

VOCATIONAL TRAINING PROJECTS: TOWARDS EQUAL OPPORTUNITIES FOR IMMIGRANTS

Practical guidelines

Community relations

VOCATIONAL TRAINING PROJECTS: TOWARDS EQUAL OPPORTUNITIES FOR IMMIGRANTS

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FOREWORD

This is the second in a series of booklets designed to accompany the report **Community and ethnic relations in Europe**, published by the Council of Europe in 1991¹. By *community relations* is meant all aspects of the relations between migrants or ethnic groups of immigrant origin and the host society, and the report sets out proposals for a comprehensive approach to community relations policy in the Organisation's member States².

Following on from its work on community relations, the European Committee on Migration (CDMG) is engaged in a new project entitled: *The integration of immigrants: towards equal opportunities*. This project aims to promote the exchange of practical experience between people who are attempting, in a variety of different ways, to put the community relations approach into practice.

The present booklet is the outcome of a meeting held in Strasbourg in December 1992 on the theme of *vocational training*.

A team of consultants played a leading part in the preparation of this meeting and in the follow-up to it. The participants at the meeting included the persons responsible for a number of projects in the member States which all aim, in one way or another, to develop vocational training schemes contributing to the realisation of equal opportunities for immigrants in the labour market; officials with policy-making responsibilities in this

¹ It can be ordered under the reference MG-CR (91) 1 final E.

² These number 32 at present: Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Liechtenstein, Lithuania, Luxembourg, Malta, Netherlands, Norway, Poland, Portugal, Romania, San Marino, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Turkey, United Kingdom.

field also took part. The full list of participants is given at the end of the booklet: this will enable readers who so wish to make contact with those responsible for the various training initiatives.

The first part of the booklet comprises the *Practical Guidelines*, a document agreed on by the participants at the meeting. In the hope that they will be of service to others wishing to develop vocational training projects appropriate to the needs of immigrants, these guidelines are commended to the attention of all these responsible for these matters in European countries.

For those wishing to know more about the projects presented at the meeting, there follow two comparative studies prepared by the consultants, each study covering four projects. Working papers giving fuller details of each project can be obtained from the Secretariat in Strasbourg.

Interest in vocational training for immigrants is continuing to grow. We would be glad to hear from readers about new developments. We would also encourage users of this booklet to let us have their observations on the practical guidelines.

Finally, I should like to take this opportunity of thanking the consultants, Mr H. Tolley, Mr. K. Thomas and Mr R. van Beelen for their valuable contribution to the preparation of this booklet. Thanks are also due to all those who took part in the meeting, and shared their experience with colleagues elsewhere in Europe.

Robin Guthrie
Director of Social and Economic Affairs
Council of Europe

PRACTICAL GUIDELINES

Introduction

This document sets out practical guidelines for those with responsibility for planning or implementing vocational training projects designed to promote equal opportunities for immigrants on the labour market. The guidelines were drawn up by the participants (see section II below) at a meeting organised by the Council of Europe in Strasbourg from 7 to 9 December 1992.

The purpose of the meeting was to bring together project organisers with a wide variety of experience of vocational training for migrants and members of ethnic minorities, so as to exchange experience and draw up practical guidelines for use by others who may be planning or setting up training to promote equality of opportunity and to combat racial discrimination.

General points

Although the causes of disadvantage suffered by migrants and members of ethnic minorities take many forms, they are cumulative and difficult to mitigate. Disadvantage may stem from being a recent migrant: isolation and lack of knowledge about, or familiarity with systems and procedures. Disadvantage may be caused by poor education or educational underachievement or failure to recognise foreign skills and qualifications; by lack of fluency in the host country language; by cultural barriers such as a belief in the possibility of a return to the country of origin leading to an undervaluing of vocational qualifications; or by different perceptions about the role of women at work.

Many suffer from the effects of race and sex discrimination. Again, disadvantage may result from economic restructuring, which particularly affects migrants, as they are often concentrated in jobs which are more vulnerable to change, or they have few transferable skills. These disadvantages create lack of confidence, lack of self-esteem and low aspirations. Even well-educated young people of migrant origin, born in their adopted country, are more likely to be excluded from some of the main entry routes into the labour market, have fewer contacts in the host society, and have lower aspirations than better-educated young people. In short, there is a gap between the ethnic minority and migrant communities and the labour market, and all the projects presented at the meeting aimed to bridge this gap³. Their work shows that the various disadvantages can be ameliorated. Their common experience across many different circumstances is that vocational training for migrants or members of ethnic minorities which promotes equality of opportunity does bring success.

Observations for governments

Although most of the discussions and conclusions related to the organisation of training, the participants made the following general observations, directed towards governments, about the national or regional context within which such projects are to be organised:

- Governments are responsible for all lawful residents, including foreigners, migrants and refugees. Governments must ensure that the quality of regular education gives migrants and members of ethnic minority groups an equal chance with the population as a whole.
- Governments are responsible for ensuring that there are introduction programmes for new arrivals, including adequate language training.
- Governments are responsible for ensuring that there is equal access to employment and training programmes (including special programmes for the unemployed) for migrants and people from the ethnic minorities and should encourage such programmes to be organised in the private sector.

³ This aim of the projects is set out diagrammatically at the end of the guidelines

- To be effective, vocational training for migrants and members of ethnic minority groups needs to be part of a coherent national strategy to promote equality of opportunity.

Specific conclusions: what makes a successful project

The discussion also looked at common themes, which could be identified across most of the projects, as the basis for specific conclusions on the most effective ways of organising training which helps to reduce disadvantage and promote equality of opportunity.

It is important for training to be relevant to the future labour market, and to lead either to entry to further vocational training, or to a qualification or job with a future. Immigrants should not be channelled into low paid sectors. Training, qualifications or skills acquired in the country of origin should be taken into account where possible. Where there is no immediate access to a qualification, formal accreditation should be given to trainees, so as to demonstrate the nature of the training undergone and the standards which had been attained. This accreditation also helps trainees to make use of existing provisions for further training.

It is important that the training should help trainees develop self-reliance, and also be the basis for future learning. Because of the need to tackle the consequences of the various forms of disadvantage experienced by the target groups, and especially by women entering or re-entering the labour market, the organisation of training projects needs to be variable and flexible in order to meet individuals' needs and develop their potential. Individual trainees should be able to join and leave at a level appropriate to their circumstances.

It is important to coordinate efforts with the local migrant and ethnic minority communities, and to use their resources where appropriate. This helps to motivate immigrants to participate in training; it also makes clear that their contribution and their resources are valued. Many of the projects presented at the meeting were begun in cooperation with people from the local immigrant communities, who were employed as skilled trainers and project managers where appropriate. The project organisers also used trainees' own successes in their publicity material and in carrying out liaison with

the migrant and minority communities and in building links with employers. Participation by successful individuals of immigrant origin helps to provide role models for others from their communities and to counter both their own low self-image and the negative stereotypes held by employers or others in the host society.

