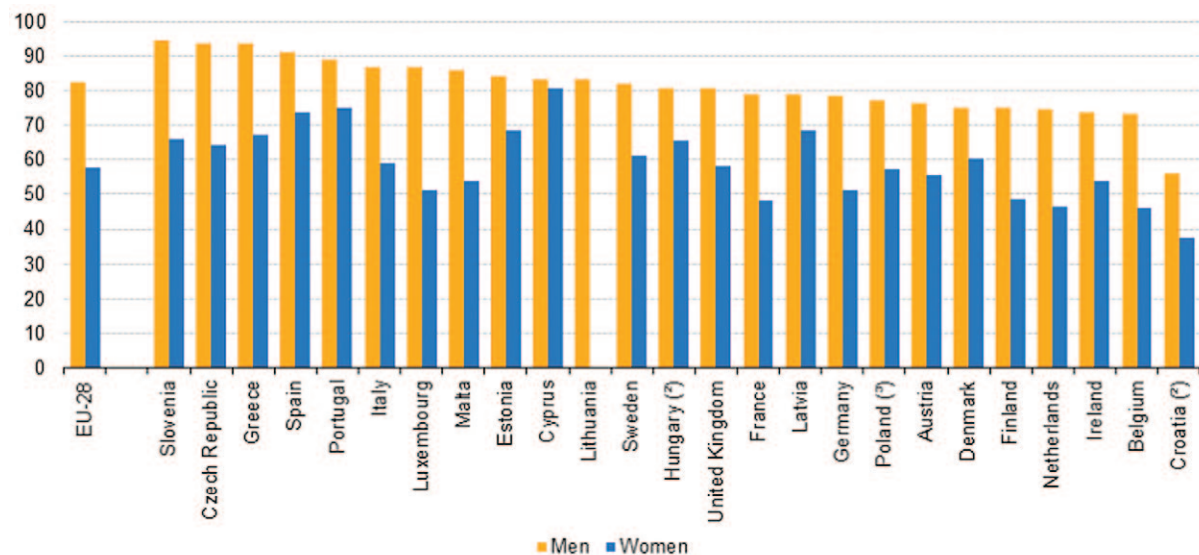
“Far fewer immigrant than non-migrant women are in work in the longstanding immigration destinations of the EU15 countries, where the gap between the two groups exceeds 10 points, particularly in Germany, Sweden, the Netherlands and Belgium. In Israel, Korea, Chile, Luxembourg, Hungary and Italy, immigrant women are more likely to be working than their native counterparts” (Indicators of Immigrant Integration, 2015, p. 82).

France (together with Sweden and Belgium) stands out as a country where third-country nationals, especially women, are more likely to be unemployed than their EU peers. On the other hand, in Slovenia and Italy, third-country males have higher employment rates than their host country nationals; especially those with low qualifications have higher employment rates than host-country nationals with the same degree of education.

In general, third-country males are more economically active than their host-country male peers – the activity rate between women – third-country nationals and host-country citizens is quite the opposite, showing a 10 % lower activity of immigrant women as compared to the host-country female population. This is especially evident in France, where many women immigrated for reasons of family reunification and are mostly from countries where employment rates of women are generally low.

In general, the activity rate among non-EU citizens in EU28 show that more men than women are active in all EU countries without exception.

Figure 2: Activity rates of non-EU citizens (20-64) by sex



Note: ranked on highest activity rate of 'Men'.

(*) Data for Bulgaria, Romania and Slovakia not available. Data on women not available for Lithuania.

(*) Low reliability.

(*) Low reliability for women.

Source: [http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Activity_rates_of_non-EU_citizens_\(aged_20%E2%80%9364,\)_by_sex,_2015.png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Activity_rates_of_non-EU_citizens_(aged_20%E2%80%9364,)_by_sex,_2015.png)

3 http://ec.europa.eu/eurostat/statistics-explained/index.php/Migrant_integration_statistics_-_employment

Looking at unemployment rates of men and women in 2012-2013 reveals that female third-country nationals are a little more likely to be unemployed than their male counterparts, while the rates in the population as a whole are more or less equal. Slovenia stands out as a country where the unemployment rate of third-country men is four times lower than among their female counterparts. Perhaps we can conclude that the reason for this is mainly the fact that a high percentage of third-country women immigrated to Slovenia for reasons of family reunification and are not looking for jobs at all.

Connecting education levels and unemployment rates helps explain why third-country nationals suffered from the crisis more than their host-country counterparts. The majority of third country men are unskilled or have low degrees of education, so they were more often employed in sectors that were severely hit by the financial and economic crisis of 2007-08.

A look at educational attainment and literacy skills shows that in 2012-13, 47 % of third-country nationals were poorly educated. Around 18 % of third-country nationals have completed primary schooling, while the share of population holding tertiary degrees is higher among third-country than among host-country nationals. Ireland, the UK and Luxembourg are the only countries that meet the Europe 2020 education target of 40 % of non-EU nationals with higher education degree in the 30-34 year-old age group. This is a higher result than any EU country's results for their nationals.

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3. POLICY DEBATES AT EU LEVEL⁴

European Commission

In 1999 the Tampere European Council reaffirmed a previous call by the European Commission that it was necessary to ensure that 'migrants benefit from comparable living and working conditions to those of nationals' (European Commission, 2000).

The Commission defined integration as 'a two-way process involving adaptation on the part of both the immigrant and of the host society'.

According to the Commission, the integration policy involves various actors and should therefore be implemented at different levels – from local, regional and national authorities to political leaders and civil society. It particularly emphasized the role of the authorities and other actors at local and municipal level as well as of civil society and migrants themselves in the development of integration strategies (European Commission, 2001).

Such a 'holistic' approach to integration policy is evident from several Commission communications (2002, 2003).

The Commission broadened the previously adopted traditional categorisation of migrants by EU law (labour migrants, family members admitted under family reunion arrangements, refugees and persons enjoying international protection) by including additional target groups for integration policy, namely second and third generations of residents with immigrant background as well as illegal immigrants.

In its first annual report on immigration and integration, the Commission focused on third-country nationals and asked for the open method of coordination to be applied in the field of education and training (European Commission, 2004).

The need for integration of present and future immigrants into the labour market and the host society in general was acknowledged in the Green Paper on an EU approach to managing economic migration (European Commission, 2005a).

The Commission noticed that local authorities are not active enough in making the integration work and pointed out that strong co-operation among stakeholders on a local level is essential for the successful implementation of the integration policy (European Commission, 2005).

European Parliament

The European Parliament consists of directly elected representatives and has legislative powers. Its members work in various committees that draw-up legislative proposals and publish reports. Two of the committees work on integration issues, namely the Standing Committee for Civil Liberties, Justice and Home Affairs and the Standing Committee for Employment and Social Affairs.

The latter stressed the importance of social inclusion of immigrants into the host society "for the benefit of the individuals concerned as well as local communities and the wider society" (European Parliament, 2003). It also stated that "an active policy of integration of legally resident third-country national should include the following:

- establishing clear rules governing the legal status of residents and guaranteeing their right to good administration;
- allowing proper integration into the labour market;
- the duty of the resident to attend courses in the national language or languages provided by the host country and the right of access to education;
- recognition of academic qualifications;

⁴ Bosswick, W. and Heckmann, F. (2006). *European Foundation for the Improvement of Living and Working Conditions on Integration of migrants: Contribution of Local and Regional Authorities*.

Rudiger, Anja and Spencer, S. (2003). *The Economic and Social Aspects of Integration: Conference Jointly Organised by the European Commission and the OECD*, p.41-43.

- guaranteed access to social and health services;
- efforts to create decent living conditions in cities;
- ensuring that immigrants can participate in social, cultural and political life.”

In an internal report on the Commission’s communication on immigration, integration and employment, the Committee of the European Parliament expressed the need for a more active role of local authorities and municipalities and emphasized that the exchange of best practice and sharing of information and results among Member States, EU institutions and other players involved should be encouraged (European Parliament, 2003).

Council of the European Union

The main tasks of the Council of the European Union are co-ordination and decision-making. It published several documents in which it described the role of local authorities in integration policy and stressed the “importance of developing co-operation and exchange of information within the framework of the newly established group of national contact points on integration with a view in particular to strengthening co-ordination of relevant policies at national and European Union level” (Council of the European Union, 2003).

In common basic principles for immigrant integration policy in the European Union (2004), the Council stated that it is necessary to improve the living environment for immigrants (by providing decent housing, health care and opportunities for education and job training) since the current living conditions of immigrants in some Member States (poor marginalised urban areas) hinder the integration process that should also involve interaction between immigrants and the host society (Council of the European Union, 2004).

In 2003, the European Commission and the OECD organised a conference on social and political aspects of integration. Some recommendations for the development of a coherent integration policy framework from the political level down to operational were given and will be briefly presented in the following lines.

POLITICAL LEVEL

The Commission should “send strong signals against racism and xenophobia” and “intervene in public discourse to promote the recognition and appreciation of diversity.” Political leaders can set a positive role by providing the public with realistic information on the “presence of migrants, their needs, rights and obligations, and on the historical roots of racial, ethnic and cultural diversity” (Rudiger and Spencer, 2003, p.41).

It should recognise the importance of developing the sense of belonging among migrants and active participation in the society by extending their voting rights and including migrants and ethnic minorities in consultation processes.

POLICY LEVEL

The Commission’s experience of gender mainstreaming should provide a basis for mainstreaming integration objectives into relevant policies (especially on employment, social inclusion, education, housing and health), procedures and practices. Migrants and ethnic minorities should be consulted and actively engaged in the process of developing policy initiatives.

In relation to employment, the participation of migrants and minorities in the labour market should be monitored and the Commission should promote policies to increase employability of migrants.

In education, intercultural approach and all practices promoting equality within the education system should be encouraged.



PROGRAMME LEVEL

Integration objectives should be considered when planning the allocation of funds for the implementation of employment and social inclusion strategies. Furthermore, the Commission should dedicate a separate budget line to the funding of programmes that promotes recognition of multi-ethnic, multi-cultural and multi-faith character of European society (in education). Inclusion of ethnic minority groups in youth and education programmes should also be encouraged. The funding of civil society organisations, especially smaller ones and those led by migrants and minorities should be transparent and accessible.

PARTNERSHIP LEVEL

The Commission should improve its co-operation with civil society and include migrants and minority organisations in its consultations. The Commission should develop collaboration with organisations that are actively engaged in promoting integration, fighting racism and xenophobia as well as with the purpose to facilitate the development of a monitoring system related to the implementation of anti-racism, integration and migration policies at Member State level.

PROJECT LEVEL

Projects clearly helping in the implementation of integration objectives along with the dissemination of good practice should be supported by the Commission. Migrants and ethnic minorities should be in the role of project partners and participants, which gives them the opportunity to be actively engaged in the implementation of integration objectives.

OPERATIONAL LEVEL

The Commission must set an example in its own practices, by implementing the provisions of anti-discrimination directives in its recruitment procedures, encouraging job applications from under-represented groups. It should also find ways to make jobs more available to long-term residents from third countries and draw up codes of practice to promote equality and manage diversity in employment in EU institutions.

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participants' life stories



4. EU LEGISLATION IN THE FIELD OF IMMIGRANTS

4.1 Introduction

We are experiencing the greatest humanitarian crisis since the Second World War: hundreds of thousands of people have died in the Mediterranean Sea with the hope of reaching European lands. *"22, 000 is the number of migrants who have died trying to reach Europe since 2000, mostly crossing the Mediterranean, according to the estimation of a report of the International Organization on Migration and migration movements worldwide, an average of 1,500 deaths per year. In 2014, over 75 % of migrants who have died in the world perished in the Mediterranean"* (http://www.lemonde.fr/les-decodeurs/article/2015/04/20/en-2015-un-migrant-meurt-toutes-les-deux-heures-en-moyenne-en-mediterranee_4619379_4355770.html). But in Europe, immigration does not only come from the south.

Definitions

This introduction will briefly define the "European Union" and "Immigration" in order to provide an overview of EU legislation in the field of migration.

"The **European Union** is a unique economic and political union between 28 European countries that together cover much of the continent. The EU was created in the aftermath of the Second World War. The first steps were to foster economic co-operation: the idea being that countries that trade with one another become economically interdependent and so more likely to avoid conflict. What began as a purely economic union has evolved into an organization spanning policy areas, from climate, environment and health to external relations and security, justice and migration.

Today, one of the EU's main goals is to promote human rights both internally and around the world. Human dignity, freedom, democracy, equality, the rule of law and respect for human rights: these are the core values of the EU" (http://europa.eu/european-union/about-eu/eu-in-brief_en).

On the EU Immigration portal, **immigration** is defined as "the action by which a person from a non-EU country establishes his or her usual residence in the territory of an EU country for a period that is, or is expected to be, at least twelve months. **Migrant** is a broader-term of an immigrant and emigrant that refers to a person who leaves from one country or region to settle in another, often in search of a better life" (http://ec.europa.eu/immigration/glossary_en).

We can distinguish "legal immigration" and "illegal immigration". The EU has different competencies to deal with it (Treaty of Amsterdam, 1997).

It has the competence to lay down the conditions of entry and residence for people from third country nationals entering and residing legally in one Member State for purposes of family reunification. However, Member States still retain the right to determine admission rates for third-country nationals to seek work. Also, Member States could get support from the EU to promote the integration of legally resident people from third countries but it is not compulsory and national laws and regulations are not harmonized.

