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Ensuring Labour Market Success for Ethnic Minority and Immigrant Youth

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Ensuring Labour Market Success for Ethnic Minority and Immigrant Youth

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FOREWORD

Harnessing the potential of youth at the local level can offer significant comparative advantages to local economies, labour markets and communities. Young migrants offer important economic, social and cultural assets which are increasingly valued in today's globalised world, a world in which, with the growing importance of the knowledge economy, the battle for talent is just as critical as the battle for inward investment.

The labour market integration of young people from ethnic minority and immigrant backgrounds is one of those issues which government finds it a challenge to address, particularly in the current climate of growing youth unemployment. Supporting access to the labour market for all young people is typically a multifaceted issue, with both social and economic dimensions. In the case of immigrants and minority groups, it is no easier as it involves working with different cultures, traditions and customs, and in some cases, tackling intergenerational problems of exclusion. Unsurprisingly, more than one government department or agency is involved in this policy area. In fact, the stakeholders involved are many, drawn from the public service, the private sector and civil society.

The integration of migrant youth into the labour market is not only a national issue, but a local one. All generations of young people from an ethnic minority or immigrant background are part of a local community and need to find their place in the local labour market. Labour market integration is also a governance issue: success is likely to occur where there is a satisfactory level of co-ordination between the actions carried out, where policy is adapted to local needs, and where business and civil society participate in shaping the measures concerned. To be sustainable and effective, integration initiatives must be embedded in broader local economic and employment development strategies, build on local competitive advantages, and receive contributions from various sectoral policies.

The LEED Directing Committee has consistently contributed to the policy debate in this area. Since its origin in 1982, LEED has developed a unique expertise on local governance and employment, specialising in the analysis of complex problems in situations of interdependence. A recurrent focus has been on how local joined up action can support the integration of disadvantaged groups into the labour market. Recent publications in this field include, *From Immigration to Integration: Local Solutions to a Global Challenge* in 2006, which focused on local action to support the labour market integration of recent migrants and *Designing Local Skills Strategies*, published in 2009. This analyses best-practice local strategies for increasing workforce skills and takes a close look at the opportunities and challenges presented by international migration. I am particularly glad that we are now in a position to advise both national and local practitioners on the important issue of ensuring employment success for *young people* from ethnic minority and immigrant backgrounds by means of this action-based learning manual.

Ensuring integration into the labour market for the coming generation will be critical for achieving growth, cohesion and equality in our economies and society. Migrant youth are essential partners in our quest to enhance prosperity and living standards, and respond to the changing demands of employers. There are mutual benefits from successfully tackling the challenge of their integration. There must be a shared acknowledgement, however, that integration is not always an easy task, and that effective solutions require more than just good policy – but also good governance.

This project would not have been possible without the contributions to the LEED programme provided by the European Commission (DG Employment, Social Affairs and Inclusion), and I warmly thank them for their collaboration.

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INTRODUCTION

> *Young people are more likely to be unemployed than adults while young people of migrant origin are even more likely to experience unemployment than their non-migrant peers. The rise in unemployment during the recession has been higher among the foreign-born population than among the native-born in almost all OECD countries. These employment outcomes are far from homogeneous however, and vary significantly depending on a wide range of factors such as country of origin, country of destination, gender, and length of time in the country. Local approaches can be important in matching local populations with the local labour market, and in bringing together diverse partners to tackle complex barriers in what is a very sensitive policy area. Different approaches are also required for working with youth born in the host country in more established minority communities, as compared with recent migrants.*

Young people are an important asset to any local economy. In light of population ageing in many OECD countries, it is increasingly important that all young people are mobilised to contribute their skills and talent to the labour market. However, not all youth have an equal chance to succeed. Minority and immigrant youth in particular often have poorer employment outcomes, and this disadvantage appears to have intensified in the context of the economic downturn. Higher growth rates and a younger age demographic among immigrant communities means that they will become an increasingly important part of the workforce in future years, making their relative exclusion more problematic. Action is needed to prevent today's minority youth becoming a "lost generation", not able to fully achieve their potential or fully contribute to local social and economic development.

The experiences of young people from ethnic minorities and immigrant backgrounds in entering the labour market are far from homogeneous. They are shaped by a multitude of factors including country of birth, reason for migration, gender, level of education, socio-economic background and the neighbourhood in which they live. This diversity of experience has become but greater in recent decades in the face of changing migration patterns: young people today from mixed ethnic backgrounds are more likely to have multiple nationalities, speak a greater number of minority languages, and hold different notions of belonging. There is no single blueprint for a person's experience of being part of an ethnic minority and no one policy response which can be applied to ensure success in securing good quality, lasting employment.

Box 1. Defining the Target Group

There is considerable debate and disagreement surrounding the nomenclature of ethnicity. Milton Yinger (1981) has proposed a very useful definition of the ethnic group: "An ethnic group perceives itself and is perceived by others to be different in some combination of the following traits: language, religion, race and ancestral homeland with its related culture. A group that is different only by race is not an ethnic group". The major dimensions considered as important are commonly language, religion, social activities, maintenance of cultural traditions, family life and physical characteristics (Adibi, submitted). Ethnicity can also be understood as a process which is consciously created. Hence, there exists much variation in the way individuals identify or subjectively bond themselves to their own ethnicity.

Ethnic minority and immigrant youth has been used here to mean a young person, generally in the 15 to 25 age group, who has a migration background (first, second or third generation or beyond). Following the OECD PISA definition first generation refers to those who were born abroad and whose parents were also born abroad; second generation migrants refers to those children who were born inside the receiving country but whose parents were born abroad. Third generation and above refers to those who were born inside the receiving country, as were their parents. The term "generation 1.5" has emerged to define children born abroad but who arrived at an early age in the country of origin, generally before the age of 12 (CIDALIA, submitted). All children born in the receiving country who have at least one parent who was born inside the country are considered native. Researchers and local practitioners need to be aware of the sensitivities surrounding the nomenclature of ethnicity, which can often carry negative connotations (see Box 24).

Minority youth and the labour market

Even in the good times young people are more likely to be unemployed than adults, and they have been much harder hit by the global economic crisis. In 2008 the youth/adult unemployment ratio was 2.8 on average in the OECD area (OECD, 2010a). About four million more young people were out of work in 2010 than at the end of 2007, and the youth unemployment rate for OECD countries has risen to almost 19% by mid-2010. On average, this is the maximum level experienced in the past 25 years (OECD, 2010k). There are currently nearly 15 million youth unemployed in the OECD area and in countries like France and Italy about one active youth in four is unemployed, while in Spain more than 40% of all youth are jobless (ibid.). This is the "painful human face of the crisis as world's best and brightest are wasted" (Angel Gurría, *The Times*, 17/02/11). Long periods of unemployment when young have been shown to lower income levels, skills validity, future employability, job satisfaction, happiness, and health levels (OECD, 2010a). The lower the level of initial qualification, the longer the scarring effects are likely to last (Stoll, 1999; OECD, 2010a).

About 30 to 40% of all school-leavers in OECD countries are estimated to be "at risk" either because they face barriers to finding stable employment or because they experience multiple cumulating disadvantages – known as "youth left behind". "Youth left behind" represented 11% of 15 to 24 year olds in 2007 (OECD, 2010a), calculated by the number of young people neither in employment, education or training (NEET). Young people in this group tend to come from an immigrant background, lack a diploma, and/or live in disadvantaged, rural or remote neighbourhoods. They face severe problems in making the transition from education to the workplace and risk being trapped in long-term unemployment and inactivity. Two thirds of "youth left behind" are far removed from the labour market – either because they have been unemployed for more than a year, or are inactive and not seeking a job (ibid.).

Young people from ethnic minorities and immigrant backgrounds are more likely to be unemployed than native youth and in almost all OECD countries migrants have been hit harder by the recession. Migrant youth have an overall unemployment rate about 1.6 times higher than that of the children of natives (OECD, 2010c). For example, in the UK ethnic minority youth have been disproportionately affected by the recent rise in unemployment. With almost 18.4% of 16-24 year olds out of work, black or black British young people have the highest rate of unemployment at over 48%. This is an increase of nearly 12.8% since the start of the recession (Blackmore, submitted). The issue is complex and outcomes vary hugely depending on a number of factors, such as the country of origin, gender and length of time in the country. In some cases particular ethnic minority groups outperform natives; in the UK, for example, Indians have been found to be on a par with or outperform whites on measures of employment, earnings and job progression (United Kingdom Cabinet Office Strategy Unit, 2003). In Box 2 below, Waldinger (2010) explores the significant

variations in the migrant experience in the United States as a background for developing principles for labour market integration of migrant youth in the U.S.

As shown in Figure 1, the general pattern across OECD countries is for employment levels to fall from native to second generation to first generation youth. In Australia, Canada, the United States and Switzerland, however, there is little difference. For men, on average there are no differences between the employment rates of first generation and second generation immigrants. For women one observes a clearer difference in outcomes (OECD, 2010g). In addition, in most OECD countries immigrants are more likely to be overqualified than native-born persons. This is particularly the case in southern Europe (Italy, Greece and Spain) and in some northern European countries (Denmark and Sweden); in these countries the percentage of foreign-born workers holding jobs for which they are overqualified is at least twice that observed for the native-born (OECD, 2008a).