It is specified in the general observations above that the host country should be responsible for ensuring that there is sufficient language training available appropriate to the needs of migrant communities. However, it must be recognised that increasing levels of language proficiency may be needed to follow vocational training programmes, or to attain qualifications. Training for additional language proficiency is more effective when built into the vocational training itself so that it can be based on trainees' particular needs.

The work of the projects shows that trainees can benefit from their experience of two cultures, those of the host and the minority communities. Training should be designed in such a way as to demonstrate that cultural diversity is respected and valued. Minority or immigrant cultures are significant to trainees' identity and self-esteem.

Cultural diversity can bring social enrichment, and, it can sometimes lead to business benefits, as when employers build on their trainees' experience in two cultures so as to improve their knowledge and sensitivity to people from these communities in local or overseas markets.

It is important for the organisers of training projects to be able to provide up to date information on their programmes, on the opportunities which stem from the training and on how to make contact with and apply for training. This information should be easily available to the target communities, and experience shows that this is most effective where there are direct contacts with these communities or outreach activities to them. Where the training is aimed at young people, it is important for there to be contact with the parents, and liaison with them during training.

The projects presented had an important role in influencing other providers of vocational training and advice, and in acting as a catalyst for change. It is important for other projects to build on this role, and to maintain links with employers and other influential people in the host community.

General conclusions

In view of the need for training to be flexible and to meet a variety of individual circumstances at different levels, public authorities should recognise that such training may need to be innovative or experimental. It is therefore likely to be more expensive than standard vocational training.

The results of training need to be evaluated, to check whether it is effective in promoting equality of opportunity. It is important to take into account the social costs of failing to provide equal opportunities, and the value of investing in the potential of each individual.

It is vital for public and private institutions, trade unions, and employers and their organisations, to give support and recognition to training projects which promote equal

opportunities, as this helps them gain credibility, authority and status. This support should include being involved in providing training placements, personnel and facilities, and in offering jobs without practising racial or sex discrimination.

Diagram (facing page): **Bridging the gap between migrants and the labour market**

TARGET GROUP

EMPLOYMENT SYSTEM

EMPLOYMENT GAP

Source: Nottingham Professional Development Services

I. COMPARATIVE ANALYSES OF VOCATIONAL TRAINING PROJECTS

A. First group of projects

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"Radita" - a project for unemployed immigrant girls - Austria

Introduction

Immigration in Austria traditionally came from Eastern Europe. Refugees from various countries were admitted for settlement. The largest groups of immigrants, however, were recruited as workers, and came from Turkey and Yugoslavia.

Radita is a project for unemployed immigrant girls of 15-18. It offers a programme of 8 to 10 months with the intention of placing them in apprenticeships.

The participants have had some sort of lower secondary education in Austria, but failed to get a diploma. Finding a job is extremely difficult for these girls, not only because of a lack of qualifications but also because of language problems and racial discrimination. The Vienna Youth Labour Exchange (*Das Arbeitsamt für Jugendliche*) took the initiative to start this project, which is organized by the Association of Youth Centres of Vienna (*Der Verein Jugendzentren der Stadt Wien*) and aims to improve the opportunities of young immigrant girls without formal qualifications. Today Radita is still part of this Association.

Participants

Most participants in Radita are recruited by the Youth Labour Exchange for a place at the Radita project. Most of them come from Turkey or Yugoslavia. Others were born in Africa, South America or Asia. Some of them were born in Austria, but had immigrant parents. Girls who apply for a place at Radita have to register with the Youth Labour Exchange first. Participation is only possible with permission of this Office.

The participants have lived for at least 3 years in Austria. This is a condition made by the Labour Exchange. Radita itself requires a basic command of the German language for participation. The participants come from different forms of education. Their command of the German language is also at varying levels.

Radita has the capacity to offer a programme for 18 girls altogether. It is the only project in Vienna (and Austria as well) exclusively for immigrant girls.

Programme

Most of the participants take part in the programme for 8 to 10 months. The programme takes up 6 hours a day for 5 days per week. Participants can start at any time of the year. The programme includes the following themes:

- language training;
- training in manual skills in working with metal, wood, tapestry, painting, photography, electricity;
- training in commercial skills;
- computer training;
- health and medicine, sexuality, budgeting and law;
- how to apply for a job;
- leisure time activities.

For most of the time, the participants are divided into three groups to make teaching as effective as possible.

The premises in which Radita is established were decorated by the participants themselves as a way of learning how to work with paint, wood and electricity.

Completion of the programme does not provide any formal qualification.

Radita's staff consists of four women. Two of these are immigrants themselves, coming from ex-Yugoslavia and Turkey. Free-lance women trainers are called in for various parts of the programme.

Results

During the programme the girls apply for an apprenticeship. The Vienna Youth Labour Exchange offers a list of possible places to apply to.

The girls are stimulated to do as much as possible themselves in the process of applying for an apprenticeship. Generally, apprenticeships are sufficiently available. The unemployment rate in Austria is about 5,7 %, and for Vienna 6,3 % (53.000 people), which is less than in many other European countries. However, many employers do not want to employ immigrants. About two-third of the participants of Radita successfully apply for an apprenticeship during the course.

Radita does not have the opportunity for personal contact with many employers. The project sometimes calls on employers on the list offered by the Vienna Youth Labour Exchange in cases where a participant is refused an invitation after sending a letter of application.

There are also participants who do not want an apprenticeship, but prefer to take a job. An apprenticeship involves attending a vocational training course at a *Berufsschule* for 1-2 days a week.

During the apprenticeship the girls earn a monthly salary of ATS 2.200 (FF 1.059), which is less than they could earn with a normal job.

Most girls prefer an apprenticeship in somewhat traditional areas (for women) like sales, hairstyling or office work. For these professions, however, one is expected to have a level of proficiency in German which is too high for most participants. Some of the girls nevertheless

succeed in getting an apprenticeship in these areas. Others get apprenticeships in, for example, hospitals, hotels, bicycle repairing, leather handicraft, or bookbinding.

At the moment, shortage of staff prevents Radita from offering any kind of follow-up to the girls during their apprenticeship. Moreover, Radita does not know what happens to the girls after the period of apprenticeship. A grant from the Labour Exchange should, however, make it possible to investigate these matters in the near future.

Financing

The Radita project is financed by the Ministry of Labour and Social Affairs and the Association of Youth Centres of Vienna.