However, the EU has to "prevent and reduce irregular immigration, in particular by means of an effective return policy, with due respect for fundamental rights. An irregular migrant is a person who comes to the EU without a proper visa or permit or who overstays after the expiry of their visa" (http://www.europarl.europa.eu/ftu/pdf/en/FTU_5.12.3.pdf).

According to the European Union Agency for Fundamental Rights "there has been an ongoing evolution of the EU asylum acquis, a body of intergovernmental agreements, regulations and directives that governs almost all asylum-related matters in the EU" (http://fra.europa.eu/sites/default/files/handbook-law-asylum-migration-borders-2nded_en.pdf).

4.2 Access to the territory and to procedures

Under EU law, EU nationals have the right to move freely across the borders of the Schengen area. Regarding the entry of third country nationals, the EU has the right to control their entry and presence in the territory with some limits. For example, it is not allowed to reject persons at risk of persecution or other serious harm at borders. Rules relating to the issuance of short-term visas for third-country nationals and the implementation of border control are harmonised on the EU level.

Mechanisms, governing the entry and residence of non-nationals in the EU can be divided in three categories, based on the purpose for immigration.

a) Immigration for the purpose of work

Several researches show the increasing ageing of the EU population - a fact that triggered debate in Member states and various EU institutions on how to tackle this issue. It is obvious that a comprehensive approach is needed in order to raise awareness throughout the EU on the positive effects of immigration. Since the demographic factor has generated unpleasant consequences on various social welfare systems, the EU recognised the need for attracting certain categories of immigrant workers in order to maintain balance and prevent the unsustainability of welfare systems as well as the ageing of skills. "There is a growing awareness that without migrants, Europe will not be able to maintain the same standard of living" (Hetteš and Siantova, 2015).

The EU is particularly favourable to attracting highly qualified individuals that could help strengthen its competitiveness. Therefore, it has implemented an EU Blue Card that is a work permit for highly qualified non-EU citizens. The Card provides its holders with the right to move freely within the EU, grants them a set of socioeconomic rights (including the right to family reunification) and facilitates their access to the labour market. The procedure and criteria for issuing the EU Blue Card has been harmonised for all Member States, allowing the States to respond quickly to the needs of their labour market (European Commission, 2013).

Nevertheless, EFTA Member States and some other EU countries (Denmark, Ireland and the UK) do not issue the EU Blue Card.

b) Immigration for the purpose of research, studies and training

In 2016, the *Directive on the conditions of entry and residence of third-country nationals for the purposes of research, studies, training, voluntary service, pupil exchange schemes or educational projects and au pairing* entered into force. The Directive (2016/801) evolved on the basis of weaknesses, identified in implementation reports on Directives 2004/114/EC and 2005/71/EC. These two directives did not address some practical difficulties that third-country nationals, entering the EU for the purpose of studies or research, had to cope with. The directive 2016/801 covers several aspects of entry and residence of third-country nationals on the EU territory for the purposes of studies, training, research or voluntary service and will have to be translated into national law of Member States by 2018.

The EU has recognised the potential that highly qualified professionals can bring to the EU. Besides positive effects on the demographic structure of the ageing Europe, young, motivated and qualified professionals can help reduce the imbalance in the EU labour market. The exchange of knowledge and skills between the EU and other countries strengthens co-operation between them and promotes cultural diversity.

The Directive seeks to simplify some procedures regarding the mobility of third-country nationals between the Member States, gives the possibility to students and researchers to stay in a member state up to 9 months after the conclusion of their research or studies and brings minor amendments to some other provisions.

c) Immigration for the purpose of family reunification

Family reunification remains one of the main causes why third-country nationals move to the EU. To provide for better integration, the EU seeks to facilitate the procedures related to the entry and residence for the purpose of family reunification and grant related rights to family members. For non-EU nationals residing legally in the EU, it is quite easy to be joined by their family when they prove that certain requirements are fulfilled, for example that they have appropriate accommodation and sufficient economic resources.

When the immigrants fulfil the necessary requirements, they are granted an authorisation to enter the EU. Once in the EU, family members receive a residence permit and are entitled to access education, employment and some other services under the same conditions as other non-EU nationals.

Principles of integration

With the growing migration to the EU, either voluntary or involuntary, it has become evident, that it is necessary to provide appropriate measures to support and facilitate integration. Integration is a two-way process, in which both immigrants and the host society need to participate actively. The EU has therefore set common principles related to integration in order to provide similar opportunities and rights to third-country nationals throughout the union.

A framework for co-operation and further developing of integration policies in the Member States is defined in the Common Basic Principles for immigrant integration policy in the EU. The European agenda for the Integration of non-EU nationals focuses on the economic, social, cultural and political participation of immigrants in the receiving society. Special emphasis is put on the involvement of the countries of origin and actions on the local level (Migration and Asylum, 2014, p. 6).

Through funding opportunities, the EU supports national and international projects that promote EU values, intercultural dialogue with third-country nationals; raises awareness on migration and integration issues, stimulates co-operation and exchange of best practices etc.

4.3 The EU and asylum

According to the Charter of Fundamental Rights and the TFEU, the EU has the duty to protect those in need. The starting point for this obligation is set in the 1951 Geneva Convention relating to the status of refugees.

With the onset of the so-called migration crisis, the need for a common approach to managing this situation has become indispensable. The mechanism granting protection to people fleeing their home is called asylum. Asylum can be granted to those migrants that claim the status of a refugee. The EU has therefore set the criteria that facilitate the understanding of the term refugee in all Member States. The commonly accepted definition of a refugee is "a non-EU national or stateless person who is located outside of his/her country and is unwilling or unable to return it due to a well-founded fear of being persecuted because of race, religion, nationality, political opinion or because he/she is part of a particular social group" (Migration and asylum, 2014, p.10). According to the UNHCR reports, there have been more than 23 million refugees in the world up till the end of 2015 - with Germany receiving the highest number of claims for asylum in the world. The situation clearly calls for action on EU level, therefore the EU has set out rules on the whole process of claiming asylum aimed at ensuring an equal standard in considering claims and taking decisions in all Member States.

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organizations included



5. EU LEGISLATION ON LABOUR MARKET AND INFORMATION ABOUT LABOUR MARKET NEEDS AND OPPORTUNITIES

5.1 Introduction

Labour market regulation involves many aspects, ranging from how employers contract for the services of workers to the nature of the exchange, including terms of conditions of employment. This area of regulation represents an important and often controversial aspect of public policy in both developed and developing countries. Approaches are dominated by opposing views, one which favours the protection of workers through labour legislation and collective bargaining and the other which emphasizes the advantages of encouraging market processes. In the European Union this process was started many years ago and labour market regulation is still developing. Although many relevant results were achieved it must be noted that Member States still play a relevant role in shaping national labour market policies and a European overview on this issue cannot disregard national regulations that often, especially in time of economic crisis, produce very different outputs in terms of labour market opportunities.

This issue is also strictly related to labour migration policies that, even more, are developed at national levels with different outputs in terms of access criteria of immigrant workers in the national labour markets.

5.2 Labour legislation in the EU

The EEC, established with the Treaty of Rome of 1957 had the primarily economic objective of creating a common market and thus facilitating the exchange of goods between the member countries while capital, people and services remained subject to several limitations. Only the European Union Treaty (popularly known as the Treaty of Maastricht) in 1992, brought about a true unified market. In 2007, the Treaty on the Functioning of the European Union (TFEU) came into force. Article 45 of the Treaty states that:

1. Freedom of movement for workers shall be secured within the Community.
2. Such freedom of movement shall entail the abolition of any discrimination based on nationality between workers of the Member States as regards employment, remuneration and other conditions of work and employment.
3. It shall entail the right, subject to limitations justified on grounds of public policy, public security or public health:
 - a) to accept offers of employment actually made;
 - b) to move freely within the territory of Member States for this purpose;
 - c) to stay in a Member State for the purpose of employment in accordance with the provisions governing the employment of nationals of that State laid down by law, regulation or administrative action;
 - d) to remain in the territory of a Member State after having been employed in that State, subject to conditions which shall be embodied in implementing regulations to be drawn up by the Commission.
4. The provisions of this article shall not apply to employment in the public service.

"Directive 2004/38 and Regulation 492/2011 replaced a range of complex legislation relating to different categories of beneficiaries, including salaried and non-salaried workers" (Moussis, 2011). While Regulation 492/2011 refers to workers' rights, Directive 2004/38 concerns free movement and the right of residence of EU nationals in other Member States. The main points from the two documents are:

- Facilitated entry and residence of EU nationals and their family members in other EU Member States
- For residence exceeding 3 months, EU nationals shall register with the competent authorities in the place of residence
- For residence of up to 3 months no special requirements apply and no formalities are needed
- Nationals of Member States receive the permission of permanent residence in a Member State if they have continuously lived in that state for at least 5 years (this right also applies to their family members)

- Freedom of movement constitutes a fundamental right of workers and their families. Mobility of labour within the Union must be one of the means by which workers are guaranteed the possibility of improving their living and working conditions and promoting their social advancement, while helping to satisfy the requirements of the economies of the Member States. The right of all workers in the Member States to pursue the activity of their choice within the Union should be affirmed.

The principle of free movement of workers applies equally to nationals of third countries, who stay lawfully in a Member State (Moussis, 2011). Several Directives determine the conditions of entry and residence of third country nationals in the territory of the Member States. The entry and residence for more than three months in the territory of the Member States of third-country nationals for the purpose of highly qualified employment as EU Blue Card holders, and of their family members is specified in Directive 2009/50. The rights of seasonal workers (third-country nationals immigrating for the purpose of employment not exceeding 90 days) are determined in Directive 2014/36. The entry and residence of third country nationals and their family members for a period exceeding 90 days in the framework of an intra-corporate transfer is determined in Directive 2014/66.

The principle of equal treatment between persons irrespective of racial or ethnic origin provided in Article 19 of the Treaty on the functioning of the EU is implemented in several Directives. The principle is related to different areas, from employment, education, social security, health care to goods and services.

Directive 2000/43 »defines the concepts of direct and indirect discrimination, gives the right of redress to victims of discrimination, imposes an obligation on the employer to prove that the principle of equal treatment has not been breached, and offers protection against victimisation in all the Member States« (Moussis, 2011) while Directive 2000/78 set up a general framework for equal treatment in employment and occupation.

5.3 Current situation on the EU labour market

According to Laszlo Andor (2014), former European Commissioner for Employment, Social Affairs and Inclusion, approximately 8.1 million people lived and worked in another Member State in 2014, a number that represents 3.3. % of the total EU labour force.

Mobility within the European Union has been influenced by two key developments, namely the enlargements of 2004 and 2007, as well as the recent economic crisis. These events led to the strengthening of trends that were already evident before or to changes in mobility patterns. The traditional South-North trend of mobility was accompanied with increased mobility from East to West (after the enlargements) and mobility from the so-called »peripheral countries« of the euro zone was detected during the economic crisis.

In recent years, Europe has been witnessing some »signs of stabilisation in EU unemployment« (LMD in Europe 2013), but international migrations » represent a pressure factor towards EU borders, both in terms of economic migrants and »forced migrants« (asylum seekers, refugees, and others with international protection status).

The latest statistical data shows that the trend of rising unemployment rates that was evident in the period 2008-2013, has started to change. However, huge differences in unemployment rates across EU countries have not disappeared. Greece is still facing the highest unemployment rate in Europe, while Germany, on the other hand, has the lowest rate in the EU.

Figure 3: Unemployment rates in some EU countries and Turkey

	Unemployment rate (August 2014)	Unemployment rate (May 2016)
EURO countries	11.5 %	10.1 %
EU 28	10.1 %	8.6 %
UK	5.9 %	5.0 %
Germany	5.0 %	4.2 %
Spain	24.2 %	19.8 %
France	10.5 %	9.9 %
Greece	25.9 %	24.1 %
Slovenia	9.1 %	8.1 %
Italy	12.7 %	11.5 %
Croatia	16.7 ⁵ %	13.3 %
Turkey	10.4 %	10.1 %

source: Eurostat and www.tradingeconomics.com/turkey/unemployment-rate

5 https://ycharts.com/indicators/croatia_unemployment_rate



Relatively high unemployment rates have influenced the way people think about foreign workers. According to Andor (2014), there are three myths related to the EU labour market that must be explored.

The myth that Europe is experiencing an enormous labour migration can easily be rejected. According to OECD (Economic Review – European Union, 2012) the annual mobility rate between EU countries in 2011-12 was only around 0.2 % of the total EU population (Andor, 2014) which is very low if compared to the US (2.7 % between 50 States).

Mobility rates of non-EU migrant workers are substantially higher than those of EU nationals. According to Eurostat data (2014), the percentage of third country nationals living in one of the 28 Member States is higher than that of citizens of another Member State.

Another interesting finding is related to the activity rates – according to OECD report (2015), Slovenia had the highest percentage of active male-third country nationals in the EU in 2012-13. However, the activity rate only denotes working-age individuals and does not mean that they are actually employed. Peschner (2016) points out that “mobile EU-citizens from EU-15 and EU-10 Member States have a higher chance of being in employment than natives. The picture is very different for EU-3 mobile citizens and third-country migrants” (<http://ec.europa.eu/social/main.jsp?langId=en&catId=89&newsId=2464&furtherNews=yes>). As possible factors preventing their successful integration onto the labour market legal restrictions are mentioned (these apply especially to third-country nationals), discrimination against migrants and especially unequal treatment due to non-recognition of educational degrees obtained outside the EU. For these reasons, the chances of third-country nationals to be employed in the EU are very low if compared to those of EU citizens.

Let us now focus on the second myth identified by Andor, i.e. that /.../ “intra-EU mobility has surged during the economic crisis.”