Figure 1. **Employment rates of the children of natives and the children of immigrants, aged 20-29 and not in education, by gender, around 2007**
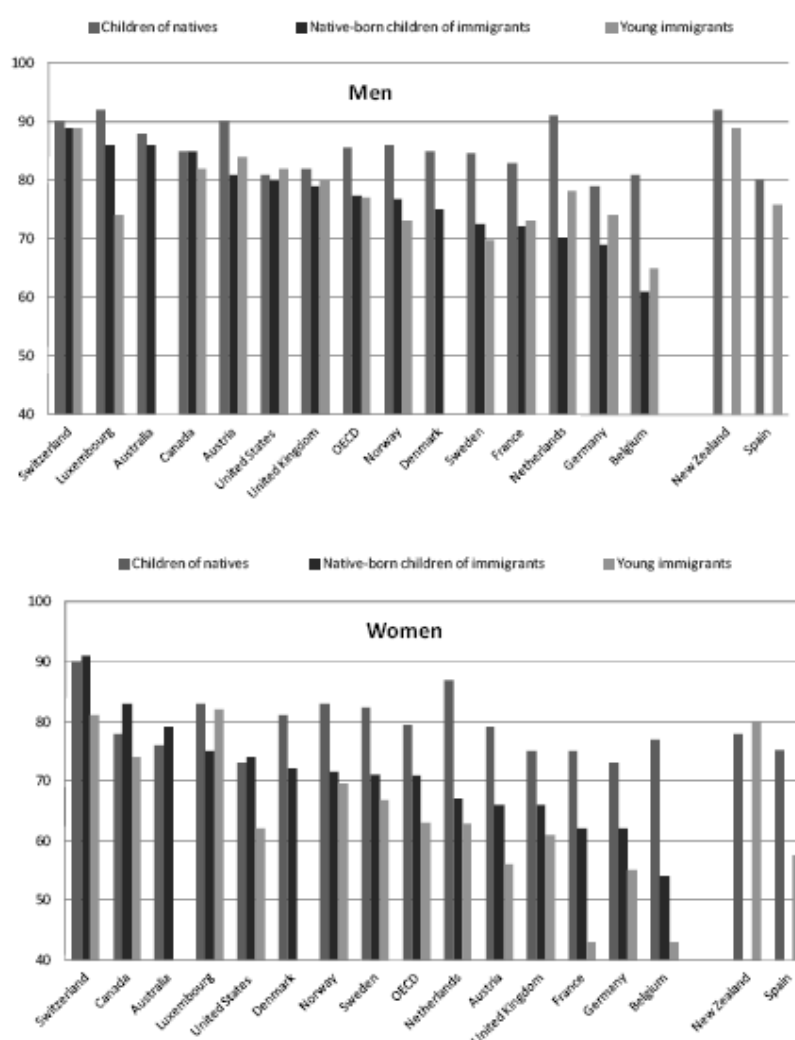
Figures for young migrants are not available for Australia and Denmark. Figures for the native-born children of immigrants are not available for New Zealand and Spain. OECD refers to the average of all countries for which full data are available. Figures for young migrants are not available for Australia and Denmark.

Source: OECD, 2010g.

Why are young people of migrant origin, including those who have lived in the country of settlement their whole lives, more likely to be unemployed? The specific disadvantage of being a young person from a minority can be linked back in large part to socio-economic background, language barriers and educational attainment. Educational institutions are not always good at managing diversity. At the same time, discrimination is often prevalent in the labour market and effective policy interventions need to reflect this. The attitudes and practices of employers play just as important a role in shaping outcomes as do the backgrounds and aptitudes of young job seekers. Local policy interventions can make a difference in addressing these contributing factors and improving labour market outcomes

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Box 2. Seven principles of labour market integration for migrant youth in the United States

First: *The context of migration matters*

Context makes a difference because migration policies are not of a piece. Some countries actively seek to shape migration flows in ways designed to promote economic growth; in other cases, there is a policy of no policy. In other cases still, migration may only have a loose labor market connection, more driven by family reunification and the social ties linking migrants and their relatives still at home. The problems experienced in a country like Canada, with a selective immigrant population, which is typically employed but *underemployed* relative to its skills, will differ from those in the United States or southern Europe, where migration is less selective and the key problem involves the disparity between the migrants' skills and the competencies demanded by the economy.

Second: *Immigrant youth come in many types*

Some are foreign-born, migrating as youth or in late adolescence, rejoining parents from whom they have been long separated; others are born in the country of reception to long settled, foreign-born parents. Whether a child begins schooling in the country of reception or moves from one schooling system to another upon migration, whether the child begins schooling with command of the dominant tongue or has to learn it when already in mid-stream, whether the migrant child arrives at age ten, when it is still relatively easy to gain language facility or aged 15, when language learning is already much harder - all these factors have a bearing on educational and labor market outcomes.

Third: *Today's migrants are socio-economically diverse*

Today's migrants are engineers and scientists and low-skilled workers employed in 3D - difficult, dangerous, and dirty jobs. By and large, the children of the former are doing reasonably well. The crucial policy questions concerns the children of the labor migrants. Relative to their parents, there is much progress to be found, whether the indicator is the level of schooling attained or the type of job acquired. To a considerable extent, the mobility from immigrant parents to second generation children compares favorably with inter-generational mobility in the native-born population. But although comparisons with the parental generation are by and large favorable, immigrant offspring still lag well behind their native peers. Most importantly, advancement into higher education and completion of higher degrees fall below native-born levels, a particular problem when the gap in pay and employment between higher and less well-educated workers is growing, regardless of ethnic background.

Fourth: *Gender matters*

The greater differences concern young women and their mothers as opposed to young men and their fathers. There is a big jump in labor force participation among female immigrant offspring, itself powerful evidence of the degree to which immigrant offspring share the same aspirations and expectations of the other members of their generation, regardless of ethnic background. Female immigrants also have a more favorable employment profile than their male counterparts, a factor sometimes related to superior school performance, or in other cases to a labor market whose pattern of gender segregation offers more opportunities to women than men with modest levels of skills.

Fifth: *Immigrant children are unlike their parents*

This is a source of both opportunity and distress. Immigrant offspring have a set of competencies that the parents often do not possess, whether measured in years of schooling or command of the dominant tongue. On the other hand, they have much higher expectations than their parents, of which an important component is that of fair treatment. Thus greater integration may accompany a perception of discrimination that their parents do not share - a perception driven by the fact that the second generation has a skill set that permits greater contact with a majority population that is often not ready to treat the immigrant offspring just like everyone else.

Sixth: *Just as populations differ so too do institutional arrangements*

Schooling takes place in large, bureaucratically managed organizations where outcomes can more easily be monitored; movement from one level to another is based on performance that often takes a standardized form. By contrast, the labor market is more highly decentralized, with countless numbers of employers and employment systems that vary greatly, and where movement is affected not just by what one knows, but often whom one knows. Movement up the ladder within the hiring organization is unlikely to be governed by the type of standardized criteria used to evaluate success in schools.

Seven: *The mechanisms linking immigrants and immigrant offspring to labor markets take various forms*

Like migration, immigrant employment is a network driven process, which is why we so often find that immigrants are clustered in a narrow set of niches. Social capital and social networks continue to have an influence on the connections between particular types of immigrant offspring and the jobs they find. Parental concentrations and social networks can be a source of opportunity to immigrant offspring, but only if those concentrations connect with the higher quality jobs to which the immigrant offspring aspire.

Source : Waldinger, 2010

Why interventions at the local level?

Ensuring employment success for minority young people is a policy area where a local approach is particularly important. While migration policy is often determined, designed and funded at the national level, its impact is very much felt at the local level where people settle and seek employment, and where policies such as labour market, education and youth, interact (OECD, 2006a). There is strong variation between local areas regarding the diversity of the local population. Local policy makers are able to take into account such variation, along with the differences in labour market demand, when developing policy responses. Improving the career prospects of young people requires the mobilisation of many different resources at the local level. In order to have the critical mass necessary to solve entrenched disadvantage, policy responses also need to be integrated through local collaboration, and incorporated within broader regional and local development strategies.

In theory, minority youth should benefit equally from the mainstream measures which are put in place to help people access the labour market (for example by the public employment service, PES) but in practice this is not always the case. Mainstream institutions such as the PES are not always well equipped to tackle problems of diversity management or confront discrimination, which can require a joined up approach with local employers and a broad set of local institutions. For minority youth growing up in situations of intergenerational social and economic disadvantage, a more holistic approach is often required to tackle barriers to labour market success (see Figure 2).

Figure 2.   Multi-faceted approaches to multi-faceted problems

A sensitive policy area

In the context of the economic downturn, it can be politically difficult to justify focusing on people with a migration background when the native-born population are losing their jobs. It can also be said that debates on national identity and immigration have been becoming increasingly hard line in many countries. There is a feeling evident in a number of countries that immigrants are failing to be integrated and that the concept of "multi-culturalism" has failed (Westwood, 2010). In some cases the context is one of actively reducing or capping immigration. In light of greater negative perceptions in some countries, this can make it a more challenging area for local policy makers to work in.

Box 3. Making the case for migration

Negative perceptions of immigration and migrant communities are common both at the local and national government levels, and in the media in many countries. Many projects therefore start at a strong disadvantage because of negative public opinion. If integration is managed effectively, however, the benefits of migration to national and local economic and social development are clear.

- Helping to tackle the demographic "time-bomb" – most OECD countries are affected by a combination of low birth rates, growing dependency ratios of older retired citizens and increasingly unaffordable pension and health and social care costs.

- Helping to fill skill shortages in key occupations and sectors (including public services).

- Increasing tax receipts from participation and integration from existing ethnic minority groups where employment rates are below the national level.

- Higher rates of entrepreneurship and innovation from migrant groups and individuals.

- Increased networks and global connectivity/trade from ethnic groups and originating nations and regions.

- Greater social cohesion and increasing social capital from ethnic communities if employment rates and economic activity is increased.

- Reduced social risk from excluding migrant and ethnic minority youth - dual identities and isolation, extremism or fundamentalism have less of an impact on local and national communities when employment and career prospects are better.

A specific focus required for different generations

This manual looks at how to improve employment outcomes for two groups – recent migrants, and young people from more established minority communities (second and third generation and beyond). A difference in policy approach is needed when looking at both groups. In the context of recent migration, integration into the labour market is often a question of supporting the "management of change" (OECD, 2006a) e.g. acquiring a new language, adapting to different requirements from employers, ensuring the skills and experience gained abroad can be validated. For the children born in a country, often into established minority communities, a shift of emphasis is required from a focus on the "transition" stage, to focusing on issues of identity, location and class, and tackling broader issues such as intergenerational problems of social exclusion, lower educational attainment and segregation in the classroom and discrimination in the workplace.

Outlining the project

This learning manual serves as a practical guide for local policy makers on ways to design and implement policy measures which can support better employment outcomes for minority youth and young immigrants. It also serves as a reference for national policy makers seeking to improve local outcomes in this important policy area. The manual offers a synthesis of project findings and good practice, and provides criteria and checklists for local activity. It builds on previous LEED work to support the integration of immigrants and disadvantaged groups into the labour market, and increasing workforce skills (OECD, 2006a; 2009e), and is a continuation of the *Fulfilling Promise: Ensuring Labour Market Success for Ethnic Minority and Immigrant Youth* project launched in 2010.