Available finances, 1992	
Ministry of Labour and Social Affairs	ATS 2,9 million
Association of Youth Centres of Vienna	ATS 0,3 million
Total	ATS 3,2 million (FF 1.540.241)

Assuming that the participants of Radita attend the project on the average for a period of 10 months, the programme costs about 71.300 FF for each participant.

The Windsor Fellowship
- management skills for undergraduates -
United Kingdom

Introduction

The growth in Britain's black population is a postwar phenomenon and a result of immigration from the ex-colonies in the Caribbean, Asia and Africa. In 1951 there were 0.2 million people living in Britain who were born in the New Commonwealth⁴. By 1977 this number had risen to 1.8 million people, who constituted 3.4 % of the total population. The majority of these came to Britain because of employment opportunities. Others came as "dependents".

Nowadays about 3-4 million black people (including Asians) are living in Britain. The Immigration legislation is designed to reduce immigration and further net immigration will be small.

It is estimated that approximately 40 % of the total black population in 1976 were born in Britain. This figure has now risen to more than 50%, a percentage considerably higher than in other European countries, where immigration started more recently.

Generally, the pattern of employment amongst the black population in Britain differs from that of the British population as a whole. Black people have disproportionately more unskilled or semi-skilled jobs and the unemployment rate for black people, especially for black youths, is higher than that for the total population.

⁴ The term "New Commonwealth" is used here to refer to non-white British ex-colonies. It includes all Commonwealth countries except Australia, New Zealand and Canada.

Britain has many "ethnic minority projects" which are financed wholly or partly from non-governmental sources. Many local projects are financed by trusts or sponsored by business. The Windsor Fellowship, although unique in its purpose and methods, is one of these.

The Windsor Fellowship started in 1986 with 14 participants. It offers a three year programme of basic management skills for ethnic minority undergraduates.

Participants

The Fellowship recruits participants for the project by advertising in schools and universities. College students, upper six-formers and those entering higher education are invited to apply for places in the programme. The Fellowship succeeds in attracting students studying for the school-leaving examination.

The number of applicants has grown from 48 in 1986 to 244 in 1992. The selection procedure is nowadays more rigorous: only about 55 % of applicants get through the initial selection, and only 20 % secure sponsorship. The next graph shows the number of applications since 1986, the numbers passing first selection and the number of sponsored fellows.

The figure on facing page shows the number of applications after a first selection

- *Figure: number of applications after first selection
Sponsored fellows*

The number of applications is growing much faster than the number of sponsored Fellows. According to the Fellowship this is a matching problem; sponsors have been unable to secure a match because of insufficient supply of engineers and scientists. The selection of applicants takes place in four steps:

- a preliminary interview;
- an Open Day to meet representatives from the sponsoring organizations;
- applications to sponsoring organizations/interviews;
- final selection and matching of Fellows and sponsors, after exam results.

The next table gives an overview of the studies of the participants in the years 1986-1991.

Business & Management Studies	19 %
Social Sciences	17 %
Maths & Economics	15 %
Law	11 %
Engineering	10 %
Accounting & Finance	10 %
Computer Science	9 %
Arts & Humanities	3 %

As stated, the demand for engineers exceeds supply.
Generally, the numbers of male and female participants are equal.

Programme

The 3-year programme runs concurrently with degree courses, and starts each year.

The programme consists of seminars, work placement, an outdoor pursuit and voluntary community work.

Seminars

Each year the Windsor Fellows take part in residential seminars of 2-3 days during the summer, Christmas and Easter vacations. These seminars are designed to develop personal and management skills and techniques in areas like communication and public speaking, decision-making, organization and planning, leadership and teambuilding, negotiating and planning. Generally, trainers are free-lance management development consultants. Sometimes the sponsoring organizations provide a trainer.

Work placement

Participants in the Windsor Fellowship programme are required to work for their sponsoring organization during the summer of their first and second academic years. The work is paid, and takes a minimum of six weeks each year.

Outdoor pursuit

In the first year of the programme, Fellows join an outdoor pursuit course of six days. Communication, leadership and team-building skills are practised during this part of the programme.

Community work

The Windsor Fellowship requires participants to spend a minimum of one to two hours a week during term time working voluntarily with a self-chosen local organization. This is meant to "put something back" into the community and to broaden the outlook of the Fellows.

The Windsor Fellowship Organization

The Windsor Fellowship has a staff of 9 persons, four of whom work as student liaison officers. Each Fellow is assigned to one of the latter who provides support and advice and acts as a link between the Fellow, the Fellowship and the sponsor.

Besides this, the Fellowship offers a limited possibility of academic support in case of study problems. The Fellowship also offers a form of career counselling.

Sponsoring organizations

All activities of the Windsor Fellowship and the organization itself are financed by sponsoring organizations. About 68 organizations have financed the Fellowship so far.

Each student on the programme is sponsored by one of these organizations. This includes a fee of £ 2.750 (FF 22.600) per annum and 6-8 weeks paid employment during two summer vacation periods. Besides this there are also in-kind contributions, like the secondment of a financial manager by the Bank of England to the Fellowship for three years.

The Fellowship also receives grants from various organizations. Organizations which have sponsored the most fellowships are:

- British Petroleum (16)
- London Transport (8)
- Home Office/Willis Corroon (6)
- Bank of England/Citibank (5)

Most sponsoring organizations have two reasons for financing the Windsor Fellowship:

- public image;
- exploiting all talent available.

For retail trade organizations, and in fact all organizations with a public function, the first reason is the most important. According to a representative of BP, ethical motives of top management are also important, but these are rationalized to accord with the position and opinions of middle management.

Results

Sponsors do not guarantee permanent employment nor are the Fellows required to make a commitment to their sponsoring organization beyond the term of the programme.

The breakdown of results of the first 4 groups of the Windsor Fellowship is as follows:

October 1992	
Employed by a sponsor	10
Other management development	15
Other employment	15
Continuing higher education/Professional Training	28
Travel/Self-Employed/Voluntary Work	3
Unknown	16
Lost Track/Settles Abroad	3
Total number completing programme	90

This implies that 44 % of the participants of the first 4 groups found a job after completing the programme. Excluding the Fellows of which the situation is unknown the percentage is 56 %.

Norwegian with social studies and labour training, Norway

Introduction

Most immigrants in Norway come from the main countries of origin of refugees, such as Vietnam, Chile, Yugoslavia, Iran, Iraq, Eritrea and Lebanon. Refugees are received in reception centres and subsequently housed in municipalities.

Kristiansand, a city in the south of Norway with 60.000 inhabitants, has an agreement with the national government to house 150 refugees per annum. About 2.500 refugees (and immigrants) are nowadays living in Kristiansand.