Although increase in labour market mobility in the post-enlargement period (2004-2008) is evident, there was a steep decline of mobility flows in 2009-2010, that can be explained by the decrease in demand for medium and low-skilled workforce as the crisis evolved. The difference in mobility flows can thus be appointed more to the 2008 economic crisis than to the facilitation of movement within the EU after the two enlargements. This can be easily observed if we take a look at the structure of migration flows. Intra EU mobility is more evident from Eastern European to Western Member states (differences in wages and incomes are important). Additionally, outflows from countries most affected by the crisis (i.e. Greece, Spain among others) back to Eastern MS were observed.

The most dangerous myth suggests “that mobile EU workers – or mobile EU citizens at large – are a burden on the host countries” (Andor, 2014).

Actually, several sources declare that this statement cannot be proven with available data.

Wadsworth (2010) and Holland et al. (2011) suppose that the reasons for down-skilling of EU movers lie in difficulties in recognition and formal verification of acquired qualifications and skills, language difficulties as well as the fact that jobs that movers from EU 2 and EU 10 countries take advantage of offers of higher salaries than in their country of origin, even if working in lower skilled jobs than they would in their homeland. (ESDE 2011, p. 274)

These workers usually work in sectors and occupations where labour shortages need to be filled and thus help to improve the skill mix (ESDE 2011 in Andor 2014). They are nett contributors to the host countries welfare systems. As the majority of these workers are younger than the population of the host countries, they contribute to the positive demographic structure in the long term in the event they settle there (ESDE 2011, p. 285).

5.4 Labour shortages

Despite of the frequent use of the notion of labour and skill shortages in the current global policy discourse, there is no universally accepted definition of these terms. In general, shortages occur when demand for a particular type of labour exceeds the available supply at the current wage and conditions of employment, and in particular location. The detailed understanding of the type of labour needed can differ depending on the source of information. To this end, employers tend to report on recruitment difficulties, but not on labour shortages per se (OECD, 2002). Hence, the labour market shortages and skills are ambiguous concepts that are hard to measure and to reflect accurately in policy measures.

In the European Parliament Report (cf. Adams et al., 2000; Zimmer, 2012 in Labour Market Shortages in the

European Union, 2015, pp.19-21) , labour shortages are broadly divided into two main types. Quantitative shortages refer to an absolute lack of workforce in the market, while in qualitative shortages there are unfilled vacancies and a high unemployment rate while both market demand and supply are in equilibrium.

Since quantitative labour shortages are currently not a big problem in the EU, we will focus on the types and causes of qualitative shortages.

In general, qualitative labour shortages can be divided into the following types:

- Skill mismatch (the skills required by the employers are different from the skills that workers possess)
- Preference mismatch (unwillingness of workers to apply for certain vacancies / vacancies are available but workers do not apply from different reasons, e.g. unacceptable working conditions, wages etc.)
- Information mismatch (information given about vacancies does not reach potential workers and vice versa)

Skill mismatch is characterised by an imbalance between the skills that employers need and the skills that workers have. This can happen if major technological or sectoral changes appear or when workers with specific skills retire and there are not enough people able to replace them. A discrepancy between the careers that students choose and the actual demand for professions in the labour market can lead to skills mismatch too.

Preference mismatch occurs because the expectations of potential workers and characteristics of available vacancies do not match. Job seekers with the required skills and qualifications are not willing to accept a job due to various objective and subjective reasons. Most commonly, the vacancies do not meet the job seekers' expectations in terms of offered working conditions, wages, the status/image of some occupations (e.g. some professions are associated with gender stereotypes or higher involvement of ethnic minority workers etc.).

When information about vacancies does not reach potential candidates or when employers cannot get in contact with potential candidates, we speak of information mismatch. This may occur due to the use of inappropriate information channels. Job seekers do not receive information about available vacancies while employers, on the other hand, do not receive information on potential candidates with adequate skills.

5.5 Skill shortages

The National Skills Task Force in its first report on national skills (1998, p. 4), stated that

"The term 'skill shortage' is often used very loosely. We have defined it as referring to a situation where there is a genuine shortage in the accessible labour market of the type of skill being sought and which leads to a difficulty in recruitment."

This term is often found along with the expression "recruitment difficulties" which is generally used to describe all types of skills problems.

Strietska-Ilina (2008, p. 27-28) identified four reasons leading to skill shortages, namely:

1. Labour-market tightness (a small labour reserve linked to high employment levels and unfavourable demographic factors)
2. Economic, social and institutional conditions (for example in large urban areas, housing is scarce and expensive which demotivates eventual workers; demotivating social welfare system is also reported by Member States)
3. Skills mismatch - the so called skills mismatch is denoted as a discrepancy in the educational choices and options for students on the supply side, and change in required skills on the demand side. To simplify, skill mismatch occurs when the skills requested by the employers do not match the skills that potential workers actually possess. On the demand side, causes of such mismatch can be technological, sectoral and occupational change as well as increasing replacement demand.
4. Deficiency in recruitment practices, work organisation, wage policies and working conditions (this factor plays an important role especially among lower skilled occupations in all Member States)



The International Labour Organization (2013, p. 24) defines skill shortages as a type of skills mismatch. Besides skill shortages (also called surplus), other types of mismatch are identified, namely skills gap, vertical and horizontal mismatch, overeducation (or undereducation), overqualification (or underqualification) and skills obsolescence. This classification is clearly limited mainly to education and qualification levels while others take some other factors into account as well. The terms skills and education are often used interchangeably, although there is a difference in meaning of the two.

These facts indicate that the skills required by the labour market are not in accordance with the skills that potential workers possess. Social partners, employers and educational institutions shall therefore strive to develop and implement appropriate measures to counter these shortages.

5.6 Occupational shortage

The changes at the sectoral and occupational level have led to shortages in certain sectors and occupations or occupational groups.

“Occupations for which there is evidence of recruitment difficulties are also called bottleneck occupations” (Labour Market Shortages in the European Union, 2015, p. 28).

On the European level, such occupations are metal, machinery and related trade works, shortages are also observed in high-skilled occupation groups, such as science and engineering and ICT. Although occupational shortages occur mainly in high-level and growing occupations, they are also present in certain sectors that employ manual workers, such as manufacturing and construction and where higher replacement demand exists.

Several analyses and projections show that shortages appear in similar occupations and education levels across the EU which calls for a recognition of skill/labour shortages and the development of policy measures on European level.

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6. EU ADULT EDUCATION LEGISLATION AND POLICIES⁶

6.1 Doubts about definitions of adult learning and adult education

The definition of adult education varies from one adult education policy to another. There is no single, universally valid definition. They are based on different traditions of education policies, vocational education and approaches to adult education. This brought about various forms of legal regulations, financing, organisation, certification and implementation of adult education (for example, differences in folk high schools, open universities and cultural centres). On a national level, we are talking about a continuing vocational education (e.g. England), sociocultural animation (animation socioculturelle in France), popular education (folkeoplysning in Denmark), which are all seen as a part of adult education. What can be subsumed under education in one country (e.g. basic adult education and vocational education) can be substantially and institutionally assigned to two ministries, two departments and organised as a two conceptually separate units in another country: general education and vocational education and training. The same terms do not have the same meaning in different countries: adult education, open universities, folk high schools, do not have the same meaning in Croatia, Denmark, Austria and Scotland. This is the reason why there are differences in defining adult education.

The OECD has reported a number of difficulties for the determination of a uniform understanding of adult education:

- difficulties in determining the student, because of the differences in the types of programmes that are recognized as adult education programmes,
- difficulties in determining the age of students entering the adult programmes,
- countries differ in the approach to vocational and non-vocational education (the question whether vocational education is a part of adult education or not) (OECD, 2003).

The definition which was offered by UNESCO in 1976 is in the long-standing international use.

According to that definition, “the term **adult education** denotes the entire body of organized educational processes, **whatever the content, level and method, whether formal or otherwise**, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeships, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development;” (UNESCO, 1976).

The European Commission, the Parliament and the Council distinguish general adult education from continuing vocational training.

In the Lifelong Learning Programme (2007-2013) “**adult education** means all forms of **non-vocational adult learning**, whether of a formal, non-formal or informal nature, vocational training means any form of initial vocational education or training, including technical and vocational teaching and apprenticeships, which contributes to the achievement of a vocational qualification recognised by the competent authorities in the Member State in which it is obtained, as well as any continuing vocational education or training undertaken by a person during his or her working life;” (European Parliament and of the Council, 2006).

By integrating adults into lifelong learning, they become focused on the concept of adult learning, not just adult education. The use of the term adult learning is understandable if adult learning is understood as a period of a lifelong learning in the knowledge society. The European Commission noted difficulties due to a different understanding in the European Union, which hinder common activities, and is searching for a solution to the problem of defining.

In Study on European Terminology in Adult Learning for a common language and common understanding and monitoring of the sector (NRDC, 2010)

Adult learning is “The **entire range** of formal, non-formal and informal learning activities which are undertaken by adults **after** a break since leaving **initial education and training**, and which results in the acquisition of new knowledge and skills. This includes university-level or higher education undertaken after a break (other than for deferred entry) since leaving initial education and training. This is a pragmatic definition for EU purposes; a full dictionary definition would include all higher education)” (NRDC, 2010)

⁶ Tihomir Žiljak, Public Open University Zagreb(POUZ). Translation (1-10 pages): Jelena Tomičić (POUZ)



In 2014 EPALE was started as the latest development in an ongoing commitment to improving the quality of adult learning provision in Europe. The site is particularly designed to be of interest to teachers, trainers, researchers, academics, policy makers and anyone else with a professional role in adult learning across Europe.

EPALE subscribes to the Council of the European Union's definition of **adult learning** as stated in the 2011 Council Resolution on a renewed European agenda for adult learning: "the term adult learning covers the entire range of formal, non-formal and informal learning activities — both **general and vocational** — undertaken by adults after leaving initial education and training." (European Commission, 2014a)

In Terminology of European education and training policy (second edition) (CEDEFOP, 2014) **adult education** is "...**general or vocational education** provided for adults after initial education and training for professional and/or personal purposes, and which aims to:

- provide general education for adults in topics of particular interest to them (e. g. in open universities);
- provide compensatory learning in basic skills which individuals may not have acquired earlier in their initial education or training (such as literacy, numeracy) and thus to;
- give access to qualifications not gained, for various reasons, in the initial education and training system;
- acquire, improve or update knowledge, skills or competences in a specific field: this is continuing education and training. Adult education is close to, but not synonymous with continuing education and training."

A slightly different definition is in the Erasmus+ glossary (2014b):

"**Adult education** is defined as "all forms of **non-vocational** adult education, whether of a formal, non-formal or informal nature (**continuous vocational training is part of the VET**)."



440

hours of training

6.2 The legal framework for educational co-operation in the European Union

There is no supranational legal system in the European Union which would replace national legal systems as yet. Sources of EU law are divided into primary and secondary sources, followed by international agreements with third countries and conventions signed between Member States. The most important source of information on legislation of the European Community is the Official Journal of the European Communities. Primary sources of law include the founding treaties and the general principles of law and they could be compared to constitutional law at national level. The founding treaties include: the Treaty constituting the European Coal and Steel Community of 1951, the Treaty establishing the European Economic Community (TEEC), and the European Atomic Energy Community (Euratom), both signed in Rome in 1957. Later on, they were followed by the so-called Merger Treaty of 1965 (the Treaty establishing a single Council and a single Commission for the European Communities), the Single European Act of 1986, the Treaty on the European Union, signed in Maastricht in 1992, and the Treaty of Lisbon (the Reform Treaty) of 2007. They also include agreements on the accession of new Member States to the European Union.

Secondary sources of law are also called derivative sources of law because they are created by the institutions and integrations based on the authority granted by the founding treaties of the European Communities. There are different types of legal acts that differ primarily in degree of obligation for Member States. Regulations are acts of general application which are legally binding for all Member States. They are directly applicable as a whole and do not require previous inclusion in national legislation. Directives are legally binding acts that define only the goal and the deadline, by which it should be achieved, but reserve Member States the right to choose the ways and methods of their application. Decisions obligate only those Member States which are addressed. It can be one or more countries, individuals, groups, companies. Recommendations and opinions are not legally binding and provide only guidelines for action. In addition to these instruments listed in Article 249 of the Treaty, there is a whole series of acts resulting from the institutional practices. Their goals are diverse – they express opinion or desire, and announce and prepare binding regulations or precede them. These are inter-institutional agreements, resolutions, declarations, communications, conclusions, green papers, white papers, etc. White paper is the name for the type of document containing proposals for future activities in a particular area. Sometimes the white paper follows after the green paper, which initiates a certain issue and starts the process of consultation on an issue at European level. Green paper is a document which seeks to encourage a broader discussion about a particular topic and invite different parties, private individuals and organizations, to participate in the debate.

It should be noted that the formal rank of regulation is not the only important aspect for the development of education in the area of the European Union; some reports (e.g. Report “For Community Policy on Education” by Henri Janne, 1973) influenced some educational tendencies more than the founding treaties in which education is modestly represented.

An important part of the legal framework are the cases of the European Court of Justice. The European Court of Justice and the Commission of Human Rights have held that ‘the right to education ... is concerned primarily with elementary education and not necessarily advanced studies such as technology.’ (Glazewska v Sweden (1985) 45 DR 300).