The project was developed to generate further analysis as to why ethnic minorities and immigrant youth as whole tend to perform more poorly in the jobs market, with a particular focus on the second and third generations. 15 local case studies and learning models from OECD and non-OECD countries were commissioned to improve understanding of what remains an under-researched area. They focus on locally-based initiatives and strategies from a wide range of localities in nine case studies and six shorter learning models. Case studies: Antwerp, Brisbane, Dalton, London, Madrid, Manchester, Paris, Vienna and Wisconsin. Learning models: Brussels, Burgas and Pazardjik, Ghent, Haifa, Kanagawa and Shizuoka Prefectures, and London.[1]

Box 4. The case studies and learning models

- **Antwerp**, Belgium: Youth Competence Centres – Work Acquired Competence Counsellors

- **Brisbane**, Australia: Muslim Employment Project

- **Brussels**, Belgium: The Jobmarathon1050.be

- **Burgas and Pazardjik:** Bulgaria Job Opportunities through Business Support Project - Roma Business Centres

- **Bury**, Greater Manchester, UK: ADAB Work Centre, Youth Mentoring Scheme, and Radcliff Works Programme

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1. The studies were funded in collaboration with the European Commission DG Employment, Social Affairs and Inclusion.

- **Dalton, Georgia**, U.S.: Junior Achievement Hispanic Outreach Program and Steps to College Program

- **Ghent,** Belgium: Employment, Equity and Diversity Policy: Diversity Plans

- **Haifa**, Israel: Shiluvim Employment Programme

- **London**, UK: Future Jobs Programme and the Kormo Shadin Project

- **Madrid**, Spain: City of Madrid employment and training support measures

- **Racine County, Wisconsin**, U.S.: E3 (Employ, Enrich, Engage) Youth Training Program

- **Seine-Saint-Denis,** France: Enterprising in the Neighbourhood and social driving school

- **Shizuoka and Kanagawa Prefectures**, Japan: Career Guidance Program for young Nikkeijin jobseekers et al.

- **Vienna**, Austria: Network DYNAMO

In October 2010 a one day OECD seminar was held to analyse and debate study findings. Local policy makers, OECD experts and employer representatives came together to discuss policy challenges and review the results of the case studies, with a key note contribution by Professor Roger Waldinger (UCLA). Key findings from the commissioned studies were presented and three broad areas affecting the integration of immigrant and ethnic minority youth were examined; education and training, employment and the labour market, and neighbourhood factors. A number of provisional policy conclusions were developed during the event and have fed into this learning manual.

Figure 3.   Structure of the *Ensuring Labour Market Success for Ethnic Minority and Immigrant Youth* project
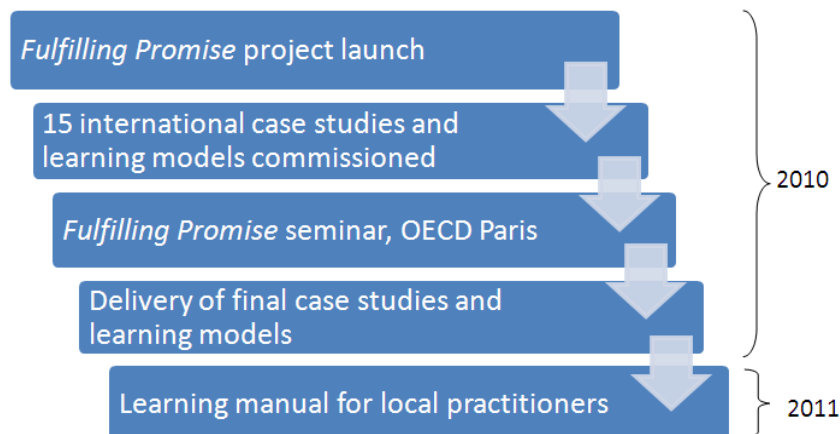
Manual structure

This manual is structured into four sections. Section 1 examines migrant youth and the education system, providing context on how ethnic minority and immigrant youth perform in school and ways to improve education outcomes and build skills. Section 2 discusses barriers faced by the target group in accessing employment and gives examples of approaches to tackle these and improve outcomes. Section 3 focuses on governance mechanisms and how policy can be shaped, targeted and implemented, including the importance of partnership arrangements. Section 4 provides a list of recommendations for national and local policy makers and other stakeholders based on the manual findings. Each section includes a summary box which provides a brief outline of the key points, and

concludes with a key recommendations box. Finally, programme outcomes table in the Annex gives a brief summary of each of the commissioned case studies and learning models, with a focus on what targets were set and concrete programme outcomes.

IMPROVING EDUCATIONAL OUTCOMES AND BUILDING SKILLS

Education is a key determining factor of future labour market outcomes, particularly in the context of rising youth unemployment. Both first and second generation students with an immigrant background tend to have lower educational outcomes than their native peers in most OECD countries. They experience a diverse set of barriers to educational achievement including a lack of good diversity management in schools, language problems, a lack of support and guidance from parents, financial barriers to remaining in work, and low career aspirations. There are many ways in which local policy responses can improve these outcomes, including investing in early year's education and extra language tuition. Raising aspirations through contact with local successful mentors has been shown to improve school performance and motivate young people to continue studying. Similarly, exposure to post-secondary education whilst still at school (e.g. by offering teaching on local college campuses) can help increase educational ambitions. Re-engaging those who have dropped out of school through outreach activities and raising skills through leisure and sporting activities can be effective, particular when these skills are recorded and certified. Finally, giving young people the possibility to undertake paid work placements, apprenticeships and vocational training can help tackle the financial issues which encourage some young people to drop out of education, while granting much needed work experience.

How are ethnic minority and immigrant youth faring in the education system?

Students with an immigration background comprise 10 to 20% of the student population in many OECD countries (OECD, 2010e). The proportion of such students has increased in recent years, with some countries observing changes of more than five percentage points between 2000 and 2009 (OECD, 2010h). Students with an immigration background tend to have lower educational outcomes than their native peers in most OECD countries. First generation immigrants lag on average 1.5 school years behind their native counterparts (Nusche, 2010) and tend to perform worse than their second generation counterparts (OECD, 2006b). In some cases the performance disadvantage among second generation immigrants in some countries is as high, or even higher, than the first generation (OECD, 2010h): thus, the children of immigrants also perform badly.

Minority and immigrant youth are also more likely to repeat school grades and drop out of school in many countries. For example, across the United States the national dropout rate is just over 30% while the dropout rate for African-American and Hispanic students is slightly more than 50%. In addition, fewer immigrant youth advance into higher education and complete higher degrees than native-born youth (2010c). In primary and secondary education immigrant pupils were more likely to have repeated a grade in all countries assessed as part of the OECD 2003 PISA (Programme for International Student Assessment) with the exception of Canada and the U.S.

Box 5. The performance gap continues

The latest OECD PISA results for reading performance 2009 provide some key findings:

1. Students without an immigrant background tend to outperform students with an immigrant background in most countries.

2. Second generation students tend to outperform first generation students but still do not perform as well as native students. In reading performance results second generation students were lagging behind by an average of 33 score points across OECD countries.

Why are minority youth performing badly in education? The contributing factors are complex. Research has shown that educational performance gaps between native and non-native students are largely explained by socio-economic differences and language barriers (OECD, 2010e). Nevertheless, even after accounting for socio-economic background, a gap is still apparent (OECD, 2010h). While the poorer performance of first generation students can be partly explained by their educational experience abroad and the adjustment period, the fact that second and third generation students often perform more poorly is more difficult to explain.

Common factors raised in the case studies for this project include age of arrival and difficulty integrating into a new school, language difficulties, pressures on schools to respond to rapidly changing student profiles, particular practices in national education systems, family background and parental expectations, financial pressures, low aspirations and expectations, and a lack of awareness of education routes and options. These barriers are explored in more detail below.

Education pays off

Barriers to education such as these matter because education pays later in life - educational attainment is a major determinant of labour market success. As the labour market becomes more and more selective, a lack of qualifications brings a higher risk of unemployment: the unemployment rate of young people aged 15-24 in the labour force with no qualification was 27% across the OECD in 2009, whereas the rate for those with at least an upper secondary qualification was 17-18% (OECD, 2010k). And continuing this pattern, youth aged 15 to 29 having left education with a tertiary diploma have a higher employment rate than those with an upper secondary diploma (OECD, 2010a). Outcomes at school increasingly determine what employment opportunities are available to young people, particularly in the context of the economic slowdown and rising unemployment. While failing to finishing compulsory education does not prohibit later upward mobility, it constrains job options and the long-term gains that can be expected. In addition, research in the U.S. has shown that for each additional upper secondary graduate there are significant total lifetime public savings based on extra tax revenue, health, crime and welfare savings estimated at USD 209 000 (Levin, 2009 cited in Lyche, 2010). While research has shown that the gap in labour market outcomes between minorities and non-minorities cannot fully be explained by their lower than average educational levels (OECD, 2009a), it is nevertheless regarded as the key determining factor.

Contributing factors to poorer school outcomes

Arriving late in the school system in the country of destination has been shown to have a clear impact on education performance. Research shows that starting in a new school system after having had schooling in another country can have a detrimental effect on student performance and can lead to a difficult adjustment period (OECD, 2010h). The case study from Madrid carried out a review on barriers to educational attainment amongst young Ecuadorians who arrived in Madrid as part of family reunification. These young people began school in Madrid with previous educational experience, which frequently leads to a clash of expectations. Many complained that their level of entry in Madrid was a "step back"

from the previous level they held in Ecuador. Those who had arrived between the ages of 15 and 17 expressed more dissatisfaction and de-motivation than younger children who integrated into primary level, and there was often criticism of teaching standards. The study found that this correlated to reduced levels of motivation to continue studying and that students "justify" their lack of motivation and decision to drop out by blaming the drop in school standards (CIDALIA, submitted).