Within 1-2 months after arrival in Kristiansand, adult refugees are offered a programme of language training, social studies and labour training. Participation in the programme is in fact compulsory, in the sense that refusal to take part can imply loss of unemployment benefit. Nevertheless it appears to be possible to refuse to attend the programme. Refugees from African and Arab countries often prefer to try to find a job instead.

Participants

As elsewhere, refugees in Norway have very different educational backgrounds, varying from no education at all to a university degree. This does not make any difference for the basic training refugees get on arrival in Norway.

Programme

The programme consists of language training (3 hours a day) and labour training (3½ hours a day). Most participants attend the programme for about 1½ years.

The language training is organized by the *Lahelle School* which has a capacity of 400 students all of whom come from foreign countries. Refugees can receive a maximum of 750 lessons in Norwegian language. During the lessons the students are divided into groups of 10-12 persons. Instruction is mainly in Norwegian.

The labour training sessions are not considered as vocational training. They are used for practising Norwegian and to accustom the participants to Norwegian rules and regulations at work. The project runs its own 8 workshops for this part of the programme: 2 canteens, a sewing room, a carpentry workshop, a maintenance workshop, two other shops and an apartment to teach people how to live in a Norwegian house. Employers are not involved in the programme. About 100 students participate in the programme.

Organization

The Section for foreign-language students of the municipality of Kristiansand, (*Avdeling for fremmedspråklige*), with a staff of five people, is responsible for the organization of the programme. It cooperates with the County Employment Office (*Arbeidsformidlingen*), the Immigration Office (*Innvandrerkontoret*), and the *Lahalle School*. The participants get a fee of about 2.000 Norwegian crowns (FF 1.658) for participating in the labour training; on the other hand, they receive less unemployment benefit. The County Employment Office finances the labour training facilities as well. The *Lahalle School* finances the language training.

Results

According to the County Employment Office about 40-50 % of the refugees in Kristiansand are unemployed. Moreover, many refugees participate in education programmes or have a state-subsidized job. This implies that the unemployment rate is in fact higher.

For most participants it is impossible to find a job in Kristiansand after completing the programme. Some of them stay in the project. Others go on to qualifying courses, such as a preliminary course for the labour market (20 weeks), a secondary school level course (1-2 years) and a preliminary course for foreigners (40 weeks), or they try to find a job.

There are no records about what choices the participants have made after completing the programme.

Immigrants competence - a

resource

on the labour market,
Sweden

Introduction

In 1989 Sweden had an immigrant population of 456.000, 758.000 or 1.3 million, depending on whether one means foreign citizens, foreign-born persons or the sum of first and second generation immigrants. The 758.000 persons born abroad constituted 8.9 % of the total population. About 40 % of these foreigners were born in the Nordic area (Sweden excluded), 30 % were born in other European countries and about 30 % were born outside Europe.

Immigrants from Finland constituted the largest group in 1989. In terms of foreign-born persons more than 200.000 came from Finland, 50.000 from Norway, and 44.000 from Denmark. Yugoslavia, West Germany, Iran and Poland come with between 30.000-50.000 from each country. About half of the foreign-born persons in Sweden have Swedish citizenship.

During the 1970s non-European immigration began to include a progressively larger proportion of refugees. In 1989 about 59.000 foreign nationals entered Sweden: of these, 55 % were refugees or persons with an equivalent status and 42 % were secondary immigrants. The main non-European countries were Iran, Turkey and Chile. In 1991 about 48.000 non-European immigrants entered Sweden, and about 7.000-8.000 from the Nordic countries as well as the rest of Europe.

Nowadays every year 20.000-30.000 adult non-Nordic immigrants enter the Swedish labour market.

Unemployment in Sweden is growing steadily. The unemployment rate is now about 5 %. For non-European immigrants the rate is about 20 %. About 9 % of the unemployed are immigrants.

In 1986 the National Labour Market (*Arbetsmarknadsstyrelsen*) started the programme "Open the doors for immigrants". The major elements in this programme were more

effective employer contact support in order to open doors for immigrants, utilize immigrants' and refugees' training and experience from their home country, and cooperate with the labour market parties (labour, management and public sector representatives).

The situation on the labour market during the 1980s in Sweden - rising demand for labour and increasing numbers of immigrants with good education, vocational training or vocational skills - encouraged the setting up of programmes in which more attention was paid to the previous education and vocational skills of immigrants.

In 1988 the National Labour Market Board started the project "**Immigrants as a Resource**". This project included the following goals:

- establishment of a uniform system for defining the educational and vocational background of immigrants and refugees;
- development of a testing programme for immigrants with vocational qualifications and skills equivalent to Swedish upper secondary school and post-secondary qualifications;
- development of a comprehensive assessment structure for educational and vocational qualification at all levels and in all specializations;
- construction of a computerised information system for employment offices containing information about school systems in different countries, and methods and ways of evaluating and comparing vocational training and education.
- getting the labour market parties to accept the systems for the assessment of foreign education and vocational training.

Programmes

One of the projects that started on the basis of the "Immigrants as a Resource" project is the "**Immigrants' Competence**" project. This project contains 3 programmes: Assessment of foreign qualifications and vocational experience, Professional and Vocational Testing for Immigrants (PVTI) and Utilisation programmes.

Assessment of foreign qualifications and vocational experience

Qualifications and/or vocational experience of immigrants can be assessed and compared with Swedish equivalents and professional requirements.

Depending on the level of qualification and the nature of the occupation different authorities carry out the assessment. The authority concerned issues a statement or a license to practise a vocation or a profession.

Professional and Vocational Testing for Immigrants (PVTI)

PVTI is organized at a Vocational Training Centre or at an upper secondary school or college. It is aimed at vocational qualifications and skills equivalent to Swedish upper secondary level or in some cases post-secondary qualifications with no Swedish equivalent at university or college level.

Participants take a series of practical and theoretical tests. The full testing programme takes 2-12 weeks. After having completed the tests, the Labour Market Board issues a statement with a review of the participant's vocational skills in relation to the equivalent Swedish training course or professional qualifications.

This programme started as an experiment in 1989. In 1992 it became a regular programme. Now it is available for about 30 professions. Each year the programmes are attended by 300-500 participants.

Utilisation programmes

Statements such as these mentioned above appear not to be sufficient to get immigrants into adequate jobs. Lack of practical work experience in Sweden, cultural differences, and differences in certain aspects of occupational profiles between Sweden and other countries have proven to be obstacles to immigrants with foreign degrees.

The National Labour Market Board has developed special programmes for the following occupational categories: graduate engineers, economists, social workers, teachers, lawyers, dentists, pharmacists and many professional categories in the health sector. This programme started with a nationwide inventory of candidates suitable for the programme. The Employment Service makes an initial selection in each occupational category.