An important case is *Nicolas Bressol and Others and Céline Chaverot and Others v Gouvernement de la Communauté française*⁷. In this case there are two dimensions. The first dimension is the tension between social rights and economic freedoms. The problems faced here are twofold: first, whether free movement of persons could be understood as a fundamental right of the same value as the right to equal access to free education. It is concluded that because both – the right to equal access to free education and free movement of persons – are embedded in the EU Charter which is a constitutional document.

The ECJ stated: “Protection from discrimination in access to education was originally developed in the context of the free movement of persons under Article 12 of Regulation 1612/68, particularly directed at the children of workers. The area of education will presumably overlap with that of vocational training”. (Court of Human Rights Case C-73/08)

In the *Gravier* case from 1985⁸, a student who was a French national wished to study strip cartoon art at the Académie Royale des Beaux-Arts in Liege. She was charged a registration fee whereas students from the host State were not. The ECJ stated that: “... any form of education which prepares for a qualification for a particular profession, trade or employment or which provides the necessary training and skills for such a profession, trade or employment is vocational training, whatever the age and the level of training of the

⁷ *Nicolas Bressol and Others and Céline Chaverot and Others v Gouvernement de la Communauté française* (Court of Justice Case C-73/08)

⁸ ECJ, *Gravier v. Ville de Liege and Others*, Case 293/83 [1985] ECR 593, 13 February 1985.



pupils or students, and even if the training programme includes an element of general education.” (Case Gravier, 1985).

The European Court of Human Rights, which is not part of EU institutions, held, very early in its history, that Article 14 guaranteed the right not to be unjustifiably discriminated against in the enjoyment of available educational opportunities on grounds of status (Belgian Linguistics Case, 1968)⁹. The Belgian Linguistic case (1968) is a formative case on the right to education under the European Convention of Human Rights.

However, in the same case, the European Court of Human Rights also held that the State could take into account the needs and resources of the community and individuals concerned, so long as the exercise of this discretion did not ‘injure the substance of the right’ to education.

6.3 The key goals and instruments in adult learning / education in the EU (founding messages for the current approach)

The current approach to adult education is fundamentally defined within the Lisbon process (from 2000 to 2010). It emphasizes the importance of lifelong learning to build a competitive economy and social cohesion. Adult learning is gaining in importance within that concept, and all forms of learning (formal, non-formal and informal) are becoming important. The process began with the meeting of the European Council at which the strategy for the EU development by 2010 was defined, in order to build the most dynamic and most competitive global economic area based on knowledge, where employment and living standards would be increased.

A key incentive for the affirmation of the principle of lifelong learning was the European Commission’s A Memorandum on Lifelong Learning (Commission of the European Communities, 2000). The Memorandum emphasizes employability and active citizenship as results that should be achieved by implementing a policy of lifelong learning. Building active citizenship is indicated as an important task of lifelong learning that is, except in the Memorandum, highlighted in the long range goals of the Lisbon process. Such education should contribute to social cohesion, the prevention of discrimination, exclusion, the preservation of fundamental European values and the respect for human rights. In addition to personal growth, education for active citizenship as an important form of political socialization receives more importance. Active citizenship is important for ensuring a functioning democratic framework that enables the effective functioning of a competitive and innovative economy.

In 2002, a detailed work programme on the follow-up of the objectives of education and training systems in Europe was worked out on the basis of a broad discussion in the Member States and the Education Council. Educational objectives were defined: development of an individual (his/her happy and meaningful life), social development (reducing disparities and inequalities) and the development of the economy (achieving a balance in the labour market). Three strategic objectives were highlighted:

- improving the quality and effectiveness of education and training system in the EU (better education for instructors, developing skills for the knowledge society, access to information and communication technologies, greater participation in the scientific and technical studies, best use of resources),
- availability of education and training to all social groups (open learning environment, increasing the attractiveness of learning, supporting active citizenship, equal opportunities and social cohesion),
- openness of education and training system (strengthening ties with the world of work and research, encouraging entrepreneurship, improving foreign language learning, improving mobility and exchanges, the development of European co-operation).

The importance of adult learning within a lifelong learning is defined in the Council Resolution on lifelong learning (2002). It states the need to ensure the conditions for universal access to lifelong learning, regardless of age, including specific efforts aimed at persons with disabilities, persons outside the education system and migrants. The right information, support and advice for specific target groups can help in the realization of access to education to everyone. The concept of lifelong learning should serve as a tool for their social integration. The importance of acquiring or renewing basic knowledge and skills in the field of information technology, foreign languages, entrepreneurship, technical education and social relations is particularly emphasized. Teachers need to improve and renew their knowledge and skills in promoting lifelong learning. Effective evaluation and recognition of formal qualifications and non-formal learning in different countries and educational sectors will increase clarity and ensure quality. The partnership is a widely present principle in

⁹ Belgian Linguistics Case (No 2) (1968) 1 EHRR 252

European education policies and this act mentions the inclusion of representatives of relevant sectors in the preparation and implementation of educational changes.

At the beginning of the 21st century application of the idea of lifelong learning was made operational in European policies of vocational education and training and higher education. These initiatives are known as the Copenhagen process (VET) and the Bologna process (higher education).

In Copenhagen, ministers from Member States of the EU, EEA / EFTA and candidate countries, the European social partners and the European Commission have agreed on co-operation in the field of vocational education and training. The Copenhagen Declaration and the Council Resolution on the promotion of enhanced co-operation in VET, of 2002, are designed for connecting national policies of vocational education. European dimension of education; transparency, information and guidance; recognition of competences and qualifications; quality assurance with a focus on the exchange of experiences and teacher training are set as a priority. Development of mutual recognition of skills and qualifications is anticipated within the various systems of vocational education and training in order to improve co-operation related to the quality of European vocational education and training. The Copenhagen Declaration seeks to develop concrete actions to link different education policies in the field of vocational education and training and practices of lifelong learning. The Creation of a properly trained, adaptable and mobile workforce employable throughout Europe is important for Europe's economic development. Enhanced co-operation in vocational education and training would eliminate barriers to occupational and geographic mobility. It was concluded that enhanced European co-operation in vocational education and training at all levels, including formal and informal learning, must be carried out within the perspective of lifelong learning. Connecting the initial with continuing education and training is of key importance. In 2004, within the European Parliament and the Council, the construction of an integrated action programme began in the field of lifelong learning, which should include a variety of programmes - from general educational programmes for high schools, higher education, and vocational education to adult education, all in the context of lifelong learning.

There is a special interest on removing barriers to participation in education and care for marginalized groups - the elderly and migrants. Lifelong learning should be accessible to people with disabilities. New educational opportunities can extend the working life of the elderly or provide better opportunities for learning in retirement. This solves the problem of the ageing European population only partially. Another, more effective way is migration and the influx of new non-European workers. Education should enable migrants' easier and better integration into the European economy.

Considering the ageing of the local population, it is obviously anticipated that in the future Europe would not be able to function without a fresh immigrant labour force for which adult education would be very important. Such a process also raises the question of a clearer definition of adult education within the system of lifelong learning. Adults learn within the system of adult education and vocational education. The determination of specific areas of adult education takes place primarily along the lines of demarcation of education and training. Using the term adult learning helps to avoid problems and the need to choose the education or training of adults, to give emphasis on general education programmes or vocational skills.

Communication from the Commission Adult learning: It is never too late to learn (2006), emphasizes the need to ensure quality and innovation (in teaching methods, the quality of staff and offer). Due to these circumstances it is important to conclude all other prior elaborated elements of lifelong learning policies in order to achieve the expected effects of educational changes. Without defined key competencies it is difficult to certify learning outcomes, i.e. it is necessary to determine what will be certified and which competencies a citizen acquires. Furthermore, the important thing is the adoption of the European Qualifications Framework, because it enables the comparison of national competences placed in national qualifications frameworks and the mobility of workers. Their mobility must be ensured by standardised credit points of the European Credit system for Vocational Education and Training – ECVET. Credit points enable the upgrade of certified knowledge throughout life and in different places and the upgrade of the individual's career and professional advancement. The success of the Bologna example should be extended to the Copenhagen process of Vocational Education. Lifelong learning includes general education, vocational education and training, higher education, non-formal education and informal learning that is carried throughout life and which results in improving knowledge, skills and competencies in personal, civic and social perspective, and the perspective of employment. Adult education is the internal driving force and longest part of the process.

Lifelong learning is becoming widely accepted umbrella term used to cover all phases of educational activities and takes place in the European area of lifelong learning. In 2006, Decision of the European Parliament and of the Council established an action programme in the field of lifelong learning.



The main goal of lifelong learning is that this approach to learning contributes to the development of the EU as a superior knowledge society, to its sustainable economic development, quality jobs and high social cohesion and space which ensures good protection of the environment.

The programme covers the period from 2007 to 2013 during which it was planned to make a significant step forward in the realization of the EU as an advanced knowledge-based society, with sustainable economic development, better jobs, more jobs and greater social cohesion. At the same time the protection of the environment for future generations is ensured.

With the Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the regions: Action Plan on Adult Learning - It is always a good time to learn (2007), adult learning takes a particularly important place within the concept of lifelong learning. The Communication of 2007 recognized the crucial place of adult learning within the concept of lifelong learning. It also indicated that, despite great expectations, its implementation was weak. Adult participation within the EU varies and is unsatisfactory in many countries.

In this action plan the importance of the recognition of the outcomes of non-formal and informal learning, which are important components of lifelong learning, is particularly emphasized. Checking and recognition of skills and social competence is important, regardless of where and how they were acquired. This is especially important for those who have no qualifications and have difficulty integrating into society. Introduction, the precursor and analytical basis of the Action Plan is Communication from the Commission: Adult learning - It is never too late to learn (2006). In preparing this Communication a comprehensive overview of non-vocational adult education was made on the basis of the database provided by Eurydice. The publication "Non-Vocational Adult Education in Europe" provides an overview of various financial and legal frameworks and frameworks provided by education policies. Objectives, target groups, organizations and types of programmes are also shown. In addition to valuable data, this publication is important as a reminder that lifelong learning does not only include the vocational education and that the non-vocational education is important and useful (Eurydice, 2007). Particularly noteworthy is the learning of foreign languages and the acquisition of IT competence. This confirms the basic position within the European policy of lifelong learning, which points to the need for formal and non-formal education and informal learning. The implementation of non-certified educational programmes and appreciation of learning through a variety of activities is an important part of this process and it is precisely the category of informal learning that has been the novelty which helped in the renaming of lifelong education to lifelong learning. Regardless of the still lively discussion about the background of the introduction of the term, it is necessary to mention that it has opened up the possibility to perceive the rich experience of everyday life and learning while working as well as equally valuable learning in traditionally organized courses.

Recognition of professional qualifications is one of the key preconditions in the implementation of knowledge and skills acquired through lifelong learning programmes. With Directive 2005/36/EC the EU has reformed the system for recognition of professional qualifications, in order to help make labour markets more flexible, further liberalise the provision of services, encourage more automatic recognition of qualifications, and simplify administrative procedures. The Directive consolidated a system of mutual recognition. It provides for automatic recognition for a limited number of professions based on harmonised minimum training requirements (sectoral professions), a general system for the recognition of evidence of training and automatic recognition of professional experience. This directive applies to all European Union (EU) Member State nationals wishing to practise a regulated profession, on either a self-employed or employed basis, in a Member State other than the one in which they obtained their professional qualifications. Recognition must also be granted to migrants whose profession is not regulated in the country of origin but who have worked full-time in that profession for two years. Third-country nationals may also benefit from equal treatment with regard to recognition of diplomas, certificates and other professional qualifications, in accordance with the relevant national procedures, under specific Union legal acts such as those on long-term residence, refugees, 'blue card holders' and scientific researchers.

6.4 EU adult learning policy goals in the period 2010-2020

EUROPE 2020, a strategy for the smart; sustainable and inclusive growth (2010), is a key document for all EU policies in the current decade. It is the European Union's ten-year growth and jobs strategy that was launched in 2010. It is about addressing the shortcomings of our growth model and creating the conditions for smart, sustainable and inclusive growth. All Member States have committed to achieving the Europe 2020 targets and have translated them into national targets.

Therefore, the European Union has set up a yearly cycle of economic policy coordination called the European Semester. Each year, the Commission undertakes a detailed analysis of EU Member States' plans of budgetary, macroeconomic and structural reforms and provides them with recommendations for the next 12-18 months.

Every year the Commission publishes the country-specific recommendations (CSR) for each Member State, on what is needed to return to growth and jobs. The recommendations are based on a thorough assessment of every Member State's plans for sound public finances (Stability or Convergence Programmes, or SCPs) and policy measures to boost growth and jobs (National Reform Programmes, or NRPs).