Difficulties in school integration are clearly highlighted in the Japanese case study of young Nikkeijin in Shizuoka and Kanagawa Prefectures (Hashimoto, submitted).[2] Many young Nikkeijin moved to Japan with their parents from Brazil and Peru following a revision of the Immigration Control Act in 1990, at a time of high demand for labour. However, many dropped out of school or did not attend at all due to difficulties in adjusting to the new school environment, language problems, and problems in keeping up. According to a survey in the City of Hamamatsu (2005), it was estimated that almost one quarter of foreign students did not attend school (Hashimoto, submitted).[3]

Institutional problems in absorbing diversity is an important issue. As immigrant numbers grow, schools and colleges experience rapidly changing student profiles which place new demands on education institutions. Dalton State College in the United States, for example, saw its Latino student population soar from 1% to 11% in less than ten years from 1998 to 2007 (Morando, submitted). Dealing with diversity is a relatively new challenge for some institutions and schools. Teachers and school leaders are central to shaping the experiences of students, however research has found that often they do not feel qualified or sufficiently supported to teach students with multi-cultural, bilingual and diverse learning needs (OECD, 2010e). For example, studies in the United States have shown that when teachers have low expectations of Latino students this negatively affects students' academic performance, self-confidence, academic and career interests. Likewise, when teacher expectations for their students are high, student expectations are often correspondingly high (Gandara, 1995; Valenzuela, 1999; Lopez, 2003 in Morando, submitted).

More **entrenched practices in education systems** (such as streaming and channeling into vocational educational pathways at a young age) can result in polarisation between students according to socio-economic background and ethnicity, which can be detrimental to the school performance of migrant students. In Antwerp, Belgium, it was found that pupils with Moroccan or Turkish origin from the second generation were overrepresented in professional secondary and underrepresented in general secondary education (Van De Maele, submitted). In Vienna, also, the share of pupils with non-German mother tongue in pre-vocational schools reached almost 58% (Hoeckl, 2010). In addition, migrant students in many OECD countries are more likely to be enrolled in underfunded schools located in deprived areas which means that they are less likely to receive high quality teaching (Nusche, 2010).

Language is another significant factor in lowering educational performance. Many migrant youth experience a language barrier and this can apply even to second and third generations, making it more difficult to become integrated at school. For example, in Bury, Manchester, many Asian young people grow up in families where at least one family member was born abroad, which can impact both spoken and written language abilities (Cox, submitted). This can manifest itself in poor reading and writing levels even if spoken communication is strong.

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[2] Nikkeijin are the descendants of Japanese emigrants to Latin America in the 19th and 20th centuries who returned to Japan.

[3] This estimate does not include the number of Nikkeijin who had returned to Latin America. Young people of foreign origin do not have to attend compulsory education in Japan.

Intergenerational factors. Many parents of migrant youth did not themselves complete formal education and may not have the knowledge to assist their children in getting the most from their schooling. For example, in Madrid most parents of the young Ecuadorians students surveyed came from a medium or low educational backgrounds, and occupied low paid, manual occupations such as cleaners or construction workers. Long working hours meant that parents had little time to help children with homework or discuss future career options (CIDALIA, 2010). In Dalton, Georgia, it was also found that many of the youngsters interviewed had little educational support or direction at home as their parents had not completed the American education system and did not fully comprehend what doing well in American schools required (Morando, submitted). What parents construe as the most practical avenues to upward mobility may contrast with the pathways their children consider the most effective. Gender is another important consideration. Among some ethnic minority communities there is a lower awareness of the significance of good education for girls.

Intergenerational factors can also lead to **low aspirations**. In some of the case studies young migrants were resigned to remaining within their socio-economic status and were looking for a "job" rather than a "career". A possible factor for this is that the children of immigrants are not as exposed to occupational paths outside the sectoral specialisation of their parents. For example in Dalton, Georgia, many children with an immigrant background grow up in families employed in the carpet mills, and it can be relatively easy to gain a job in the same industry when leaving school, whether or not it fully uses a young person's skills or offers opportunity for progression.

Financial pressures. Family poverty can lead to high levels of young people dropping out of school because of financial pressure to start earning at an early age. Learning and skills are sometimes valued in the home only as long as they immediately allow young people to earn an income. In Madrid, it was found that many Ecuadorian students opted to commence short professional training courses rather than pursue academic study because it was seen as a means to getting a job faster and helping financially in the home (CIDALIA, submitted). The economic downturn may now be dissuading some youngsters from leaving education early. Ecuadorian interviewees who had dropped out of secondary education for easily available jobs now acknowledge that they face significant uncertainty about their futures (ibid.).

Local initiatives tackling barriers to educational success

Supporting early years education and improving diversity management

Schools have a critical role to play in working with migrant students to improve their academic performance and to encourage them to consider career options and raise their aspirations from an early age. There is evidence that investment in the education of migrant children has the highest rate of return when focused at the earliest levels of education (Nusche, 2010). Because learning is a dynamic process which builds on foundations laid down at early ages, early investment is relatively more effective and has been shown to reduce the chances of young people dropping out of school later on (Heckman et al., 2006 cited in Lyche, 2010). Remedial interventions later in the life-cycle of a person are more costly, as they require more intensive one-on-one tutoring and support (Lyche, 2010).

"Young children are acutely aware of the responses of others towards them, their family and their community as they form their own sense of self-worth and identity."
Bertram and Pascal (2006)

Improving early years interventions at the local level can best be done through putting in place adequate support measures for the necessary local stakeholders. Schools, education and care providers, teachers and school leaders can be provided with training and support to be able to respond to growing

diversity in schools (see Table 1). These benefits gained at early age need to be sustained through follow-up programmes to prevent "fade out" over time (ibid.).

Table 1. Policy options for improving the educational outcomes of the children of immigrants

Trend	Outcome	Policy options to address this
Segregation of students along socio-demographic lines	This may lead to polarised education systems with students clustered according to socio-economic grouping and ethnicity. Cross-country data from studies such as the U.S. Trends in International Mathematics and Science Study, the international IEA Progress in International Reading Literacy Study, and PISA across OECD countries suggest that concentration of migrant students in schools can be detrimental to their educational outcomes (see for example, Schnepf, 2004; Scheeweis, 2006). Studies from countries such as Denmark, the Netherlands and Sweden also point to a negative impact of migrant concentration in schools on student performance (e.g. Szulkin and Jonsson, 2007; Egelund and Tranaes, 2008).	Policy options to integrate rather than segregate migrant students include effective management of school choice through, for example, providing better information to parents, introducing lottery systems, providing financial incentives for oversubscribed schools to enroll migrant students, improving the quality of schools with a high concentration of immigrants, and providing transport solutions to enable children in disadvantaged areas to access other schools e.g. see Aarhus example below. However, it must be stated that there is little evidence available on the impact of such policies on educational outcomes. See Nusche p.165- 167.
Concentration of students with similar levels of ability	Ability grouping policies aim to create a degree of academic homogeneity within classrooms in order to provide instruction at the optimal level and pace of each group. At the same time, the concentration of students with similar levels of ability risks hindering the learning of those grouped into the lowest tracks. Being labeled as "low-ability" students from an early age can internalise low expectations and lock young people into poor career trajectories. In addition, in some countries those in the poorer performing ability groups are directed early into vocational training and find it difficult to return to academic learning later on. Ability groupings can particularly impact migrant students as in some environments they are disproportionately grouped into the least academically-orientated schools/tracks (Resh, 1998; Prenzel *et al.,* 2005; Strand, 2007).	Policies and practices from a range of OECD countries provide examples of how the risks of early tracking for immigrant students can be reduced. This includes avoiding biases in grouping practices, and postponing the age of tracking – OECD analysis suggests that each additional year of untracked school can contribute to reducing the overall impact of home background on student outcomes (OECD, 2007). Reducing the number of school types, e.g. through reforms to combine several lower school types into one (as is being encouraged in Luxembourg, the Slovak Republic and some German states) and ensuring high curricular standards in all schools. In the U.S. several studies have shown that an enriched, accelerated curriculum is more effective than a low-level remedial curriculum (Peterson, 1989; Oakes *et al.,* 1990; Burris *et al.,* 2006; Nusche, 2010)
More likely to be enrolled in underfunded schools in deprived areas	Migrant students in many OECD countries are more likely to be enrolled in underfunded schools located in deprived areas (Nusche, 2010).	One of the most common policy approaches is to allocate additional resources, in the form of finance or teaching staff, to schools enrolling a high proportion of migrant students. Additional resource inputs can bring schools up to parity and finance additional programmes to address the particular linguistic and other needs of immigrant students. Funding for equity is most effective at the earliest levels of education. Funds can be targeted at disadvantaged students, disadvantaged areas, migrant students and specific groups of migrant. These resources need to be effectively managed

		and tied to target delivery (Nusche, 2010).
Less likely to receive high quality teaching	While migrant students tend to benefit the most from high quality teaching, they are often the least likely to receive it (Field *et al*., 2007). Research has shown that teacher preferences may direct the more qualified and more experienced teachers to schools enrolling mostly native students (Hanushek *et al*., 2001; Bénabou, 2003; Karsten *et al*., 2006.). Often school and classroom conditions and practices do not favour a positive approach to diversity.	To narrow the achievement gap between natives and migrants while improving the quality of education for all, schools need to be provided with incentives, training, guidelines and support. This can include hiring additional teachers, paying teachers more, hiring teachers with migration backgrounds. It is also necessary to adapt the school climate and pedagogy to diverse students, e.g. training teachers for intercultural education, strengthening school leadership and putting in place whole-school professional development. See Nusche, 2010.
Poor language proficiency	Migrant students who do not master the language of instruction are at a significant disadvantage in schools; cross-country data from PISA show that migrant students who do not speak the language of instruction at home are roughly one year of learning behind their native peers. Those migrant students who do speak the language of instruction at home are about half a year behind (Nusche, 2010).	Measures to improve language proficiency are a priority in education policies across OECD countries. These can include an early start in language learning, ensuring consistent language support across grade levels , integrating language and content learning and valuing the mother language, e.g. through hiring a bilingual classroom assistant, offering elective subjects in mother tongue etc. (Nusche, 2010).
Less parental involvement	Immigrant parents, especially those with lower socio-economic status are often less involved than native-born parents (Turney and Kao, 2006). While migrant parents often have high aspirations for their children, they may face multiple barriers to involvement in schools such as language difficulties, weak knowledge in school subjects, lack of time/money to invest in their children's education, feeling alienated/unwelcome in a foreign school environment (Desforges and Abouchaar, 2003).	Schools need to find ways of communication that appeal to parents with different levels of education, language skills and levels of understanding of the school system. This can include bringing education into homes, e.g. home visiting programmes, encouraging parents to become engaged in school-based activities, getting parents involved in specific subject areas and offering broader services for parents to connect their development with that of their children. (Nusche, 2010).