Suitable candidates take part in the next stage of the programme which takes a week. In this week command of Swedish language is tested and a prognosis is made for future progress. A survey of educational and occupational background is made. On this basis and by means of counselling interviews an assessment is made as to which of the applicants are likely to obtain employment in their occupation after attending supplementary training.

Applicants who pass this week of tests attend a 20 week preparatory training course, with the purpose of:

- improving the language skills of the participants, especially regarding technical terminology;
- enhancing participants' awareness of cultural differences;
- making the participants aware of relevant differences between foreign and Swedish occupational profiles.

The preparatory training ends with a Swedish language test.

The next stage is a 40 week supplementary training at post-secondary level. This part of the programme gives the participants the qualifications needed to practise their occupation in Sweden.

In the concluding period of work experience, the participants get acquainted with Swedish working life and culture in the occupational fields concerned. In certain programmes this period is also a condition for the Swedish qualification.

A full utilisation programme takes two years to complete.

Participants

The participants are unemployed immigrants/refugees having adequate educational backgrounds. Command of Swedish at a basic level is a condition for participation. Education or vocational experience should not be more than 5 years old. The number of participants in the first week is about 10-18. Three of such weeks attended by 50 foreign dentists resulted in 30 participants for the preparatory part of the programme. About 700 persons participated in utilisation programmes in 1991.

Organization

So far, the programmes have been directed and financed centrally by the National Labour Market Board. The programmes were designed by various educational providers. Educational institutes, labour union organizations and employers organizations approved of the programmes and were involved in development and organization.

Results

The only utilisation programme so far completed was a programme for social workers and administrators. Of the successful participants 90 % found a job in their profession. However, most of these jobs had to do with ethnic minorities.

Results of the PVTI programme are only known for a small number of participants. Out of 108 participants, 35 % had obtained adequate jobs, 30 % were recommended for supplementary training and the rest had insufficient knowledge of the occupation or dropped out.

Conclusions

Introduction

The projects described in this report differ in the background and level of education of the participants and the length of the programme. Windsor Fellows are not comparable in any respect with young foreign girls in Austria who did not complete their education or with refugees which recently entered Norway. This makes possible only a limited comparison between the projects described.

The next table gives an overview of the major aspects of each of the projects described.

	Entrance level	Qualification	Length	Cost per student (FF)
Austria	-	no	10 months	71.307
United Kingdom	undergraduate	no	3 years	67.839
Norway	-	no	1,5 years	29.852
Sweden	(under)graduate	yes	2 years	127.952

Least expensive is the project in Norway. Cost per student however is only for the work training, not for the language training. A Windsor Fellowship training costs about the same as a Radita training. It lasts however 3 years instead of 10 months, but it consists of short seminars.

The most expensive programme is the Swedish one. It is however also the most elaborate and is at a very high level.

Job placements

The Swedish project seems to be the most successful in terms of the highest percentage of participants finding a job after completing the programme (90 %). However, this percentage is related to only two courses. Two thirds of the participants in the Radita project find an apprenticeship after completing the programme. At least 44 % of the Windsor Fellows have a job after their programme. The results of the project in Norway are minimal in terms of jobs gained. But what is success? Which is more difficult? Finding a job for a young foreign girl with a low-level education in Austria or finding one for graduate black people in Britain? The project in Norway is a base-level programme for refugees who recently entered Norway. It is not to be expected that participants find a job after completing this programme.

An evaluation of these projects with regard to their effect on the position of participants on the labour market would only be possible if more was known about the employment situation in the various countries, about government policy and about other projects in the same countries as the projects described. All projects of course have a positive effect on the participants' labour market position. The extent to which this is sufficient to find a job depends on the labour market and employment policies in the various countries as well as on the projects themselves.

A last remark could be made about cooperation between the described projects and employers. The Windsor Fellowship seems to have the best contacts with employers sponsoring the project. Radita has a good contact with the Labour Exchange Office which is capable of producing a list of potential employers for the participants. The programmes in Sweden are embedded in the overall structure of the National Labour Market Board and can be expected to have sufficient cooperation with employers. The project in Norway does not have any form of cooperation with employers, and instead runs its own workshops. It would probably be more effective if participants in this project could be offered work experience with employers. This would be a "real-life" experience and, besides that, it would open up opportunities to offer participants a vocational qualification.

Final conclusions

The projects described show the variety of problems experienced by immigrants and ethnic minorities on the labour market in Europe. The main types of problem are:

- *problems of recent immigrants*: lack of knowledge of the host country language, and of systems and procedures; disadvantages caused by unrecognised foreign skills and qualifications;
- *problems of first generation immigrants*: high unemployment, low educational level and disadvantage from economic restructuring;
- *problems of second generation immigrants*: underachievement in the educational system, low aspirations and high unemployment.

All categories of immigrants have to face the effects of racial discrimination. European governments react differently to these problems. The *Immigrants Competence* project in Sweden, for instance, is a result of a very specific policy to combat unemployment of highly educated immigrants. And this policy is part of a wider range of policy measures to promote equal opportunities for members of ethnic minorities.

Other countries have only developed specific policies for recent immigrants or have not developed any specific policy. In these countries immigrants are supposed to benefit from general labour market policies. In most countries, however, this approach is not successful.

The projects described in this report show that policies for all the categories of immigrants mentioned above can be successful. They are organised as specific programmes but within the framework of general policy.

The experience acquired in these projects can be of great use to other European countries with immigrant populations.

R.S.L.M. Van Beelen
Consultant

B. Second group of projects

"Can Do Opportunities" Training of Disadvantaged Groups Through Non-employer Training Providers (CDO), Birmingham, United Kingdom

"Motivation and Vocational Training Courses for Young People" (MBLJ), Frankfurt, Germany

"Information Centre for the Qualification of Foreign Junior Workers" (BQN), Cologne, Germany

"Etnica, Orientation, Learning and Work for Women from Ethnic Minority Groups" (VW), Zwolle, Netherlands

Introduction

This aim of this report is to provide a comparative analysis of four vocational training projects for "migrants or persons of immigrant origin" with the aim of promoting equality of opportunity and combating discrimination and disadvantage.

Methods of working

The enquiry has focused upon issues and themes considered to be of common interest and concern. These may be summarised as follows: history (i.e., the background to the projects); funding; policy context; objectives; participants (i.e. target groups); staffing; methods of working (including training methods and materials); monitoring and evaluation. Each of the projects was visited by the consultants in November, 1992 for a period of one day during which they met with the Director and her/his colleagues including those with direct experience of working with the target group. The topics listed above were used to structure the discussion in these meetings so that field data could be collected in a systematic manner. On the visit to MBLJ Frankfurt the consultants were also given the opportunity to observe a group of fifteen young people recently recruited by the project working in class with a teacher.