Below are key messages from recent CSR-s and the Progress Report for Turkey (Progress Reports are policy papers in which the Commission services present their assessment of what each candidate and potential candidate has achieved over the last year)



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Table 1: Country-specific recommendations for Croatia, France, Italy, Slovenia and progress report for the Turkey

Croatia CSR 2014	<p>"Important challenges include outreach to non-registered youth and mobilisation of the private sector to offer more apprenticeships, in line with the objectives of a youth guarantee. Croatia also faces serious challenges in education as regards labour-market relevance and quality of provision across all educational sectors.</p> <p>Work-based learning and career guidance across secondary and tertiary education are lacking while employers' engagement with vocational education and training, and secondary and tertiary education is low.</p> <p>The outdated vocational education and training system is undergoing a reform in the form of piloting new school curricula. The implementation of the Croatian Qualifications Framework and the Strategy on Education, Science and Technology is pending but should improve educational outcomes and align them with labour market needs."</p>
France CSR 2014	<p>"The 2013 Programme for International Student Assessment survey showed that educational inequality in France is amongst the highest in OECD countries.</p> <p>The Council recommends that France takes action within the period 2014-2015 to pursue the modernisation of vocational education and training, implement the reform of compulsory education, and take further actions to reduce educational inequalities in particular by strengthening measures on early school leaving. Ensure that active labour market policies effectively support the most vulnerable groups. Improve the transition from school to work, in particular by stepping up measures to further develop apprenticeship with a specific emphasis on the low-skilled."</p>
Italy CSR 2014	<p>"The teaching profession is characterised by a single career pathway and currently offers limited prospects in terms of professional development. Diversifying teachers' careers and better linking their career trajectories to merit and performance, coupled with the generalisation of school evaluation, could translate into better school outcomes. To ensure a smooth transition between education and the labour market, strengthening and broadening practical training, through increased work-based learning and vocational education and training, appear crucial at the upper secondary and tertiary levels. Following the 2013 legislative decree on this issue, establishing a national register of qualifications is essential in order to ensure the nation-wide recognition of skills."</p>
Slovenia CSR 2014	<p>"Limited progress has been made in developing effective tailor-made active labour market policy measures and addressing skills mismatches.</p> <p>Address skills mismatches by improving the attractiveness of vocational education and training and by further developing co-operation with the relevant stakeholders in assessing labour market needs."</p>
Turkey Progress Report 2014	<p>"The principle of non-discrimination on the basis of disability is now explicitly mentioned in the national education law and the labour law. Further work is needed to provide equal access to education opportunities, integrate people with disabilities and bring practice in line with European standards. The settlement process aiming at solving the Kurdish issue continued. Options for a solution were widely and freely discussed. Measures adopted in March allowed...for private education in children's mother tongue, and lifted the criminal punishment for the use of non-Turkish letters, addressing primarily problems stemming from the use of Kurdish letters X, Q and W."</p> <p>Overall, reforms and increased spending on education have so far generated a positive impact on educational attainment and schooling rates, but significant problems remain with regard to gender equality and the quality of education. Deepening and widening of labour market reforms would help to upgrade and make better use of Turkey's human capital.</p> <p>In the field of anti-discrimination, the principle of non-discrimination on the basis of disability was introduced into the national education law and the labour law. ..There is still no protective legislation regarding discrimination on the basis of sexual orientation or age.</p> <p>Once registered, refugees are offered free access to health and education services. This puts local capacity and resources under significant strain. Turkey must be praised for its invaluable support to Syrian refugees. However, the legal status of the great majority of these refugees remains unclear, which limits their employment opportunities."</p>

In the Annual Growth Survey the Commission took office to outline the main features of its new jobs and growth agenda. This Annual Growth Survey thus sets out what more can be done at EU level to help Member States return to higher growth levels.

In the Annual Growth Survey 2015 the Commission emphasizes the EU needs a skilled work force in growing sectors such as the digital economy, green sectors and health care. **Education has a key role to play to ensure**

the responsiveness of skills to labour market signals. Vocational training and dual education systems should be upgraded to provide young people with the necessary skills sets. Lifelong learning should become a central priority, through the mobilisation of both public and private actors, with **broader access at all ages and for those most in need**. A better assessment of the skills needs at regional and sectoral levels is also necessary.

Depending on the situation of each Member State, the proposed integrated approach should be implemented at national level by addressing rigidities in the labour market so as to tackle high levels of unemployment, by pursuing pension reforms, by modernising social protection systems, by improving the flexibility of product and services markets, by improving framework conditions for business investment, by improving the quality of investment in research, innovation, education and training and by improving the efficiency of public administration. The social partners are invited to actively contribute to domestic reform agendas.

A recent key document for the adult learning in the EU is **Council Resolution on a renewed European agenda for adult learning** (2011/C 372/01). The key goals in adult learning policy were set up in this renewed agenda.

"Particular attention should accordingly be paid to improving provision for the high number of low-skilled Europeans targeted in *Europe 2020*, starting with **literacy, numeracy and second-chance measures** as a precursor to up-skilling for work and life in general. Acquiring basic skills as a foundation for developing key competences for lifelong learning, addressing the problem of early school leaving and tackling issues such as the education and social **inclusion of migrants**, Roma people and disadvantaged groups require concerted action in both school and adult education... In order to increase and widen the participation of adults in lifelong learning, in response to the agreed EU target of 15 % adult-learning participation..."

Member States were invited to focus in the period from 2012 to 2014 on:

- Improving adult literacy and numeracy skills, developing digital literacy and providing opportunities for adults to develop the basic skills and forms of literacy needed for participating actively in modern society (such as **economic and financial literacy, civic, cultural, political and environmental awareness, learning for healthy living, consumer and media awareness**).
- Increasing the supply of and **encouraging individuals' engagement in adult learning** as a means of strengthening social inclusion and active participation in the community and society, and improving access to **adult learning for migrants**, Roma people and disadvantaged groups, as well as learning provision for refugees and people seeking asylum, including host country-language learning, where appropriate.
- Enhancing learning opportunities for older adults in the context of **active ageing**.
- Addressing the learning needs of people with **disabilities and people in specific situations** of exclusion from learning, such as those in hospitals, care homes and prisons, and providing them with adequate guidance support." (Council, 2011).

The Commission is working with 32 countries to implement the Agenda. The Commission coordinates a network of national coordinators who promote adult learning in their countries, provide policy advice and support, and gather and disseminate best practices. One instrument for the improvement of adult education is a project for the Implementation of the European Agenda for Adult Learning (funded with support from the European Union). This project has been funded with support from the European Union under the Invitation to submit grant applications for the Implementation of the European Agenda for Adult Learning addressed to the National Coordinators (period 2012-2014). Progress reports from the European member states on the European Agenda for Adult Learning is a useful source for checking national priorities in the implementation of the EU adult learning policy.



Table 2: The main priorities in progress reports for the implementation of the European Agenda for Adult Learning in Croatia, France, Italy and Slovenia

Croatia	<p>The overall aim of the project is to promote adult education in Croatia and to raise awareness about the importance of lifelong learning thus increasing participation in adult education and improving the effectiveness of adult education in Croatia.</p> <p>In order to do this, the project's specific objectives are:</p> <ul style="list-style-type: none"> • Raising public awareness about the role and importance of adult education • Promoting the benefits of adult education and boosting greater participation in adult education programmes • Encouraging co-operation between stakeholders and establishing a network of stakeholders at national and local level to improve the quality of adult education • Introduction to European policies and strategic documents (European Agenda for Adult Learning) and opening the process for developing adult learning policy documents at national and local level • Active promotion of key competencies • Dissemination of expertise and best practices about the importance of the acquisition of key competencies • Preparation of a draft programme for the acquisition of key competencies
France	<p>The French stakeholders involved in adult lifelong learning (ministries, local authorities, training and guidance organisations, businesses, grassroots educational organisations, etc.) share the objectives of the European Agenda for Adult Learning to increase the participation of the least skilled adults in lifelong learning. Given the extent of the economic crisis affecting France and the rise in unemployment, access to learning is a key strategy for assisting return to employment.</p> <p>Although there are various detection and support mechanisms allowing people to access learning so that they can improve their basic skills, it remains difficult to identify those who are most in need of learning and guide them towards the appropriate training, particularly due to the great variety of stakeholders and financing.</p> <p>The project's main objective, implemented by the French coordinator, is to initiate large-scale consultations with the main public and private stakeholders in order to improve access for the least skilled to mechanisms enabling them to acquire basic skills.</p>
Italy	<p>The Italian context is characterized by:</p> <ul style="list-style-type: none"> • a low participation rate of adults in lifelong learning; • diversity of the development of networks and services for lifelong learning in the North and South of the country; • the absence of a national regulatory framework on lifelong learning; • the delay in the process of developing tools for the validation of non-formal and informal learning; • the need to reach and involve disadvantaged targets. <p>The answer to these problems is in line with the aims of the European Agenda for Lifelong Learning, in particular those concerning: support for reform processes in the Adult Learning also with reference to the EQF; increasing the possibilities for adults to achieve a qualification at least one level higher than before; development of tools for the recognition and validation of prior learning for disadvantaged groups; improving the tools for monitoring the actions of Adult Learning.</p> <p>The proposal includes the following general purposes:</p> <ul style="list-style-type: none"> • raise awareness and encourage debate among national and local stakeholders on Adult Learning issues (including Higher education and Active Aging); increase the awareness of stakeholders and operators about the existing possibilities to increase the participation rates of adults in learning activities; spread the knowledge of policies aimed at adult education, with special reference to migrants; encouraging the design and testing of models and innovative ways to involve adults in learning activities;
Slovenia	<p>Stemming from the above mentioned expertise, The Slovenian Institute for Adult Education (SIAE) designed the project "Implementation of the European Agenda for Adult Learning 2012–2014 in Slovenia" with the aim to upgrade endeavours in the field of awareness raising by using new approaches</p> <p>With regard to SIAE's national role and the consecutive strong link to policy makers on one hand, and adult education providers on the other hand, the aim was also to establish and/or reinforce links from policy level down to practice (practitioners and learners), and vice versa, in order to ensure better understanding and communication among all stakeholders, greater synergy and a better match of demand (from learners, ALE providers, economy, society etc.) and supply (of educational provision, policy measures etc.).</p> <p>Slovenian actors intended to create different 'meeting places and opportunities' for expressing opinions and introducing actions, informing and motivating, showing results, establishing contacts and recognizing opportunities, widening horizons and acknowledging differences... all the while having in mind that doing all this at the local level ensures that special emphasis will be paid to low-qualified adults and other educationally deprived groups, i.e. non-participants and would-be-participants in ALE. The outcomes of project activities are expected to go beyond the scope of the particular events as they were designed to raise the profile of ALE in general and generate the above effects throughout the year.</p>

Erasmus+ programme is one of the main EU tools for the improvement of education and training. Erasmus+ programme aims to boost skills and employability in the EU countries, as well as modernising Education, Training, and Youth work.

Recent priorities in adult education are as follows:

- designing and implementing effective strategies for enhancing basic skills (literacy, numeracy and digital skills) for specific adult target groups, increasing incentives for adult training;
- providing information on access to adult learning services, such as information on the validation of non-formal and informal learning and career and education guidance;
- improving and extending the offer of high quality learning opportunities tailored to individual adult learners, including innovative ways of outreach and delivery;
- developing adult educators' competences to deal with diversified groups of learners, make use of new technologies for better outreach and teaching outcomes;
- evaluating the effectiveness of adult education policies at national, regional and local levels.

The new EU tool for improvement of adult education is EPALE.

EPALE (Electronic Platform for Adult Learning in Europe) is a multilingual open membership community funded by the European Commission, as the latest development in an ongoing commitment to improving the quality of adult learning provision in Europe. The site is particularly designed to be of interest to teachers, trainers, researchers, academics, policy makers and anyone else with a professional role in adult learning across Europe. The EPALE platform will offer interactive features, enabling users to link with others all around Europe, engage in discussions and exchange good practice.

6.5 Final remarks

1. There is no unique comprehensive definition of adult learning and adult education which could be used in all adult education activities in EU countries. In a key policy document (Renewed Agenda from 2011), vocational training is a part of adult learning. In Erasmus+ adult vocational training is a part of continuous vocational training, not a part of adult education.
2. There is no EU obligatory document concerning adult education. But there are a few soft law instruments which regulate national adult learning policies. Most of them are focused on the improvement of employability, the inclusion and improvement of basic and professional skills and their links to the labour market.
3. Courts cases and judgements are focused on equal access to education for the public good, non-discrimination by age, nationality or gender and the freedom of movement.
4. There are new tools which are not obligatory but they can help in sharing good practices and learning from others (e.g. EPALE).
5. There are a few key common adult education goals implemented in every EU and candidate country and recommendations, benchmarks which should be analysed both: at the national and European level as well.



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7. POLICY RECOMMENDATIONS AND GUIDELINES FOR THE FIELD OF SOCIAL INTEGRATION OF IMMIGRANTS

When heads of state met in March 1995 at the World Summit for Social Development, they considered proposals for action under three agenda headings: (a) decreasing poverty, (b) reducing unemployment, and (c) enhancing social integration.

Of these three closely interrelated areas of concern, social integration is perhaps the broadest and most ambiguous. In fact, there is some uncertainty about how this third area should be understood and what kinds of issues should be taken up for discussion under such a rubric (Social Integration: Approaches and Issues, UNRISD).

As defined in the report of UNRISD above, the concept of social integration is broad, complex and ambiguous to give a specific definition. Social integration is the joining of different ethnic groups and ethnic identity within a society into a common social life regulated by accepted norms and values (http://sociologyindex.com/social_integration.htm).

Our understanding of social integration for immigrants can be defined as a process of unifying society through supporting intercultural/multicultural communication and understanding, promoting anti-discrimination and equality policies/values and providing active participation in the host society which will provide the immigrants with a sense of meaning and belonging.

According to the Report of the Secretary General for the Copenhagen Summit

“The aim of social integration is to create ‘a society for all’, in which every individual, each with rights and responsibilities, has an active role to play. Such an inclusive society must be based on respect for all human rights and fundamental freedoms, cultural and religious diversity, social justice and the special needs of vulnerable and disadvantaged groups, democratic participation and the rule of law” (<http://www.un.org/documents/ga/conf166/aconf166-9.htm>).

As defined in the report of the Copenhagen Summit, the motto to represent the aspect of social integration should be ‘a society for all’.

To be able to give a general and fundamental base for integration policies, we will focus on the “Tampere Declaration and Common Basic Principles of Immigrant Integration of EU”.