Source: Adapted from Nusche (2010), "Policy Option for Improving the Educational Outcomes of the Children of Immigrants", *Equal Opportunities in the Labour Market Integration of the Children of Immigrants.*

In order to counteract the potential for minority youth to become concentrated in a few schools in certain neighbourhoods, some localities are actively seeking to spread children between all the schools in their locality. Aarhus is the second largest city in Denmark with some 300 000 inhabitants and 27 338 students. Approximately 20% of students have Danish as a second language (DSL), having increased from 6% in 1989, and they generally have significantly lower academic results than the student average. In 2005 the city council passed a resolution to refer children with significant language support needs in learning Danish to schools other than their district school. Each school could only admit a maximum of 20% of children with a need for language support, based on varying criteria. The municipality provides bus transportation to and from the schools to support mobility. In an independent evaluation of the initiative in 2010, 79% of the students were found to have developed their Danish skills more than expected (Andersen, Jeppesen and Kirk *et al.,* 2011).

Improving language levels and involving families

Offering ethnic minority and immigrant youth extra dominant tongue language assistance in early education can assist in tackling language problems which, if left unaddressed, can affect school performance. In Austria free mandatory kindergarten attendance for five year olds (part-time attendance for a minimum of 16 hours a week) was established in 2009 to tackle German language problems. The decision to implement this measure was largely based on a language status report (2008) which showed that approximately 80% of children not attending a kindergarten needed language support, and about 60% of those who are already in a kindergarten were in need of further language education (Friedl-Schafferhans and Weber, submitted).

Increasing parents' involvement in language learning during early years and school education can also help children to succeed (Westwood, 2010). In Frankfurt, a special scheme has been set up in which the parents of children in primary schools and kindergartens join their children in the classroom for two mornings a week and learn German (Box 6). The case studies also highlight the value of supporting bilingual youngsters in maintaining and improving their mother tongue. Providing mother tongue language support and highlighting the value of multilingualism can ensure young people master additional skills (which are increasingly valued in our globalised economies) while also supporting the development of stronger cognitive and linguistic abilities (Cummins, 1979 in Nusche, 2010). Another interesting initiative in Frankfurt awards a family scholarship as part of a two year programme. The Diesterweg Scholarship involves the whole family in extra classes in German and field trips, while also providing funds for educational materials (Cities of Migration, 2011).

Box 6. Mums Learn German – Even Dads, Frankfurt, Germany

Frankfurt has long boasted a highly international population. An estimated 38 to 40% of its population is foreign born, collectively representing over 170 countries of origin. The authorities have long since developed training and language courses for migrant workers, but later started to experiment with family based learning amongst immigrant groups, especially from the Turkish community. First developed by the City of Frankfurt, together with the Office for Multicultural Affairs and the city's schools and nurseries in 1973, there are about 100 courses in Frankfurt today. Funding is provided by city authorities and EU sources. Immigrant parents of children in primary schools and kindergartens join their children in the classroom for two mornings a week and learn German. The contents of the languages classes are very much focused on the practical – the everyday words and expressions needed to navigate their new life. All participating schools have found that children demonstrated significant improvement in language and vocabulary skills as a result of increased use of German in their homes. Improved communication skills also enabled the children to participate more in school, improving education and social integration. It forms the basis for a stronger relationship between schools and immigrant parents, building more binding social capital amongst the community. It also allows parents to learn German without having to pay or make arrangements for costly childcare. Because a child's academic success is strongly influenced by the involvement and collaboration of parents, and because adults are often most keen to learn a new language or other new skills in order to help with their child's education, this has two simultaneous goals. Frankfurt is extending the programme into secondary schools and throughout Germany.

Source: Westwood, submitted.

Raising educational aspirations and improving school completion

A number of local initiatives have been set up in the case study areas to work with young people from a migration background at the end of their schooling to ensure that they complete education. The Steps to College Program in Dalton, Georgia (see Box 7) is a good example of how more intensive work with older students can improve grades and reduce dropout rates. Dalton High School had one of the highest dropout rates in the United States and even higher dropout rates among Latino students. In

2002–03 approximately 62% of Latino students left school early compared to 22% of white students, an overall dropout rate of 43%. By 2008-09 the number of Latino students leaving school before completion had fallen to 22%. The Steps to College Program has been perceived within the local community as a successful policy intervention which has contributed significantly to this turnaround. The programme works mainly with high school students of Hispanic origin to improve their high school graduation test grades through a one month summer preparation programme held on the local college campus. By exposing them to college life and giving them the opportunity to meet college professors and students and select study programmes, it also encourages them to expand their horizons, social networks and aim higher.

Box 7. Steps to College Program, Dalton

The Steps to College Program was developed in response to low graduation rates of Hispanics in Georgia. The programme has three main aims; (i) to help local Hispanic students pass the Georgia High School Graduation Tests in order to increase high school completion rates, (ii) to cultivate an interest in attending college, (iii) to encourage the target group to contemplate their employment paths from a young age. It was founded by Dalton State College (DSC) and operated in partnership with the State of Georgia. It is co-ordinated by an Associate Professor at DSC. The programme was funded by the state of Georgia as a pilot project 2001-02. It has since been funded by the charitable Goizueta Foundation.

The programme concentrated its efforts on specifically recruiting Hispanic origin, bilingual students but in recent years has opened enrolment to students of other ethnic backgrounds. Nevertheless, it continues to attract mainly Hispanics, and has an equal number of male and female participants. The programme is a free, one month summer test-preparation program offered at DSC. It markets itself as a "college and test prep camp" for bilingual students entering grades nine to 12 in Dalton city schools and other schools in Whitfield and Murray County. The programme structure is orientated towards the high school exit exams; it offers academic instruction in the four areas tested in the graduation test (English, mathematics, science and social studies). Participants are also given a tour of the campus and meet college professors. It provides practical information on career paths, educational requirements and salary averages; emphasis is on choosing a "career" rather than a "job".

Results indicated that students who participated, even for just one summer, scored 12% higher in testing on average than students who had not participated. There was a 99% retention rate in school among the students who participated in the programme in 2004. Participation peaked at 230-250 between 2003 and 2008 but has declined significantly since. This is believed to be mainly because of reduced funding which has ended the provision of free transportation to and from the college, making it more difficult for students to attend regularly.

Strengths:

- Encourages students to think about career paths and the value of attending college from an early age.

- Creates a positive peer group and mutual support network among students and professors

- Gives students the opportunity to become familiarised with university life.

Weaknesses:

- Insufficient financial support and buy-in from public and private sector.

- Selective in how it recruits participants.

- Geared towards encouraging students to attend DSC to neglect of other college choices.

- Better tracking of participants is required to assess outcomes.

Source: Morando, submitted.

Morando (submitted) also emphasises the important role that high school teachers and other school staff can play in providing careers advice for students. As she identifies, when this works well, teachers can act as "information intermediaries conveying hard-to-access, relevant and trusted information to students about college, jobs and career options." One finding of the case studies is that young minorities often move through "informal" networks such as friends, peers and teachers to learn about college and work opportunities and turn less so to family members. Young Latino respondents in Dalton listed friends,

teachers and counsellors as having given them careers advice and guidance and several recounted that these figures had influenced their decision to go to college rather than their parents. This can be helpful but when peers in young people's social network have no interest in college and generally work in low paid jobs or are unemployed, it can have a detrimental effect on expectations and levels of motivation (ibid.).

Career guidance has a very important role to play in helping young people find a suitable career path and know how to reach it. As jobs and careers evolve, job security diminishes, and choices become more complex in a fast changing labour market, young people can benefit hugely from having access to an effective school career guidance service. Unfortunately, when public funding for education is under attack this service can be the first to be cut. One-to-one guidance may only be offered to those who seek it out – generally higher achievers who have clearer ideas about their progression – bypassing the most uncertain and disadvantaged students who often have the greatest need (OECD, 2010l). As recommended in *Learning for Jobs* (OECD, 2010), to counter this schools should ensure each student has a compulsory individual interview with a career guidance professional, particularly when choosing a school track or entering the transition stage to employment.

Some local initiatives actively work with the parents of migrant youth so that they better understand the education system and therefore give more informed advice to their children. One such example is the public employment service in Vienna which has prepared a DVD aimed at the parents of migrant youth to improve their knowledge about the process of accessing apprenticeship training. Ensuring that students come into contact with successful adult role models during their education can also be important in raising aspirations and underlining the importance of education for future employment success. The Junior Achievement Hispanic Outreach Program in Dalton, Georgia, is one such initiative (Box 8). This privately funded programme links youngsters with local, successful Hispanic business people in the context of a wider set of support to promote entrepreneurial skills, build confidence and celebrate bilingualism. The programme is considered to have been instrumental in helping raise Hispanic high school graduate rates in North-West Georgia.

Box 8. Junior Achievement Hispanic Outreach Program, Dalton, Georgia

Between 1990 and 2000 the Latino population in the U.S. South nearly tripled in size and is especially apparent in certain southern cities such as Dalton, North-West Georgia. Mexican migration to Dalton began in the late 1960s when Mexican immigrants were recruited to work in construction, the poultry and carpet industries (known as the "Carpet Capital of the World", approximately 80% of carpets sold in the U.S. are produced in the Dalton region). In 2002 the Junior Achievement (JA) of Georgia Hispanic Outreach Program was developed, a specific Hispanic component of the state-run JA of Georgia Program, in response to a report that found that Georgia had the lowest high school graduation rate among Latino students in the nation. The original JA Program was founded in 1919 by a worldwide, non-profit organization whose mission is to "educate and inspire young people to value free enterprise, business, and economics to improve the quality of their lives".