Outcomes of the analysis

The main outcomes of the analysis will now be summarised under the headings which were used in the collection of data.

History

A notable feature of the background history of the four projects is that they are all building on experience gained from earlier work. In the case of CDO Birmingham this dates back to 1988 when the focus of concern

of the participating companies was the recruitment of ethnic minority school-leavers at the age of sixteen to their vocational training schemes. Since that time attention has been directed to a whole series of equal employment issues and the number of employers has increased to over forty, though the original name "The Ten Companies Group" has been retained. The work of the organisation responsible for MBLJ Frankfurt began as early as 1980 since when it has run successful training projects on the vocational and social integration of foreign young people and for adults aged eighteen to twenty-five with no previous experience of work. BQN Cologne was initially conceived in 1989 as a pilot project for three years and its work was restricted to the city of Cologne. The project has now been extended for a further three years and in addition to its work in Cologne BQN now aims to stimulate and support the development of similar projects in other parts of Germany. The VW Zwolle project did not begin its work until December, 1992. However, it is able to draw upon experience gained previously in 1990 with a pilot vocational training project called "TeSaam" (Together). In this earlier project the target group consisted of women from the former Dutch colonies wanting to enter or re-enter the labour market.

In each case the value of this prior experience of vocational training for disadvantaged groups is evident in: the knowledge and expertise of the project staff, especially the Director; the training methods and ways of working which have been evolved; the mutually supportive working relationships which have been developed with its partners (e.g., schools, employers, government organisations and support services); the links which have been established with the minority communities from whom their target groups are drawn.

Funding

The funding of all four projects is complex - the financial support for their work being both direct and indirect and derived from a variety of sources. Direct financial support may be defined as the funds provided for the project by its sponsors and for which it is accountable. Such funds are used to pay the salaries of the project staff and to meet other designated expenses. Indirect financial support on the other hand is the

contribution made by organisations such as employers, the Labour Office and the Chamber of Industry and Commerce for which they and not the project are accountable. Such support takes a variety of forms ranging from welfare payments for child care for trainees to the time given by company employees to support the work of the project. Thus, with regard to their sources of funding all of the projects can be said to be multi-partner organisations.

In the case of CDO Birmingham direct financial support for the work of the parent organisation the Ten Companies Group has been provided by the participating companies and from public sources such as the Birmingham City Action team and Training and Enterprise Council (TEC). Direct funding for the MBLJ Frankfurt project has been obtained by means of a three-year contract with the Labour Office, but as in the case of the other projects it is dependent for its success on the co-operation of people employed by other organisations such as the street workers who help to recruit the trainees and those in the companies who supervise their work experience. Between May 1989 and April 1992 the BQN Cologne project was funded equally by the Cologne Labour Exchange, the Federal Government's Department of Education and Science, the Department of Labour, Health and Public Affairs of Nordrhein-Westphalia and the Robert Bosch Foundation in Stuttgart. The project is now funded (until April 1995) by the same four sources plus contributions from two others, the Cologne Chamber of Industry and Commerce and the Cologne Chamber of Handicrafts. Half of the funding of the VW Zwolle project is provided by the European Community New Opportunities for Women (NOW) Fund and the other half by the Regional Employment Board (RBA), the Provincial Government, the Municipal Council and the Employment Office.

Policy context

In many ways this is the most difficult part of the study of the projects in which to make cross-cultural comparisons because of the variations which exist from country to country in policy and legislation with regard to the status of migrants and persons of immigrant origin, equal opportunities and vocational training.

In the UK the rights of its ethnic minority residents are protected by legislation (Race Relations Act, 1976) which allows various forms of positive action with regard to equal employment opportunities, but not positive discrimination. Consequently, a company in the UK can now offer pre-employment training to the ethnic minorities to help them compete more equally for work in which they are under-represented, but cannot

discriminate in favour of them at the point of selection and recruitment for employment. Despite this unemployment among the ethnic minorities is significantly higher than it is among the white population.

In Germany the majority of people of migrant or immigrant origin came as "guest workers" and their families. Their status, therefore, is radically different from that of the ethnic minorities in the UK in that they have been regarded as being temporary rather than permanent residents. Nevertheless, the policy is to encourage young people of foreign origin to obtain vocational training qualifications which will be of value so long as they continue to reside in Germany and will also be of benefit to them if and when they return to their country of origin.

In the Netherlands people of migrant or immigrant origin include both foreign workers and their families and those from the former Dutch colonies. The latter have a similar status with regard to citizenship as do their counterparts in Britain. It is also the policy of the Dutch government to improve equal opportunities for groups of migrant origin by means of vocational training and the use of positive discrimination in a number of government and government-related jobs.

As far as vocational training policy is concerned all three countries see it as means of combating unemployment and stimulating economic growth. In both the UK and the Netherlands recent reforms have shifted responsibility for vocational training away from the state to newly-created bodies. In the UK these are known as Training and Enterprise Councils (TECs) which are employer-led local bodies which sponsor training programmes undertaken by colleges and other non-employer providers. Their task is to respond to needs of the local labour market and to generate an enterprise culture in the area. Coinciding with these reforms has been the introduction of a new system of National Vocational Qualifications (NVQs). This represents an attempt on the part of the government to raise the status of vocational qualifications at a time when it is trying to increase participation rates in full-time education and training after the age of sixteen. In the Netherlands Regional Employment Boards (RBA) have been established in which local government, employers and employees are equally represented. The responsibility of these boards is to determine which vocational training courses are considered to be necessary and which organisations should provide them. Thus, in both the UK and the Netherlands responsibility for vocational training has been devolved away from the centre to local or regional bodies in which there is a substantial representation of employers. A situation has been created, therefore, which is closer to that which

appertains in Germany where financial and organisational responsibility for vocational training rests with employers through their local Chambers of Commerce and Industry.

Objectives

All four projects have clear objectives with regard to improving the participation of their target groups in vocational training and gaining access to paid employment. The aim of CDL Birmingham is to link training providers with employers so that their trainees can demonstrate their competence in actual work situations and in so doing add to their records of achievement and improve their prospects of obtaining paid work. Similarly, the aim of MBLJ Frankfurt is to prepare unemployed disadvantaged young people (including those of foreign origin) for vocational training or paid employment, and to help those in the former category to complete their training successfully. The main aim of BQN Cologne is to bridge the gap between employers who provide vocational training and young people of foreign origin who do not apply for apprenticeships despite being qualified to do so by their formal education. The aim of the VW Zwolle project during the two-year period for which it is funded is to recruit ninety women from ethnic minority groups over the age of twenty-five and to guide them into either paid employment or vocational training programmes. Thus, in each case the

project is attempting to reconcile the training and development needs of its target group with the requirement of the labour market and the employment opportunities available in the region.