Regarding the “Tampere Declaration on Migration and Integration”¹⁰, we are committed to:

- Integration through education, through mobility within and outside Europe and through promoting effective language acquisition – including a good command of their mother tongue – and multiculturalism from an early age while ensuring equal access to the education system; and by exchanging information on educational attainment. Integration requires the ability to command the language/s and understand the educational norms of the host region, and language competence among citizens is crucial for the sustainability of our societies;
- Integration through employment by recognising qualifications and skills attained abroad, easing access to the labour market and developing targeted approaches for specific migrant communities, including the provision of micro-finance schemes to stimulate business start-ups;
- Integration through access to housing by providing appropriate housing while avoiding the proliferation of migrant “ghettos” that lead to social segregation;
- Integration through equal access to services such as healthcare, giving information for migrants and recognising that regions require state-level support;
- Integration through gender equality by including a strong gender perspective in regional policies;
- Integration through politics and civil society by encouraging migrants to participate in regional democratic processes and civil society.

¹⁰ <http://aer.eu/tampere-declaration-on-migration-and-integration>



The Common Basic Principles for Immigrant Integration Policy in the EU¹¹ were adopted by the Justice and Home Affairs Council in November 2004 and form the foundations of EU initiatives in the field of integration.

- CBP 1: "Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States"
- CBP 2: "Integration implies respect for the basic values of the European Union"
- CBP 3: "Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible"
- CBP 4: "Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration"
- CBP 5: "Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society"
- CBP 6: "A basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration"
- CBP 7: "Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, intercultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens"
- CBP 8: "The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law"
- CBP 9: "The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration"
- CBP 10: "Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation."
- CBP 11: "Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective."

7.1 Policy recommendations and guidelines

Every individual regardless of ethnicity, race, socio-economic status etc. must have the access to healthcare, housing and other social services.

"The State has the primary responsibility for establishing and guaranteeing the framework and policies to achieve the integration of society. However, policies can only be effective if all levels of authority – national, regional and local – are engaged according to their competences. Therefore, national strategies and plans setting out general principles, directions and objectives should be complemented and adequately contextualized through local and, where relevant, regional strategies and action plans" (<http://www.osce.org/hcnm/96883>).

In order to reach an effective and successful integration, economic progress and social progress must go hand-in-hand. If one is missing or lacking, integration cannot occur correctly. Social and economic programmes must be linked. That is, those who are not able to get enough income for their livelihood, an acceptable level of social protection must be provided to ensure everyone shares the benefits of a productive society.

The policies must include the larger society, not only the migrants. Migrants should have an active participation in the society. The policies or programmes should include them not only as a recipient, but also as an active participant. They must be community-based, sustainable and reproducible; and beneficiaries must actively participate in the process. In the integration projects or programmes migrants should be given active roles, particularly leadership - which would give them a better sense of belonging and make them more enthusiastic.

The policies must focus on the elimination of barriers such as lack of education, gender discrimination, as well as all

¹¹ <https://ec.europa.eu/migrant-integration/the-eu-and-integration/eu-actions-to-make-integration-work>

types of discrimination, inequality and poverty. Immigration laws should address discrimination and xenophobia, support the human rights of migrants and ensure that each person has legal identity.

The government, local authorities and NGOs should ensure the provision of language services. They should develop programmes to teach the language of hosting country starting from pre-school level as well as providing migrants with the provision of their native languages.

Local authorities /municipalities should have information/counselling and social centres for migrants where hosting society can also have the access. Legal counselling must be provided so that migrants are better aware of their rights. However, these places should advertise themselves and their activities and try to reach the migrants through advertisements, brochures, social media channels and radio announcements etc.; and all those should be in a multi-lingual context. The integration programmes must include both migrant and non-migrant groups.

The governments /local authorities must establish partnerships with all stakeholders including NGOs. Partnerships and co-operation among the NGOs and different stakeholders must be fostered. "Integration policies affect all sectors of society and thus require the engagement of a wide variety of actors: institutions at all levels, private actors and civil society in the broadest sense, including non-governmental organizations (hereinafter: "NGOs"), special-interest groups and academia" (<http://www.osce.org/hcnm/96883>).

Civil society organisations or NGOs must be supported and encouraged to implement / develop educational and social programmes in order to contribute to the increase of social & educational skills and employability of immigrants.

The governments should also support the NGOs to build programmes and ground where local/host societies and immigrants come together. Here, the NGOs and local authorities have an important role to bring the different groups of the society together. This is possible through the creation of social activities focusing on multicultural, multilingual and interreligious aspects. In this sense, the best practice would be to use art, culture and music as a unifying tool. The integration actors and recipients need multicultural programmes such as singing, dancing, and instrument playing to present diverse and rich cultures of migrants.

As a 'Mosaic Culture' we have observed that music has a very important role to remove the cultural bias and barriers among different societies and individuals, having different socio-economic backgrounds. Art and music activities have a great importance in terms of feeling included, not discriminated against, given value and to know the society better. Migrants' cultural activities must be supported as they can help immigrants to feel at home in a new country.

The governments and local authorities should lessen the weight of bureaucratic procedures in order to facilitate the work of NGOs and other intuitions working in the field of migration and integration.

The ideas/voices of migrants should be taken into consideration when creating programmes / integration policies for migrants. Before developing a programme, policy or activities, the hosting society and local authorities should make an analysis of migrants' needs. Without a realistic needs analysis, it is difficult to decide what to do for migrants and develop a programme for the whole society. »Policy development should be based on the collection of systematic and comprehensive information and its objective analysis" (<http://www.osce.org/hcnm/96883>).

The number of projects and funds focusing on the contribution of the employability skills of migrants must be increased. These projects should also include counselling about the labour market and advising on CV design and job interviews.

Civil society actors, NGO staff, local authorities and all related bodies in the migration integration process must be trained. The governments and policy makers should give a specific importance to the training process of integration actors.

The governments and NGOs should strengthen their capacity in this area through formulating training programmes.

Dialogue between migrant and host society must be fostered. Cultural mediators and actors must be employed by the authorities. Governments can support the NGOs by funding cultural mediator /actor programmes. As religion is a key factor of cultural identity, inter-religious dialogue must also be established.

Hosting country policies must support multiculturalism and recognise the cultural & religious identity of migrants as well as their secular and religious organisations.



All the programmes, organisations, institutions should be easily reachable and accessible. They should advertise their programmes in a multi-lingual context. They must be active on social-media and try to reach migrant portals/pages on social media platforms such as Facebook pages and groups, Twitter etc.

“Strategies and policies, and their implementation, should be subject to regular monitoring and assessment of outcomes. Where necessary, policies should be adjusted periodically” (<http://www.osce.org/hcnm/96883>).

All policies must be supported by a legal framework that protects the rights of the individual and prevents discrimination of all types.

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8. SUPPORT SERVICES IN ADULT EDUCATION

8.1 Counselling and informing in adult education

Informing and counselling in adult education is one of the fundamental support activities that provide the following:

- Help to adults who intend to enrol into educational programmes
- Help in planning and organising learning throughout education
- Help in planning future educational paths and career (SIAE-ISIO)

Counselling and informing are intricately connected activities.

Informing: in this activity, the counsellor gives an individual all the relevant information that supports and directs the procedure of recognition and validation of knowledge. The process is bidirectional, since the counsellor informs the candidate and vice versa (the candidate gives important information to the counsellor).

Counselling is detailed and professional guidance through the process of recognition and validation of non-formal and informal learning. The counsellor leads the candidate through the counselling process, helping the candidate to identify and assess their knowledge, skills and competences. The counsellor must be able to motivate and encourage the candidates to participate actively in the process from the beginning till the end.

Counselling plays an important role in building a trustworthy relationship and motivating the candidates to decide on further education, build self-confidence and plan future education (CEDEFOP, 2009).

A good communication between the counsellor and a candidate is crucial to ensure the abovementioned motivation factors. Basic elements of good communication between the counsellor and the candidate are:

- Ethical conduct of the counsellor (free will of the candidate to take part in the evaluation procedure, confidentiality and non-disclosure of personal data, providing equal access and fair conduct for all candidates, transparency throughout all phases (appropriate documenting); it is necessary to ensure objectivity and reliability of validation outcomes, professional conduct of the involved staff and proper qualification of counsellors
- The ability of the counsellor to ask good and “appropriate” questions
- Be able to provide appropriate feedback throughout the process phases
- The ability to encourage the candidates on self-reflexion, thoughts on their whole lives or parts of it (use of the biographic method and guided interview)
- Encourage candidates’ interest in having their learning outcomes recognised, evaluated and certified

8.2 Legislative background on recognition and validation of informal and non-formal learning

It is evident from EU documents that non-formal and informal learning plays an important role in contributing to the quality development of lifelong learning in the EU (Lisbon strategy from 2000, Memorandum on lifelong learning 2000).

In the annex to the Resolution of the Council of the EU on a renewed agenda for adult learning (2011) called European Agenda for Adult Learning, one of the priority areas for the period 2012-14 is “putting in place fully functional systems for validating non-formal and informal learning and promoting their use by adults of all ages and at all qualification levels, as well as by enterprises and other organisations” (Annex, C372/5).

By establishing accessible systems of informing and vocational guidance and efficient informing strategies that are included in the priority areas of the European Agenda for Adult Learning 2012-2014, we would raise awareness and motivation among potential learners in disadvantaged groups (adult early school leavers, the young without qualifications, the unemployed, low-skilled adults, migrants etc.) (Resolution of the Council of the EU on a renewed agenda for adult learning, 2011).

One of the key messages in the Memorandum on lifelong learning (2000) relates to valuing learning, pointing out that it is crucial to significantly improve the ways in which learning participation and outcomes are



understood and appreciated; particularly non-formal and informal learning. The memorandum stresses that in the knowledge economy, maintaining competitiveness is the decisive factor. The need for highly qualified labour is leading to a much higher demand in the recognition of learning than ever before.

Explicit recognition – in whatever form – is an effective means to motivate ‘non-traditional learners’ as well as those who have not been active in the labour market for some time due to unemployment, family responsibilities or illness. It is absolutely essential to develop high quality systems for the Accreditation of Prior and Experiential Learning (APEL), and to promote their application in a wide variety of contexts (Memorandum on lifelong learning 2000).

In 2002, the Resolution on lifelong learning (accepted by EU ministers of education) was passed. The resolution sets out a development of »common principles related to the effective validation and recognition of formal qualifications as well as non-formal and informal learning, across countries and educational sectors through increased transparency and better quality assurance“ (COUNCIL RESOLUTION of 27 June 2002 on lifelong learning; 2002/C 163/01).

The recognition and validation of non-formal and informal learning is pointed out not only in already mentioned European documents related to adult education and lifelong learning until 2010, but it is also one of the priority activities in the strategic document Europe 2020. Recognition of non-formal and informal learning is also crucial in achieving the EU goal on sustainability; since it exercises considerable impact on the labour market functioning (enables better overview of workers’ skills, improves harmonisation of skills with labour market demand, supports better transfer of skills between companies and improves mobility within the EU labour market).

The importance of certification is crucial for reviving the economy and creating new learning and work opportunities for people that are more distant from the labour market. Certification enhances employability, salaries and transition between different vocations, represents second chance for early school leavers, facilitates access to formal education and increases motivation for learning and self-confidence (Izobraževanje in usposabljanje v okviru strategije Evropa 2020, pp. 2, 3).

8.3 Council recommendation on the validation of non-formal and informal learning (2012/C 398/01)

On 20th December 2012 the Council of the European Union issued recommendation on the validation of non-formal and informal learning in which it stipulates that the Member States should “have in place arrangements for the validation of non-formal and informal learning” by 2018, which will enable individuals to:

- (a) Have knowledge, skills and competences which have been acquired through non-formal or informal learning validated /.../
- (b) obtain a full qualification, or, where applicable, part qualification, on the basis of validated non-formal and informal learning experiences /.../

Furthermore, the Member States are expected to apply the following principles in arrangements for the validation of non-formal and informal learning:

- Link the arrangements to national and European Qualifications Network
- Provide information and guidance on the benefits of, opportunities for validation and relevant procedures to individuals and relevant organizations
- Support the validation of non-formal and informal learning by appropriate guidance and counselling

The Member States should also take into consideration that individuals, who are unemployed or at risk of unemployment, and disadvantaged groups in general are particularly likely to benefit from the validation arrangements and should have the opportunity to undergo a ‘skills audit’ aimed at identifying their knowledge, skills and competences.

In order to ensure the quality of validation, reliable and valid methodologies and tools should be used, which also calls for the development of professional staff involved in the process of validation.

Training for future trainers in the I’m active programme for promoting social integration should therefore include practical and theoretical presentation of the validation process and tools and methodologies used in the process, thus empowering them to implement the validation process within the programme.

8.4 Identification and validation of informally and non-formally acquired knowledge in Slovenia - background

The public debate on recognition and validation of non-formal and informal learning has been going on for over a decade in Slovenia.

In the employment system, it was first introduced in the White Paper on Education in 1996 within the framework for recognition and validation of knowledge and skills for acquisition of national certifications.

The foundations for recognition and evaluation of non-formal and informal learning in formal education were initially set just recently in strategic documents related to education¹². New Slovenian legislation on education (Adult Education Act 2006, Vocational Education Act, and Higher Education Act) summarizes the findings of European documents related to this subject¹³ (2011, p.3). Slovenian lifelong learning strategy emphasizes the possibility of recognition and validation of all acquired knowledge. It is pointed out that it is a state's task to create formal and legislative solutions that enable validation of non-formally and informally acquired knowledge.