The programme is privately funded, primarily through fundraising and donations from local businesses. With the recent recession local donors have been contributing less. The programme links youngsters up to local, successful Hispanic business people who serve as inspiring role models. It also provides additional support to improve Latino participation rates in schools and raise their aspirations. It offers Hispanic Outreach from kindergarten to 12th grade and is implemented in schools where at least 40% of the class is of Hispanic origin. These classrooms receive the same in-class lessons as classrooms receiving the standard JA lessons (such as business and entrepreneurial skills), but includes a supplemental Hispanic Outreach lesson emphasising the importance of staying in school, being bilingual and the family as an economic unit.

During 2009-10, almost a quarter of the 9 479 students who received JA lessons also received the supplementary Hispanic Outreach lessons. The programme is considered to have been instrumental in helping raise Hispanic high school graduate rates in North-West Georgia. The number of students that have participated in the programme has steadily increased since it was launched.

Strengths:	Weaknesses:
• It provides avenues for young Hispanics to tap into the kinds of valuable resources that help increase upward mobility. • Helps to strengthen multiculturalism and promote understanding in the community.	• It encompasses only one lesson of the general JA program and thus its scope is limited. • There is insufficient public and private sector financial support and buy-in. • Need for better tracking of participants as they progress through the education system

Source: Morando, submitted.

Elsewhere in the United States, the Roadtrip Nation project is an example of a youth-led intervention which raises young people's aspirations and encourages them to expand their social networks, and more actively plan their future. Through a blend of multimedia and project-based learning activities, it helps youth gain access and exposure to life pathways they might not otherwise have known existed. Young people are encouraged to set up and film interviews with key figures in their local communities (for example members of the local fire service), well-known celebrities and inspiration figures such as designers, music producers, sports stars and film makers. The young people set up the interviews themselves, building on their networking skills.

Box 9. Roadtrip Nation
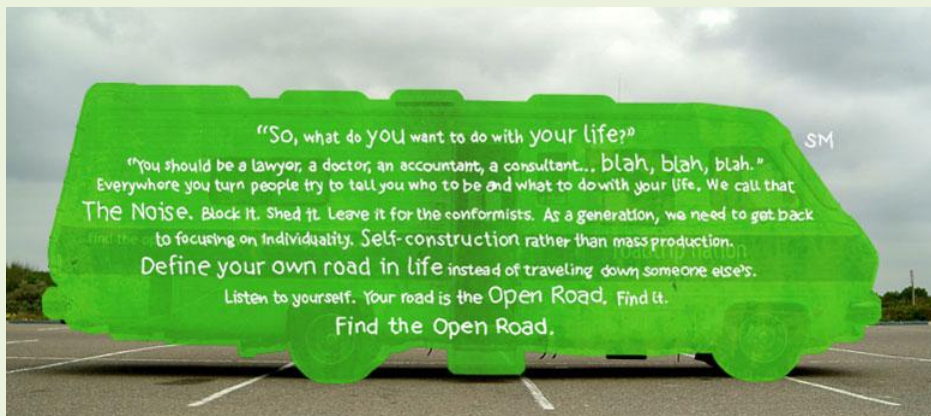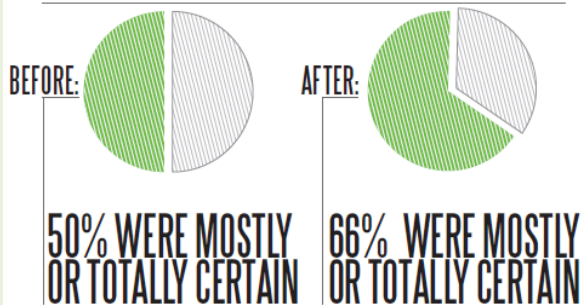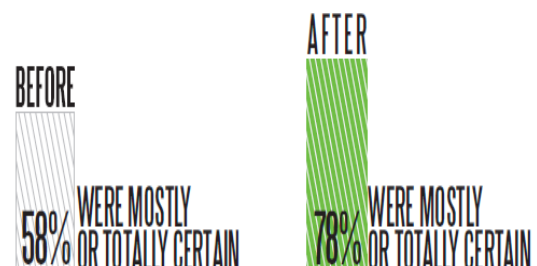
In 2009 Roadtrip Nation introduced a new element into their programme - the Roadtrip Nation Experience to get students more engaged and motivated in school and challenge the lack of student engagement with education - one of the main reasons for what they perceive as a dropout crisis in the country. The organisation has put together a curriculum based on a modular set of 24 interactive lessons that guide students through a process of self-discovery, career exploration, community engagement, and, ultimately, exposure to possible future pathways. This curriculum draws on Roadtrip's vast interview archive which has been built up since the programme began. Programme goals include:

1. To provide greater student engagement and connectedness to school through mentorship, collaboration, and leadership.

2. To increase the relevance of student's educational experiences through innovative learning.

3. To instil a greater sense of hope in students about their futures.

The programme reached more than 150 000 at-risk students in 2010 across the U.S. In an evaluation of the programme students reported greater engagement and connectedness to school and it was projected that more students will stay in school as a result (Box 9). Roadtrip Nation has also been working at the local level with groups of at-risk students. For example, Vail High School in Montebello, California, a continuation school for the most at-risk students, adopted the Roadtrip Nation curriculum and 67 students participated. Upon completion, the school reported a 10% improvement in attendance among participants.

Re-engaging school dropouts

Completing education and attaining basic qualifications

Working with young people before they drop out of school is a priority - working with young people when they have already left the education system can be significantly more challenging and costly.

Network DYNAMO in Vienna works with both young migrants who have dropped out of the school system and those who are at risk of dropping out, helping them to complete education and attain basic qualifications. The project was established in 2007 with the aim of compensating for the disadvantage that young people with a migration background experience in education. The participating organisations are the Vienna Adult Education Centre and the *Integrationshaus* Vienna, both long established partners of the City of Vienna. The Austrian Federal Ministry for Education, Arts and Culture is the main funding authority, alongside the Municipality of Vienna, the Vienna Employment Promotion Fund, the Public employment service (AMS) and the Austrian ESF Programme (2007-13). It consists of three sub-projects, each providing an array of diverse but complementary services (Figure 4).

Figure 4.   Network DYNAMO structure
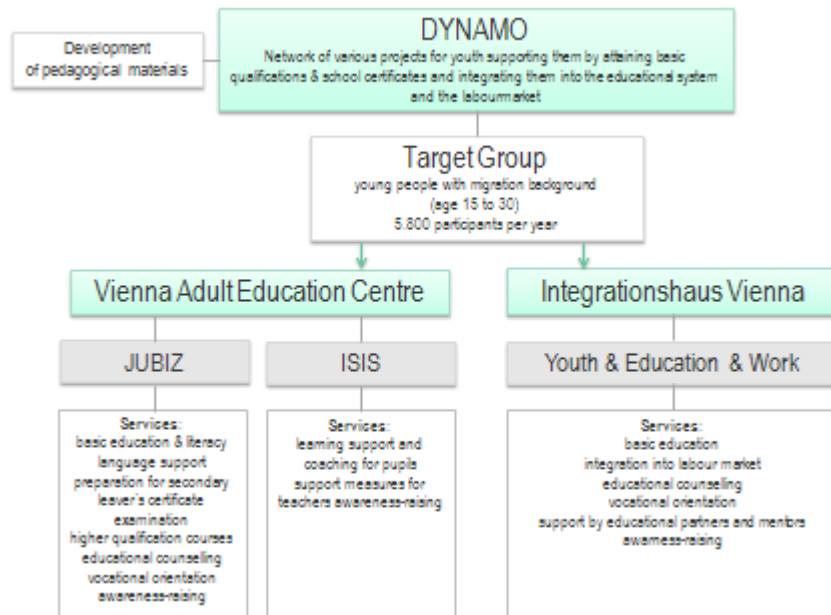
Source: Friedl-Schafferhans and Weber, submitted.

Network DYNAMO focuses on the transition between school and work and offers opportunities for young people to attain basic qualifications, enter training and the labour market. The services offered include professional and personal counselling, support in German language learning, additional training prior to the re-taking of school examinations and acquiring further qualifications. 14 358 have taken advantage of educational information, counselling, and orientation services (i.e. individual and group coaching sessions, sessions on study and private matters) since the network began. 5 800 young people have received support annually, and 1 020 young people participated in the training courses offered by the three sub-projects. It has proven to be particularly innovative in a number of ways:

- There are diverse programmes on offer, which means that flexible and complementary packages can be developed, tailored to the individual's needs. Young people can participate in several consecutive programmes i.e. start by learning German, then prepare to sit elementary school exams. This helps create a seamless career-planning service.

- The scheme provides a comprehensive support structure which helps participants to deal with problems in daily life and offers advice on a broad range of subjects beyond education and employment, e.g. legal issues, managing personal conflict.

The network structure built upon already existing institutional cooperation between the participating organisations. The success of the programme can be measured by the low drop-out rate of about 10%, improved exam pass rates and subsequent employment placement rates ranging between 80% and 100%. However, it has been difficult to obtain long-term funding for such individualised and fine-grain support, and some consider that the network is merely "mopping up" problems created by barriers within the broader institutional framework, rather than focusing on producing the necessary structural change in the education system itself (Friedl-Schafferhans and Weber, submitted). Funding ended in

August 2010 but Network DYNAMO has continued to operate, financed by the Ministry for Education, Arts and Culture.[4]

In France, an important means of helping those who have not achieved in education is the "second chance school". The first of these schools opened in Marseille in 1997, the first of its kind in Europe, and they have more recently formed a key element in the 2009 emergency plan of the French government to tackle high youth unemployment. The target group is young people with no qualifications who find themselves without education, employment or training. The schools benefit from funding from regional authorities, the European Social Fund and a training levy on firms to arrange intensive tailor made courses in French, maths, IT and other subjects, including a major component of work-based experience. Their location means that just over half of their beneficiaries are from disadvantaged neighbourhoods. Initial studies showed a success rate of 61% (2007) for students gaining employment, or returning to education/training. The objective is to have one in each French department (Nativel, submitted).