Participating Groups

All of the projects have their own clearly-defined target groups, but what these have in common in addition to their disadvantage is their ethnic, cultural, linguistic and religious diversity. The trainees participating in the CDO Birmingham project are drawn from under-represented groups, with regard to employment, who are training with non-employer providers in socially and economically disadvantaged inner city areas. Consequently, the group includes people from the region's ethnic minority communities which are mainly Asian (Indian sub-continent) and Afro-Caribbean in origin.

The target groups of the MBLJ Frankfurt and BQN Cologne projects are both drawn from foreign young people of similar origins i.e., Italy, Greece, Turkey, the former Yugoslavia, Spain, Portugal, Morocco and Tunisia. However, the MBLJ Frankfurt project is directed at both Germans and foreign young people (aged 16-25) who are registered as unemployed and who are unable to obtain paid employment or begin their vocational training because they have failed to obtain their Hauptschule leaving certificate. Those members of the target group who are of foreign origin may have been born and educated in Germany or they may have arrived recently after being educated in their own countries. Others may have received only a part of their schooling in Germany. Consequently, there are wide variations within the target group in both functional proficiency in the German language and educational attainment. The BQN Cologne project on the other hand is targeted exclusively on foreign young people who are qualified by their formal education to begin their vocational training but have not applied to do so.

The VW Zwolle project differs from the others in that it is directed towards ethnic minority women aged twenty and above who wish to enter or re-enter the labour market after some years of family and household duties. The group includes women born in the Netherlands of parents who originated in former Dutch colonies such as Surinam, Curacao, the Antilles and Indonesia and migrant women from countries such as Turkey, Morocco and Iran. Despite the fact that the group is extremely diverse its members share a number of disadvantages with regard to entering the labour market including the fact that Dutch is frequently their second language and their lack of familiarity with the

vocational standards expected by Dutch employers.

Staffing

It is important to distinguish between those staff who are employed directly by the project and those on whom the project's work depends, but who are employed and paid by other organisations. In all cases the latter outnumber the former and the success of all the projects is heavily dependent on their efforts. This can be illustrated by reference to the MBLJ Frankfurt project. Street workers, who are not employed by the project, make the initial contact with the young people (e.g., in youth clubs, cafes and via the minority communities) and persuade them to register as unemployed with the Employment Office. Employment Office personnel guide those young persons who lack the educational qualifications to begin their vocational training towards MBLJ. Vocational counsellors employed directly by the project then help them to draw up individual development plans, organise and monitor their work experience placements and counsel them whenever they have learning difficulties or personal problems. Finally, it is company employees who supervise their practical work experience.

A notable feature of two of the projects, BQN Cologne and VW Zwolle, is the direct employment of staff from the minority communities. In the case of BQN Cologne one member of the project team is of Spanish origin and the other Turkish whilst at VW Zwolle one member of staff is a native of the former Dutch colony of Surinam and the other Turkish. All four of these project employees are women. This no doubt reflects a recognition on the part of these projects that it is important that they themselves should be models of good practice with regard to equal employment opportunities. It is also of great practical value with regard to their work. These project employees are all able to bridge the gap between the target groups and the vocational training systems and labour markets to which they are seeking access. This stems from their multi-cultural knowledge and understanding allied to their ability to communicate effectively in German/Dutch and at least one other relevant language.

In all of the projects an attempt is being made to use voluntary workers drawn from the minority groups to assist the full-time staff, particularly with regard to outreach activities which help them to bridge the gap between the target groups and their families and vocational training and the labour market. A notable example of this is provided by BQN Cologne which works closely with a group of about twenty foreign workers who have obtained vocational qualifications and who live in the city. Not only do they offer good

role models, but they are able to bridge the information gap which exists between foreign young people and their families and companies offering vocational training by means of apprenticeships.

The small size of all of the project teams and their collaborative ways of working ensure that staff training and development is integral to their work and is a continuous process. Similarly, regular meetings with employees from other organisations means that they also benefit from "on-the-job" training. However, BQN Cologne has recognised that one group of workers on whom the success of its work depends should receive special training. These are the vocational trainers employed by companies. As an integral part of their 120 hours of training this group now receives an 8-hour course entitled "Young Foreign People as Apprentices" which is unique in the whole of Germany. In this course (designed and delivered by BQN) the trainers learn about the social and cultural background of the foreign apprentices and how to deal with the problems they encounter during their vocational training. In addition BQN holds seminars for companies and for vocational guidance professionals from the Labour Exchange.

Methods of working

It is important to distinguish here between BQN Cologne and the other three projects. BQN differs from the other three in that its main aim is to bridge the information gap which exists between employers who provide vocational training places and foreign young people who fail to apply for them despite being qualified to do so. In consequence the project, unlike the other three, is not directly involved in the provision of vocational or pre-vocational training. However, despite this difference all four projects have much in common with regard to their ways of working.

All four projects engage directly or indirectly in a variety of outreach activities which enable them to establish and maintain their contacts with members of their target groups together with their families and communities. These include the distribution of information leaflets in community languages, housecalls, the use of the media such as minority newspapers, meetings and special events such as conferences, conventions and information festivals. The success of these outreach activities depends on close collaboration between the projects themselves, other organisations and agencies which have contacts with the target groups and community and religious leaders. They are also helped by the use of intermediaries such as project staff who are themselves of foreign origin and members of the minority communities who have succeeded in obtaining vocational qualifications and paid employment.

All four projects place considerable emphasis on activating, motivating and empowering the individual. This is done by means of personal development plans and individual guidance towards achieving agreed objectives. Within the process of addressing individual needs two of the projects, MBLJ Frankfurt and VW Zwolle, focus their attention on remediation. In the case of the former this includes improving the trainee's functional proficiency in the German language and tackling other deficits such as low levels of general education and social behaviour. Similarly, with the VW Zwolle project many of the target group are given remedial help with the Dutch language as well as opportunities to develop their communication skills and improve their level of education. Whilst both these projects provide individual guidance and counselling much teaching and learning takes place by means of courses given to groups with similar backgrounds and needs. In both cases such groups are kept small (i.e., to about 12-15) so that the participants can be kept active and practice their communication skills.

The CDO Birmingham, MBLJ Frankfurt and VW Zwolle projects all provide opportunities for work experience with employers within their training programmes. With CDO Birmingham the trainees are given a short term full-time placement with an employer thus enabling them to put into practice what they have learned at a vocational training centre.