Learning is highlighted as the fundamental source and driving force of community development. "Various and locally accessible learning opportunities help to ensure that people are not forced to leave their home environment in order to study or undergo training or improve the quality of their life by learning." It is important that people have access to education and training within their own community in order to improve their quality of life, thus reducing the need to search for such knowledge outside their community. Informal and community learning plays an important role in supporting individuals who gave up learning, since it helps them to engage in a suitable form of formal learning. "Community and informal learning plays an essential role in supporting those individuals who gave up learning earlier in life to decide and return to the appropriate level of more formalised further education - vocational, higher or university"¹⁴ (2007, pp. 17-18).

The White Paper on education (2011) stresses the importance of creating conditions for inclusion of vulnerable groups of adults in formal and non-formal forms of learning with special emphasis on adults with less than secondary school education and other vulnerable groups (also migrants, the elderly, young drop-outs, men etc.). An entire chapter is dedicated to the importance of recognition and validation of knowledge acquired in non-formal education for the labour market needs and personal career development (2011, pp. 397-398).

The White Paper and Adult Education Act from 2011 define the possibilities of adult education for the acquisition of specific knowledge, competences and skills as well as state-approved qualifications. These programmes are defined as programmes that increase general-educational and cultural level of population, upskilling for jobs and vocation, training for the unemployed, learning foreign languages, Slovene for foreigners etc. (Adult Education Act 2006, article 6 and 7).

The Slovenian institute of adult education (SIAE-ACS), that carried out a project called UVNPZ (Slovene acronym for Recognition and Validation of Non-formally and Informally Acquired Knowledge) between 2010 and 2014, has set three basic aims of implementing the process of recognition and validation of non-formal and informal learning:

1. Inclusion in formal education (facilitation of continuing education that a person gave up earlier; a change in the education path, continuing education at a higher level)
2. Inclusion into National Qualifications Framework (acquisition or easier inclusion in the process of acquisition of a National Qualifications Certificate)
3. Identification and description of knowledge and experiences (know-how) of individuals (enabling better flexibility in the labour market, improved employability options, higher labour market mobility, the development or change of career, the development of lifelong learning competences, validation of knowledge and experiences for one's own interest, for decision taking in personal and vocational life, for guidance and counselling for further education, for career development).

Recognition and validation of acquired knowledge, skills and competences follows previously defined standard procedures that are set out by the one who carries out these procedures in accordance with the existing regulatory bases and professional doctrine. The process consists of several steps that must involve

¹² Slovenian lifelong learning strategy 2007, White Paper on education 2011, ReNPiO 2010 and draft till 2015

¹³ Svetina et al. (2011). *Strokovne podlage za sistemsko urejanje vrednotenja in priznavanja neformalno in priložnostno pridobljenega znanja v izobraževanju odraslih*. Ljubljana: Andragoški center Slovenije.

¹⁴ Lifelong learning strategy in Slovenia



counselling and informing and is compatible with the recommendations of the European Commission, set out in the document called Council Recommendation on the Validation of Non-formal and Informal Learning from 2012. The validation procedure thus includes the following phases:

1. **IDENTIFICATION:** an individual together with a counsellor identifies what knowledge and experiences the already acquired through non-formal or informal learning (in line with the aim of inclusion in the process) these are checked against relevant (set knowledge) standards and learning outcomes.
2. **DOCUMENTATION:** an individual together with a counsellor collects proofs/certificates showing their skills and competences acquired through non-formal or informal learning. All these documents are filed in a portfolio.
3. **ASSESSMENT** (of learning outcomes) is a phase in which the scope of knowledge; skills and competences that an individual acquired in various situations, but has no formal certificates proving it, is assessed.
4. **CERTIFICATION** (of learning outcomes) is the last phase in which the acquired knowledge is acknowledged through the granting a certificate.

Following the recommendations of SIAE, derived from experiences gained through the project Literacy Development and Assessment and Recognition of Non-formal Learning 2011-2014, the validation procedures practically follow these steps:

1. **Reception phase:** this involves giving information on the procedure, filling out of the official form, introductory interview
2. **Identification and documentation phase:** the mentor helps individuals to identify their knowledge and experiences, acquired throughout life, and directs them to collect certificates, opinions, handmade objects etc. that give proof to such knowledge
3. **Validation:** sometimes involves assessment or testing with a qualified professional - evaluator according to existing standards. The result of the evaluation procedure is a certificate or opinion, issued by the validating organisation. Such a certificate or an opinion on evaluated competences proves that a person underwent the validation procedure and is valid as proof.

8.5 Suggested methods to be used in the process of recognition and validation of non-formal and informal learning

The use of various methods and tools helps the individuals to identify their knowledge, skills and competences.

A qualified professional, who knows exactly how available tools and methods can be used, is of crucial importance, since he will check and test the participant's accomplishments and his assessment of the acquired knowledge, skills and competences, taking other competences into account.

Methods:

SELF-REFLECTION enables the individual to identify all learning activities (in one's work environment or in everyday life). Through thorough reflection one can identify the knowledge; skills and competences acquired and developed through various learning activities, and is able to assess them accordingly.

TESTS, EXAMS OR ASSESSMENT: as in formal education

BIOGRAPHICAL METHOD (Vilič Klenovšek et al, 2013, p.183): is a so-called life story or an account of life or life experiences of an individual, groups, and organisations. It can be described as a collection of evidence (diary, photographs, videos, written autobiography, biography etc.). The highest value of this method is in discovering the usual, hidden meanings of everyday life and it uncovers the information that maybe seemed unimportant, self-evident and which usually remains hidden. This method lets us identify non-formal learning conditions (especially learning-by-doing) more easily. It is basically used to analyse an individual's history, present and future, raise his self-awareness and encourage the conscious planning of future actions, has positive effect on the personal development of an individual. It helps the individual to better understand the importance of events and transitions in his life, become aware of his own identity, recognise and take responsibility for his own life and take an active role in it.

The use of this method is appropriate when an individual has to find his way around in completely new circumstances, is forced to find an alternative career option and take on a different role (for example the unemployed with low qualifications, long-term employed doing the same job, immigrants coming from a different culture etc.).

The method is normally used in the initial phase of the process (diagnostics). It can be carried out in the form of a biography, a guided interview or a combination of both. It is divided into several steps:

1. Preparation of instructions for writing the biography and motivating the candidate to co-operate (short instructions that draw attention to specific situations and life events rather than ask about details). If the participant refuses to write a biography, a guided interview can be carried out instead
2. In-depth analysis of the life story (the counsellor analyses the written story and on this basis prepares a set of questions for the guided interview; through this procedure he gets information that is needed for a reliable assessment of knowledge and skills of a participant)
3. Guided interview
4. Collecting additional evidence (to support competences already identified throughout the process)
5. A written record of a candidate's competences (an opinion prepared by the counsellor)



100+

friendships



PORTFOLIO:

The use of various methods and tools in a specific sequence, aimed at collecting a coherent set of certificates that show an individual's competences.

The purpose of this tool is to collect evidence and keep a record of all that has been learnt.

It is usually in the form of a document that represents an overview of the accomplishments and abilities of an individual, regardless of how they have been achieved (through formal, non-formal, informal learning or work and life experiences). Not everything that is written down provides a basis for validation and recognition. It can be used for different purposes, since it represents a person as a whole. Its role is multi-layered, since it provides insight into an individual's learning outcomes regardless of where or how they have been achieved. Due to its reflective nature, it enables the individual to become aware of his knowledge, skills and competences, acquired mostly through non-formal and informal learning. It provides a systematic collection of the candidate's achievements enabling us to prepare the individual's 'learning' biography. It has a positive effect on the individual's self-esteem and self-image, encourages him to further learning, independent planning and personal development on several levels; as well as to validate their own learning outcomes (Svetina et al., 2013, p.166).

Recommended portfolio structure:

- Presentation of the candidate (personal information, biography, all certificates of formal education and training, a list of past and current job positions); other appropriate evidence and reference letters
- Observation: collecting evidence of the individual's skills and knowledge through observing them in performing everyday work tasks
- Simulation: observing the candidate performing a specific task in a situation that resembles real work or life conditions
- Evidence acquired through work

Quality

Quality is based on three basic goals of counselling in adult education:

1. Providing access to counselling about education and learning options for all adults, especially disadvantaged groups
2. Ensuring quality counselling for education and learning
3. Taking appropriate measures to provide for higher participation and success of adults in lifelong learning

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9. GENERAL GUIDELINES FOR THE IMPLEMENTATION OF THE CURRICULUM

The programme activities shall be useful and practical; they shall liven up the learning process and motivate participants to participate actively, although helping them to integrate into the labour market and new social environment more easily.

The following methods can be used:

- Lecture (to present a specific topic)
- Discussion
- Narration
- Conversation/Discourse
- Explanation
- Text-based work
- Demonstration
- Pair work, group work
- Listening to authentic recordings, reading texts
- Games of social interaction
- Workshops
- Questionnaires
- Dialogue
- Role play (learners take on assumed roles in order to act out a scenario in a contrived setting - the method helps learners to learn about social roles, develop opinions) ; simulations
- Brainstorming (expression of all ideas that are generated in a moment, enhancing creative performance through searching the different possibilities, discovering one's own ideas, detecting the variety and possibility of alternative solutions)
- Buzz-groups (creating conditions that resemble real-life situations)
- Interview (suitable even for more reserved participants)
- Snowball is a form of group work that is sometimes also referred to as the Pyramid technique; participants first work on a particular subject individually, then they compare their conclusions with another couple, then couples form groups of 4, 6 and 8 members for further discussion. Grouping encourages the exchange and repetition of acquired information.
- Use of audio-visual aids
- Success balance method, work evaluation method



9.1 Recommendations for the implementation of individual curriculum modules

1. LEARNING OF THE OFFICIAL LANGUAGE OF THE COUNTRY OF RESIDENCE

(for example Slovenian in Slovenia, Italian in Italy...)

Basic literacy in the mother tongue is a prerequisite for the successful learning of a foreign language. If the mother tongue literacy is too basic, it impedes the process of learning a foreign language, making it slower. In this case, learning can be facilitated through the use of other languages and with the help of a cultural broker.

The teacher-trainer's attitude towards the participants' mother tongues is extremely important in teaching migrants. It is directly connected to the preparation of learning materials and lessons. The teacher shall stimulate learners to present the topic of learning in their mother tongue (present words, grammatical rules, compare and define similarities and differences between languages). By doing this the mentor shows interest and respect to the culture and language of the participants, which makes it easier to establish the most important principle of intercultural communication (dialogue).

The mentor shall choose topics that are relevant for the participants; they encourage democracy, lifelong dimension and active participation.

The following methods are recommended to be used in foreign language teaching (teaching the official language of a country):

A lecture can be used at the beginning of workshops to introduce a specific content or topic.

At a later stage other methods are more appropriate, such as discussion, narration, explanation etc. Pair work and role-plays are suitable when we want the learners to practice communication skills and refresh knowledge.

Other appropriate methods are group work, a text-based method, listening to authentic recordings, and reading texts.

When participants have no or just basic knowledge of the official language, stress should be put on practicing communication skills and learning phrases that could be used in everyday situations rather than on grammar and vocabulary.

LEARNING ENGLISH (OPTIONAL)

Depending on the target group characteristics, learning English before learning the official language of the country of residence is indispensable for successful implementation of the programme. In territories with a very diverse immigrant structure, it is necessary to communicate through a neutral language that most of the immigrants are familiar with.

2. ICT WORKSHOPS

Computers are necessary to carry out ICT workshops. The mentor guides the learners through the process of introduction of basic computer facts (hardware, software) and useful applications. Worksheets can be used to practice the use of specific programmes, learn procedures etc. The trainer communicates with learners in the official language of the country of residence; the same language is used in worksheets. Through learning ICT skills, learners also practice and learn a foreign language. When choosing topics and writing exercises, the mentor should bear in mind what topics the learners are familiar with.

3. WORKSHOPS ON INTEGRATION INTO THE LABOUR MARKET

The complexity of this topic requires a variety of methods and techniques that can be used in the learning process.

It is advisable to use authentic texts as a starting point to introduce a topic, new words, complex concepts and terms in a foreign language. Role plays and simulations are equally important as they help the participants imagine a real life situation and the solution to a problem related to it. It helps them understand the situation and feel more confident when they find themselves in such a situation in everyday life.

Other techniques for the introduction of this topic are buzz-groups, snowball, interview and other methods that let the participants improve their knowledge and skills.

In-company training:

Immigrants face several difficulties on the labour market that have negative effect on their social integration into a new society. Some of them are emphasized below:

- high unemployment rates as a result of an economic crisis, especially in sectors that usually employ migrant workers;
- structural inconsistencies among sectors,
- worsening of the situation of the unemployed,
- precarious employment,
- frequent changes in acts that refer to residence conditions and the participation of immigrants in the labour market;
- restricted ability to use the language of the country of residence at work.

Given the opportunity to work through the in-company training organized within the programme, the participants get in touch with the real working environment; they can perform various tasks and enlarge their social network throughout the in-company training. Such activity is extremely important for them, as it provides an opportunity for them to get insight into real work situations with the help of trainers who take care of all administrative and organisational issues. Since it is very difficult to provide financial compensation for their activity, the participants will be familiarised with the importance of volunteering and its positive effects, although motivating them for further social activities.