Skills development and recognising informal learning

The City of Antwerp in Flanders, Belgium is seeking to counter the negative long-term consequences for young people who drop out of school by emphasising the value of informal learning. Antwerp is a major trading port which has a growing and diversifying population; it has the largest share of inhabitants in Flanders with a foreign nationality, with 30.7% of residents of foreign origin or have obtained Belgian citizenship. A high percentage of migrants are concentrated in two particular districts (Borgerhout and Antwerp), which are characterized by high levels of school delay - approximately 34.1% of pupils in primary schools and 59.6% in secondary school are kept back for one or more years. The city also has higher than average school dropout rates and youth unemployment rates – those under the age of 26 have an unemployment rate of 28.6% (July 2010). The risk of unemployment is twice as high for those with foreign nationality outside the EU compared to those with Belgian nationality (Van De Maele, submitted).

Since 2004 Antwerp has sought to become a laboratory for innovative practices in the validation and recognition of non-formal learning in youth work. An organisation called JES vzw and a number of other non-profit organisations, youth groups and social enterprises established three Youth Competence Centres (YCCs) in districts with high migrant populations, to engage with 16 to 25 year olds in vulnerable situations and provide space for socialising, learning and volunteering. The YCCs work at the interface between free time/leisure, work and competence development. Close cooperation has been established with counsellors from the Flemish Employment Service (VDAB). For example, in Het Kiel (in the disadvantaged district of Antwerp) a project was developed to renovate a formal school ballroom to a concert and event venue with the help of the local YCC. During the renovation process, youngsters had the opportunity to gain work experience, training and competency based counselling. Other centres have focused on involving youth in the organisation of multi media events. The centres have found that it is not always easy to engage youngsters from local disadvantaged neighbourhoods in their activities. In some cases they were attracting in youth from other parts of the city while not fully engaging the local target group.

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4 . The current contract ends in August 2011. While financing of the overall network structure is uncertain, the sub-
    projects will most probably continue to be supported.

One way to diminish the negative effects of low educational attainment is to reinforce the recognition of informal learning. Young people need to be able to discuss and demonstrate their skills during job interviews, and they can benefit from tools to name and "measure" their competences. Such tools need to be recognised by local employers and schools (Van de Maele, submitted).

In 2006-07, JES vzw created an innovative digital portfolio called C-stick with the help of European funding. The objective was to develop a competence framework and tools for self, peer and expert key competency assessment. An important criterion for this framework was accessibility for a low-skilled target group, so very straightforward vocabulary was used and an attractive and easy-reference interface and simple navigation structure was designed. A second criterion was that it should be usable in different settings (leisure time activities, training, job counselling), regardless of professions or sectors. Because of this, the C-stick has been actively used by the local Competency Centres. The C-stick is a central database (on a USB flash drive) where young people can gather and store all kinds of relevant information; it provides them with a framework for personal development plans and it contains a tool to create adjusted CVs. The portfolio on the USB flash drive is also connected to a server in order to keep a backup of the data, as well as being linked to an administrative system through which tutors can send files and competence assessments to their pupils.

With rising youth unemployment levels, particularly among youth of foreign origin, Antwerp also established Work related Acquired Competences counsellors (WAC) in 2009. WAC counsellors serve as the "stepping stone" between the street and the education and labour market system. They meet young people on their own turf in the local community where they socialise, and give them information and support in applying for jobs, training programmes and return to study.

Figure 5.   Stages in the process: Antwerp WAC Counselling

Source: Based on Van De Maele, submitted.

In 2010, 129 young people from ethnic minorities received intensive coaching from the WAC counsellors, from which over 80% returned to education, started training or found a job (see Annex:

Programme Outcomes) – mainly in the logistics, industry, and electricity employment sectors. However 70% of those who found work were employed on temporary contracts. Approximately 90% of clients were of Moroccan origin and males. The dominance of male clients from one ethnic grouping has been seen as a key weakness in the YCC approach and a main aim of the programme is to broaden outreach. This will require a changed profile for WAC counsellors (who are mainly male and of Moroccan origin themselves) and additional activities being provided, a process which has already begun. In the De Branderij YCC a special training programme for youth leaders on working with girls was carried out, and greater co-operation has been established with a youth organisation (KIDs) who have a female orientated initiative already in place.

Investing in post-secondary education

It is not just school completion which is an issue, but also ensuring progression in post-secondary education. The Academy for College Excellence (ACE) was a concept introduced in California in the United States to encourage low-income and under-prepared students to enter and complete third level education. For such students community colleges represent the only realistic avenue to higher education, but according to ACE Founding Director, Diego Navarro, these students have often not been well served by community colleges. ACE approaches these students with "a transformative educational experience" that will enable them to overcome their history of low academic achievement. It provides an intensive, full-time programme that immerses students in academic life. Students complete a two week course designed to "light the fire for learning" and then enroll in a 13 week Bridge Semester and Team Self-Management Course. A recent study found significant positive effects for participation in both the accelerated and non-accelerated versions. In Watsonville, California, over 90% of participating students are from ethnic minorities (see Box 10).

Box 10. Academy for College Excellence

"ACE provides a place for students to become the people they never knew they could be", Diego Navarro, Founding Director of the Academy for College Excellence.

Demographics of students at ACE in Watsonville, California:

- 91% of the students are Latino or from other under-represented minority groups

- 70% did not speak English as their first language

- 63% have parents who work in migrant labour occupations

- 65% are the first in their families to attend college

First taught in 2003 at the Cabrillo College center in Watsonville, California, ACE does not look at their students as liabilities or as long shots. The programme offers structure and support, helping students build academic momentum and a realisation that their success is not just possible, but probable. It provides an intensive, full-time programme that immerses students in academic life. Students first complete a two week course designed to "light the fire for learning" and then enroll in a 13 week Bridge Semester and Team Self-Management Course.

Outcomes:

1. Transform students from within

2. Create tomorrow's leaders

3. Work within and change knowledge-based cultures

4. Improve social justice in the local community

Apprenticeships and vocational training programmes

Apprenticeships and work-based training can be a means to promote up-skilling and allow young people to gain work experience, while at the same time providing a basic income. Promoting apprenticeships and work-based vocational training programmes is thus also a way of reducing financial barriers to staying on in education. In some countries, such as Germany, Austria and Switzerland which are based on the "dual system" of training and apprenticeship, they are an important mechanism for youth labour market integration (see Box 11 below). During the economic recovery, such apprenticeship programmes can also play a vital role in promoting access to jobs for youth (OECD, 2010a). In order to promote the involvement of more disadvantaged youth in apprenticeship training, some local vocational schools offer preparatory training courses which provide an intensive and sensitive teaching environment to tackle basic skills gaps before young people start their apprenticeships (see OECD, 2006d).

Box 11. Apprenticeship training, Vienna

Apprenticeship training in Vienna is an alternative to full-time education at VET schools and colleges. This type of vocational education offers practice-oriented training in over 250 apprenticeship trades and takes place at the training enterprise ("on the job" training which takes up 80% of course time) and at the part-time vocational school. Depending on the respective occupational area, this form of training lasts between two and four years, at the end of which pupils take their apprenticeship examination. The share of apprentices in Vienna with foreign citizenship is nearly 13% (2010), significantly higher than the national average, and 29% do not have German as their mother tongue. However, the share of youth with migration backgrounds in apprenticeship training is much lower than their share in pre-vocational schools - a one year school apprenticeship preparation programme. These figures show that a significant number of young migrants "get lost" at this stage of their education. The public employment service in Vienna has prepared a DVD aimed at the parents of migrant youth to improve knowledge about the process of accessing apprenticeship training.

Source : Friedl-Schafferhans and Weber, submitted

Box 12. Key recommendations

- *Provide intergenerational support across the education life-cycle*: Investing in early year's care and school education can be crucial in influencing later employment success for young minorities. This can be done by putting in place adequate support measures. Keeping parents and the family of the target youth informed on the structure, organisation and options available within the education system can increase parents' understanding of how the system works and reinforce the importance of education for their children's future mobility chances. Local community leaders, high profile figures and organisations can play a role in

encouraging parents to become more involved.

- *Greater language and diversity support:* Help with the dominant tongue can be important even for young people born in the host country. Emphasising the benefits of multi-lingualism and providing young people with the means to maintain their mother tongue is also useful in consolidating an additional skill and improving future employment prospects. This will also go some way to treating diversity as a resource rather than obstacle. Establishing a positive school and classroom climate which recognises the value of diversity can be achieved through incorporating culturally specific elements into the instruction of migrant students, as well as providing teachers with more diversity training.

- *Assist schools in developing programmes aimed at reducing dropouts and achievement gaps*: Schools can develop integrated curricular and extra-curricular specialised local initiatives, to help young people to complete their education and reduce the achievement gap. This can be done through introducing young people to mentors and successful role models from their own community and beyond, emphasising the value of learning for future career choices, and making a clear link between what is being taught and possible future careers. Monitoring and evaluating school performance by tracking student outcomes and identifying those who need help at an early stage is a critical element of this.

- *Provide alternative routes into post-secondary education and the work place:* Paid apprenticeships and work-based vocational education and training programmes can be useful in providing alternative routes into work and ensuring that youth attain career specific and generic skills. These alternatives to traditional education are also of value to those who experience financial pressures to leave education early. College courses and apprenticeships may also need to adapt to ensure that they are accessible to minority youth who have been disadvantaged during their time in the schooling system.

- *Build and recognise informal competences*: Work with young people who have dropped out of school to help them to build skills and competences outside the formal education system. This can help to build confidence, while ensuring that young people demonstrate their potential to employers. Developing practical ways to record and certify these competences is also important.

- *Better quality careers advice*: Offer good quality and informed careers advice for all young people in schools on a regular basis. Ensure that migrant youth have the opportunity to speak to teachers, mentors and career guidance counsellors on a one-on-one and classroom basis, particularly during the transition stages.

- *Develop good feedback mechanisms between local and national policy makers.* Local stakeholders can often identify issues and problems with broader institutional frameworks on the ground which can disadvantage minority youth. Ensuring that information flows between local and national stakeholders work well is thus important in helping national institutions to evolve and adapt. An element of this is also regularly identifying and exchanging good practices within the national education system to increase knowledge of successful and innovative approaches at all levels.