It also allows them to demonstrate how responsible and effective they can be in the workplace and hence their potential for paid employment. In the case of MBLJ Frankfurt once the trainees have completed the initial motivation and orientation stage they proceed to the main programme in which they receive practical training with an employer for an average of three days per week, often working alongside the company's apprentices. The remaining two days a week are spent in the vocational training centre working in one of three groups depending on their individual needs. For example, one group is given courses to prepare them for taking (or re-taking) the Hauptschule leaving certificate whilst the courses provided for another group include intensive teaching of the German language. The programme is modelled, therefore, on the dual system of vocational training offered to apprentices in which they are given practical on-the-job training by their employer combined with attendance at a vocational school for one or two days a week. In the VW Zwolle project once the participants have been activated and motivated by means of individual guidance towards either a job or vocational training they begin an orientation phase in which links are made between their previous experience of work and the standards expected by Dutch employers. Visits and work experience ensure that training provided within the programme is relevant to individual needs and matches the opportunities available for vocational training in the labour market.

In order to achieve their objectives, therefore, it has been necessary for all of the projects to establish close working relationships with local employers and their organisations. In each case this collaboration goes well beyond the administrative co-ordination of joint activities. This is because the links which the projects have built up with employers are designed to ensure that both partners have a mutual understanding of their roles and responsibilities and that the training they jointly provide matches the needs of the participants with the requirements of the labour market. As a result training centre instruction can be more effectively linked with the work-based learning provided by employers. The joint planning, decision-making and consultation also leads to a shared sense of ownership of the work of the project amongst the partners.

Another notable feature of the method of working adopted by the projects is the way in which they try to make optimum use of existing education, training and other resources rather than attempting to duplicate them. This was particularly evident in the data collected on the training provided by the MBLJ Frankfurt and the VW Zwolle projects. In both these cases as much use as possible is made of mainstream providers to meet the education, training and other needs of both individuals and groups of participants. This can be illustrated by the way in which the VW Zwolle project guides those of its target group who need to improve their level of education before they can start their vocational training into courses provided by other institutions under a programme known as Primary Vocation-oriented Adult Education (PBVE).

Finally, another common element in the methods of working adopted by the projects is the way in which they all seek to promote positive images of their target groups and the partners with whom they are collaborating. This is done by celebrating and publicising successes and achievements in the media and by the distribution of their own well-produced materials. Not only do these help to counteract negative stereotypes, but they are useful vehicles for informing and educating the wide range of audiences to whom they are addressed. Given the particular objectives of the BQN Cologne project it is not surprising that it has developed a very impressive range of highly professional publications of this kind including brochures, calendars and information booklets. However, it is true to say that all of the projects realise the importance of this aspect of their work and have all produced comparable materials of the highest quality.

Monitoring and Evaluation

Since all four projects are accountable to their sponsors for their funding it has been necessary for them to establish monitoring and evaluation procedures by which their effectiveness can be judged. In each case assurances about the quality of their work are obtained by continuous monitoring. This usually takes the form of regular meetings with steering groups, official visits and annual reports. In view of the fact that all four projects have clear statements of their objectives in which targets have been specified it is easy to derive performance indicators by which the outcomes of their work can be evaluated. Since the work of all four projects in this analysis is on-going it is not possible at this stage to offer the results of such evaluations. However, what results are available from the present and similar projects run previously by the four organisations are highly encouraging.

In the case of the Ten Company Group, Birmingham, over 50 trainees from 12 non-employer training providers have been given "Can Do Opportunities" with the 20 participating companies. Guidelines have now been produced from the experience gained in the pilot study. In an earlier project the group addressed the problem of recruiting ethnic minority school-leavers to their company training schemes. After one year of the project the numbers recruited from the ethnic minorities had been increased from 4 % of the total intake to 8 %. After three years the figure had risen to an average of 20 % among the original companies and 15 % in those companies which joined later.

In a previous project run by the organisation responsible for MBLJ Frankfurt, 30 % of the Turkish young people obtained a vocational training place with the company with whom they had been given a work experience placement. Statistics for the project's activities in 1990 show that of its 100 participants 33 went directly into paid employment, a further 20 went on to full-time vocational education or training and 7 were still being trained by the project. The remaining 40 had left the project for a variety of reasons including returning to their countries of origin and a whole series of personal and social problems which reflected the disadvantages of the target group which the project was attempting to address.

In 1989, when BQN Cologne started work, only 5 % (approximately) of all young people in vocational training in the city were of foreign origin. That figure has now risen to 10.3 % though this should be set against the fact that 34 % of all young people in Cologne in the 15-17 age group are now of foreign origin. However, between 1989 and 1991 when the increase in the number of foreign young people entering vocational training in Germany as a whole grew by 34.5 % it increased in Cologne by 63 %.

The VW Zwolle project has set itself the target of helping 25 of its 90 recruits to obtain a paid job and the remaining 65 to reach a level at which with further vocational training they will become qualified for employment. These targets were arrived at from the analysis of the organisation's experience with previous groups in which positive results had been achieved.

In all cases the ability of the projects to meet their objectives will ultimately depend on the ability and willingness of the labour market to offer vocational training and employment opportunities to their particular target groups. However, it would be unfair to judge the effectiveness of these projects solely in terms of the extent to which they achieve their stated objectives. They are all pursuing a much wider set of aims than simply addressing

the particular disadvantages of their target groups. These include the promotion of equal employment opportunities and the development of new working relationships between employers, government organisations and the minority communities. The long term value of these projects, therefore, may well be found in the contribution they have made, not just to equal employment opportunities, but to the development of a new consciousness in which ethnic diversity and cultural pluralism are recognised, respected and valued.

Conclusions

From the foregoing analysis of the four projects it would seem that vocational training is likely to be more effective in improving equal employment opportunities for ethnic minorities and migrants if it is based upon the following principles:

- The training provided must be relevant to the needs of the labour market as identified by employers.
- The training should lead to a recognised vocational qualification and should be for work which offers realistic prospects of obtaining paid employment.
- The training should be based in the analysis of individual needs which it should aim to meet by means of negotiated personal development plans.
- Employers should be fully involved in both the design and delivery of the training, including both training centre instruction and work-based learning.
- Training should be fully integrated into existing provision and make optimum use of mainstream education, training and other resources.
- The support of ethnic minority leaders and organisations should be enlisted to help with outreach activities in order to recruit suitable candidates for vocational training.
- All those involved in the design, delivery and supervision of vocational training for migrants and ethnic minorities should themselves be given training in order to help them become aware of cultural differences and the adverse effects of discriminatory behaviour.

- The training should be funded and organised on the basis of realistic targets for achieving objectives which should take into consideration the remedial work which some trainees may require if they are reach the necessary standards and fulfil their potential.
- Training organisations and employers should recognise and publicise the achievements and celebrate the successes of ethnic minority and migrant trainees in order to provide role models and to encourage more people from disadvantaged minority groups to find ways of realising their potential.

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