Before actually organising the in-company training, the participants' knowledge and skills should be taken into account. When possible, it is advisable to choose such organisations/companies that will enable the participants to actually use their skills and develop them. The in-company training shall last for at least 2-3 months in order to meet the goals of the programme, as set out at the beginning. Before the beginning of the training, the employers should be given all important information about the participants (their previous experience, knowledge and skills, communication skills in the local language, eventual impairments etc.) that may have an influence on the course of the training. The biggest obstacle is usually the language, as many migrants have only the basic knowledge of the national language. Practically this means that they are not confident in using the language of the country of residence, have difficulties understanding their tasks and consequently need more time to become actively involved in the work process. The optimal length of the training is around 2-3 months. This period allows the participants to gradually become a part of the team, build competences, improve communication in the national language, break their daily routine and build social networks.

4. INTRODUCTION OF THE EU AND COUNTRY OF RESIDENCE - WORKSHOPS

The purpose of these workshops is to introduce the participants to their new country of residence and the EU as a whole. Depending on a variety of factors, such as background knowledge; duration of residence in the host country; language proficiency of the participants etc. the content and scope of this module needs to be adapted, some topics may be omitted or just mentioned, while others may be dealt with in detail.

Recommended methods:

- Text-based approach
- Audio-visual aids
- Demonstration
- Explanation
- Lecture, narration



Getting to know the local environment:

By visiting specific (cultural, social, sports and administrative) institutions, such as a library; employment service; social services; theatre; associations, etc. and taking a sightseeing tour, the participants get to know the local community; socialise among themselves and with other people that they meet during visits – this will motivate them to mingle with each other and will make the programme more interesting. Through these activities the participants will have the opportunity to actively use the language of the country of residence actively and practice communication skills.

5. ORGANISED VISITS TO INSTITUTIONS AND EMPLOYERS

Visits to employers and some institutions such as employment agencies, and associations that work with immigrants and provide help and support at all levels shall be planned.

It is highly advisable that the trainer contacts the representatives of institutions and informs them about the participants' profiles and their needs.

The institutions to be visited shall be chosen by the participants and the trainer. To get the most out of it, it is important that the participants take an active role in the decision-taking process. The institutions must be chosen on the basis of their relevance – how they comply with the participants' needs and expectations, their reputation in respecting workers' rights etc.

6. ORGANISED SIGHTSEEING AND FIELD TRIPS

It is obvious that knowing the host country and especially the local environment facilitates integration. Cultural and natural sights; traditions; and cultural peculiarities are important factors that influence the understanding of the target country reality.

It is recommended to visit institutions of cultural importance within the town of living, such as a library; cultural centre; theatres; museums, etc.

10. CONCLUSION

The wish of all project partners who co-operated in the preparation of the present handbook is to provide an overview of important facts, statistics and recommendations that will give insight into main areas of migrant integration and adult education. The information contained in it will be most useful for trainers who have never worked with immigrants before, as well as for adult education organisers who will be organising the train the trainer course for future mentors in integration programmes.

15+

cultures and
languages

CONCLUSION

10.

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11. APPENDIX

TOOLS IN THE PROCESS OF IDENTIFICATION AND VALIDATION OF INFORMAL AND NON-FORMAL LEARNING¹⁵:

- A) IVINL application form
- B) Learning to learn - sample questionnaire

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happy and satisfied participants



¹⁵ The author of these tools is the Slovenian Institute for Adult Education – Andragoški center Slovenije. The tools were originally created in Slovenian within the project Razvoj pismenosti ter ugotavljanje in priznavanje neformalnega učenja od 2011 do 2014 (Development of literacy and identification and validation of non-formal learning in 2011-2014). More information about the project is available on <http://vpnz.acs.si/portal/node/13>

APPLICATION FORM FOR THE PROCESS OF IDENTIFICATION AND VALIDATION OF INFORMAL AND NON-FORMAL LEARNING

Date _____

Name and surname of the counsellor _____

1. INFORMATION ABOUT THE CANDIDATE

Name and Surname	
Sex	M F
Date of Birth	__ __ . __ __ . __ __ __ __
Place and State of Birth	
Home Address	
Phone number	
E-mail	
Completed education	year: _____ level: _____ type: _____
Status	- pupil - unemployed - student - employed: _____ - retired (position)
The purpose of validation	

Candidate's signature:

Mentor's signature



2. CURRENT EDUCATIONAL EXPERIENCES

INFORMATION ABOUT COMPLETED FORMAL EDUCATION

Place and name of the institution Title of the education programme when		
Academic achievement	1st year	3rd year
	2nd year	4th year
	Final achievement	
What subject you did not like (why)		
Did you have any learning or other issues during education		

INFORMATION ABOUT INCOMPLETED FORMAL EDUCATION

Where and the name of the school Title of the programme When did you finish How many years ago		
Why did you leave the education (reasons)		
What have you done – what needs to be done		
Which subjects did you prefer, which you did not		
Did you have any learning or other issues in the course of education		

INFORMATION ABOUT NON-FORMAL AND INFORMAL LEARNING

Non-formal learning in connection with work and other		
content, duration, providers		
The content that is useful for candidates		

3. CURRENT WORK EXPERIENCES AND SUCCESS

Current employment

Company:	
Position:	
How long have you worked there?	
Description of typical jobs and tasks in last year:	

IF THE CANDIDATE IS UNEMPLOYED

How long have you been unemployed?	
Do you have the status of an unemployed person?	
In your opinion, what are the major obstacles for getting the job?	
What will you do to eliminate those obstacles?	

4. PREVIOUS WORK EXPERIENCES AND OTHER EXPERIENCES

Company/ Organization	Position, short description of tasks	period

- Ask the candidate if they would like to have any of the listed work experiences assessed.
- With regard to the purpose of validation, ask the candidate more detailed questions about their work experience in the last few years or even earlier if appropriate. You can help and guide them by asking what kind of tasks they were performing at a specific workplace.



5. OTHER PERSONAL AND LIFE EXPERIENCES

Free time activities, voluntary work, important situations in life etc.

Did you have any hobbies, pastime activities that you were very keen on? What work or life experiences did you get from them?	
Did you have any special situations in your life that caused important changes for you – in the way you want it?	

6. OTHER

Motives and reasons for inclusion in the process of validation	
Experiences and your attitudes related to education and learning/ learning habits and learning difficulties	
Expected obstacles	
Any other relevant information (candidate's special needs - physical, psychosocial) – open questions to the candidate	

7. THE PURPOSE OF VALIDATION

8. NOTES OF THE COUNSELLOR (A summary of recognized knowledge and competences, agreements with the candidate for the next appointment)

LEARNING TO LEARN - SAMPLE QUESTIONNAIRE

#	Statement	Rank					Ideally, the learner:
1.	I know why I am learning.	1	2	3	P	MS-M	has got clear goals
2.	I can get myself to start learning.	1	2	3	P	MS-M	manages to overcome resistance to learning
3.	I plan my learning days/weeks/months.	1	2	3	P	KO-O	makes short- and long-term plans for learning
4.	I keep a diary /calendar of my learning activities.	1	2	3	P	KO-O	keeps a written record of learning plans
5.	I can easily focus to learn.	1	2	3	P	MS-M	maintains focus when learning
6.	I make sure my learning conditions are adequate (peace and quiet, ...).	1	2	3	P	MS-S	provides a peaceful learning environment
7.	I can estimate the time it will take me to learn something.	1	2	3	P	KO-O	makes accurate estimations about learning time
8.	I set specific learning goals for myself.	1	2	3	P	MS-M	sets short-term (daily) goals
9.	I plan may learning activities according to different topics.	1	2	3	P	KO-O	plans learning activities according to different topics
10.	I plan my breaks before I start learning.	1	2	3	P	KO-O	plans breaks
11.	I revise my existing knowledge before I start learning new subject matter.	1	2	3	P	KO-Z	makes connections between existing and new knowledge
12.	I can coordinate work, family life, learning activities and other obligations in order to achieve my learning goals.	1	2	3	P	MS-S	masters different roles in life
13.	Before I start learning, I check if I have everything I need (learning material, notes, pens, ...)	1	2	3	P	MS-S	prepares different learning aids
14.	I am aware that knowledge is important if you want to achieve your goals.	1	2	3	P	MK-O	values knowledge
15.	I've tried many ways of learning and found those that work for me.	1	2	3	P	MK-O	knows which learning strategies work best for her/him
16.	I plan may learning so that I get through the entire subject matter before assessment/exam time	1	2	3	P	KO-O	acquires knowledge in time
17.	Sometimes I opt for pair or group learning	1	2	3	P	MS-SK	chooses adequate learning forms
18.	I feel the need to learn new things	1	2	3	P	MK-O	wants to learn
19.	I can find suitable learning materials, aids and information I need to learn	1	2	3	P	KO-O	knows how to find learning resources
20.	I can foresee the result/ grade/ achievement after assessments/ exams	1	2	3	P	KO-MK	makes real evaluations of acquired knowledge
21.	I try to make learning as fun as possible.	1	2	3	U	MK-O	has fun learning
22.	I remember important information quickly.	1	2	3	U	KO-U	has got good memory skills
23.	When learning something new, I try to connect it to what I already know.	1	2	3	U	KO-Z	learns with understanding
24.	I learn because others expect me to.	1	2	3	U	MS-M	learning is driven by extrinsic motivation
25.	I find it important to really master a subject matter.	1	2	3	U	MK-O	values own knowledge
26.	I believe I can learn anything I find interesting.	1	2	3	U	MK-O	believes in own learning skills
27.	Based on my experience, I find group learning is a waste of time.	1	2	3	U	MS-SK	knows learning in a group is ineffective for her/ him
28.	I know how to use techniques for speed reading (I read quickly).	1	2	3	U	KO-U	reads quickly
29.	I use different learning strategies (visual, audio, practical examples)	1	2	3	U	KO-U	learns in various ways (regarding the task/ goal, subject matter, interests, ...)
30.	When learning, I often make notes, sketches.	1	2	3	U	MK-A	puts down key ideas
31.	I use new knowledge in everyday life.	1	2	3	U	KO-Z	makes use of knowledge

#	Statement	Rank					Ideally, the learner:
32.	I can make good notes from books, articles and other texts.	1	2	3	U	KO-U	knows how to make notes
33.	I revise out loud before taking an oral exam.	1	2	3	U	KO-PP	learns out loud
34.	I always do my homework.	1	2	3	U	KO-PP	keeps track of learning duties
35.	I revise on a regular basis.	1	2	3	U	KO-PP	revises regularly
36.	I often use different learning sources (encyclopaedias, internet, dictionaries, handbooks ...).	1	2	3	U	KO-O	uses different sources of information
37.	I make mind maps while learning.	1	2	3	U	MK-A	uses mind maps
38.	I keep learning until I achieve my goal (even if I am tired of it)	1	2	3	U	MS-M	follows the learning plan
39.	I can prepare well for assessment/ exams (written, oral, multiple choice, open-ended Qs, essays, ...)	1	2	3	U	KO-PP	has mastery of assessment/ exam skills
40.	I can motivate myself to be interested in a subject matter	1	2	3	U	MS-M	finds own motivation to take interest in subject matter
41.	While learning, I am aware of the level of my focus.	1	2	3	S	MK-S	is aware of own focus level
42.	I can follow my daily objective.	1	2	3	S	MS-ČI	achieves daily objectives
43.	I monitor my level of activity while learning.	1	2	3	S	MK-A	is aware of own way of learning
44.	I realize immediately when my learning efficiency drops.	1	2	3	S	MK-S	realizes if learning efficiency drops
45.	After I've finished learning, I know exactly what I've learned and what I haven't	1	2	3	S	MK-E	estimates own level of knowledge
46.	While learning, I try and see how I can use the new knowledge.	1	2	3	S	KO-KM	looks for connections between knowledge and everyday life
47.	While learning, I recognize what is more important and what isn't.	1	2	3	S	MS-SK	distinguishes more and less important information
48.	While learning, I monitor whether I am following my learning objective	1	2	3	S	MK-E	monitors own learning
49.	I organize my notes after each lesson.	1	2	3	S	KO-O	keeps notes organized
50.	If my learning activities aren't going well, I soon realize what I need (a break, extra materials, explanations, ...)	1	2	3	S	MK-S	handles learning difficulties well
51.	After I finish learning, I estimate my knowledge (e.g. take a test).	1	2	3	S	KO-	estimates his knowledge
52.	Learning with someone else makes it easier to assess my progress.	1	2	3	S	MS-SK	learns together with fellow learners
53.	While learning, I check if I understand the subject matter (e.g. do an exercise, task)	1	2	3	S	KO-KM	checks understanding promptly
54.	While learning, I check if I can achieve my objective (monitoring time).	1	2	3	S	MK-E	knows own position on the way to objectives
55.	After I finish learning, I try to summarize the content in my own words.	1	2	3	S	KO-PP	does not learn the subject matter literally
56.	I am happy with my results/ achievements.	1	2	3	S	KO-U	is happy with own achievements
57.	I know what my learning weak points are.	1	2	3	S	KO-	knows own learning skills
58.	I always ask myself where I could improve my learning.	1	2	3	S	MK-E	thinks about own learning
59.	If I see flaws in my learning strategy, I try and improve it.	1	2	3	S	MK-E	keeps improving own learning
60.	I reward myself after learning.	1	2	3	S	MS-M	celebrates own achievements

Notes



Project partners:



PUČKO
OTVORENO
UČILIŠTE
ZAGREB



Ljudska Univerza Nova Gorica (LUNG)-Slovenia, Cooperativa Orso s.c.s.-Italia,
Adice-France, Pouz-Croatia, Mozaik Kültür Eğitim Gençlik ve Doğa Derneği-Turkey