This section explores why young people from ethnic minorities tend to have poorer employment outcomes than young people from non-minority backgrounds. It identifies diverse barriers to employment and ways in which these can be overcome, drawing on local initiative highlighted in the case studies. A range of factors can have an effect on how likely young migrants are to attain employment, and the quality of this employment including low aspirations, a lack of networks outside of specific ethnic sectors, and likelihood of working in family-run survival enterprises which may limit employment progression. In addition, discrimination in hiring and promotion is a critical factor in limiting opportunity. Local initiatives to boost employment outcomes focus on different stages in the transition to work, including building aspirations, assisting young people in building contacts and networks, supporting job readiness and promoting career progression. The promotion of good quality youth entrepreneurship is also examined.

Barriers to employment

OECD research has found that the gap in labour market outcomes between ethnic minorities and non-ethnic minorities can only be partially explained by their lower than average educational attainment (2009a). Employment rates of the second generation increase with education level, but generally not to the same extent as for the children of natives. In some countries differences in employment rates are actually largest for those with good qualifications. Thus, even when migrant children have the same average educational attainment levels as native children, they are still less successful overall in the labour market which would suggest additional, persistent barriers present in the transition from education to work. These barriers are difficult to identify, wide-ranging and often interact. In France, for example, minority youth trying to access employment from the Seine-Saint-Denis neighbourhood have been identified as suffering from three-pronged stigmatisation due to the poor image of the area itself, the fear of young people living in the area (irrespective of whether or not they hold qualifications), and a recurrent fear of immigrants (Vieillard-Baron, 2006). Table 2 below gives some of the main factors which can have an impact on labour market participation for migrant youth.

Table 2.   Barriers to labour market integration for migrant youth

Differences in family and other background characteristics e.g. cultural norms – creates a greater distance to the labour market	Discrimination from employers, colleagues, or customers – overt or covert, direct or indirect. This also applies to the public sector where ethnic minority are under-represented	Insufficient jobs and employers in a given area and increased competition from better qualified peers – exacerbated by the recession
Limited wider community and employment networks – creates a lack of awareness of opportunities and no "in" mechanism	Place of residence can lead to a spatial mismatch with employment areas, and can also result in postcode discrimination	Negative portrayal and stereotyping of ethnic minority and immigrant groups in the media

Lack of work experience and knowledge about labour market functioning, including unrealistic expectations of the types of jobs and salaries available. Few positive role models and low aspirations	Resistance to different religious and cultural beliefs by wider society and/or employers	Existing mainstream youth employment programmes do not cater for the specialised needs of migrant youth

A critical barrier to labour market entry and progression in the workplace on the demand-side is **discrimination and racism**. Evidence from OECD and ILO research (OECD, 2009c) suggests that minority groups face widespread discrimination within the jobs market, supported by findings from a number of national studies (see Box 14). A recent ILO report notes that the global economic crisis has led to a higher risk of discrimination against certain groups such as migrant labour, despite continuous positive advances in anti-discrimination legislation (2011). The advantages of hiring staff from different backgrounds are clear to many firms: by adding to the cultural diversity of business they can bring valued foreign languages, innovative approaches, networks and expertise to the table. However many employers discriminate against young people of different ethnicities because they believe that they are "different". Evidence suggests that employers look for "signs of integration" in potential candidates, as evidenced by the fact that naturalised migrants and those who have changed their name earn more (OECD, 2010d).

Racism was identified as the number one issue in relation to unemployment in the Brisbane case study (Adibi, submitted). A number of recent graduates interviewed as part of the study stated that they use adopted Australian names rather than their Islamic names in job interviews because employers are more likely to get back to them. Discrimination was also noted in response to religion and ethnic forms of dress; those wearing traditional clothing (particularly the hijab) felt that this put off prospective employers, especially in the service industry. It was also noted that many migrant youth are reluctant to engage with the public employment service as they felt that staff did not understand their specific needs, and provided advice which stereotyped occupations according to ethnicity and gender. In other case studies, however, e.g. those carried out in Madrid and London, the theme of discrimination did not feature as prominently. Discrimination and racism are sensitive issues and young people of migrant origin may be reluctant to report that they have experienced racism even if they cite ethnic origin as a barrier to employment (BMG Research Needs, 2004).

Box 13. Measuring labour market discrimination, Australia

In a number of countries, studies have been carried out to investigate the prevalence of discrimination in hiring. One such recent study was carried out by social scientists from the Australian National University. A large-scale audit of discrimination was undertaken to measure labour market discrimination across different minority groups in Australia – a country where one quarter of the population was born overseas. The researchers used distinctively Anglo-Saxon, Aborigine, Italian, Chinese and Islamic names. In all cases the applications were for entry-level jobs and applicants submitted a CV showing that the candidate had attended high school in Australia.

The researchers found economically and statistically significant differences in call-back rates, suggesting that ethnic minority candidates would need to apply for more jobs in order to receive the same number of interviews. These differences vary systematically across groups, with Italians suffering less discrimination than people from China and the Middle East. Anglo-Saxon sounding names had a call-back rate of 35%, Italian names 32%, indigenous applicants obtained an interview 26% of the time, Middle Eastern 22% and Chinese sounding names had the lowest call-back rate of 21%. The greatest amount of discrimination against minority applicants was for waiting staff jobs, followed by data entry positions, with the lowest level in customer service. Therefore, the study concludes that relatively little of the observed discrimination can be attributed solely to customer-based discrimination. The surveys were carried out in Brisbane, Melbourne and Sydney and in general the patterns were found to be quite similar for all three cities.

A further critical factor hindering the employment activation of migrant youth, and applicable to disadvantaged youth in general, is **low aspirations**. A theme that featured in a high number of the case studies is the predominance of low self-esteem, lack of motivation and low aspirations among minority young people. This is often caused by difficulties in orientation in education, the effects of which follow them into later life, and such pessimism has only been further entrenched by rising youth unemployment in the economic downturn. Additional contributing factors can be negative peer group pressure, an absence of positive role models, drug use, involvement in crime, and a lack of parental support. Raising aspirations and motivation levels can help youth to recognise their key personal and professional strengths, break out of old patterns of thinking and realise that they can attain their goals and secure a job they want and with good prospects.

Not having effective job-search networks can also be important. Accessing employment is very often about knowing the right people and having the right connections. Knowing how to access jobs is often difficult, particularly when a large proportion are advertised informally. The neighbourhood of Seine-Saint-Denis in Paris, for example, hosts headquarters of major French companies such as Generali, BNP-Paribas, SFR and Hermès, but this does not make accessing the jobs necessarily any easier for local young people. OECD research (2010d) has found that once they have secured employment, the children of immigrants seem to have similar outcomes in the workplace as the children of natives. This would indicate that it is access to employment where children of immigrants are most disadvantaged.

Immigration is a network-driven phenomenon, and even for second and third generation immigrants it is friends, kin and compatriots who often provide resources and support (Waldinger, 2001). The dynamics of these ethnic social networks and co-ethnic social capital can be powerful tools in increasing employment participation as migrants use these networks to find employment (Morando, submitted). However, **such ethnic social networks can be limiting** - often helping youngsters to get jobs in a limited set of sectors. Research has shown that those of migrant origin often enter lower skilled employment sectors such as construction, hospitality, retail and catering. For example, an OECD report in 2008 found that the hotel and restaurant sector is one of the principal sectors of activity for immigrant workers and one in which immigrants are overrepresented – in the OECD area as a whole it accounts for almost 8% of immigrant employment (OECD, 2008a). This is particularly marked in Luxembourg and the Scandinavian countries, where immigrants are over three times more likely to be employed in this sector than the native-born. Sectoral specialisation can help young people to access initial employment but it can ultimately limit career progression. Outside these immediate networks, which are often spatially defined, there is a lack of wider networking and young people have less knowledge of how the labour market system works outside of their immediate community and the dominant employment sectors in this community.

People of migrant descent tend to have higher rates of enterprise and self-employment. In light of rising unemployment, entrepreneurship is seen as an effective employment alternative, however there is a danger that **greater migrant entrepreneurship rates arise from "necessity" rather than "opportunity"**. Young people from immigrant backgrounds may feel forced into entrepreneurship due to the difficulties they face in overcoming barriers to entering regular employment. There is also the risk of young people becoming employed in family-based "survival" enterprises which are disproportionately represented in low-growth sectors, lacking the scale and capabilities to become high growth SMEs. This can again contribute to occupational segregation and "dead-end" jobs which do not offer a path to career

progression (Eurofound, 2010). Businesses within such sectors can rely on family and co-ethnic labour to survive, sometimes setting up conditions for exploitation and conflict where work is unpaid or unregulated (Poros, 2011).

Local initiatives improving employment outcomes

Figure 6. The journey to employment
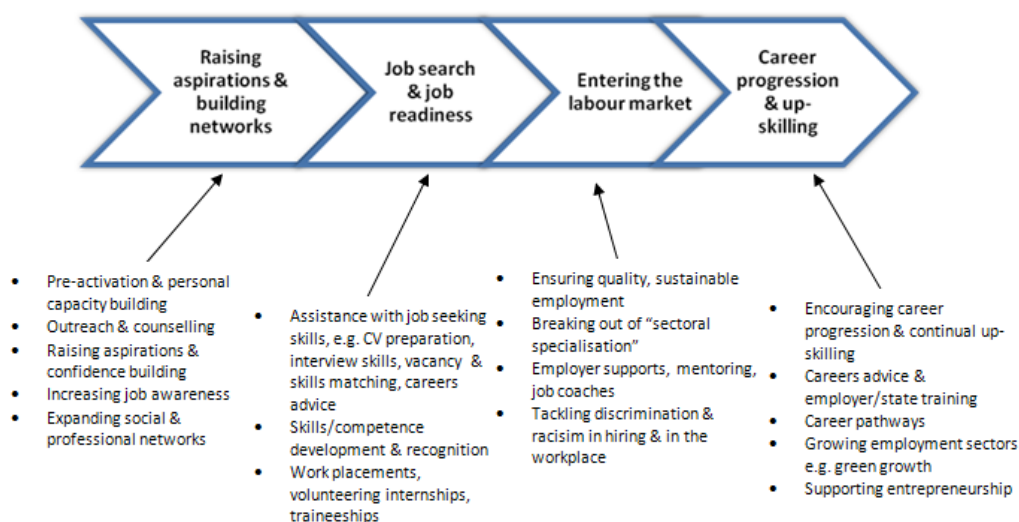
Source: Adapted from Learning Studio.

Local initiatives to boost employment outcomes for minority youth often focus on one or more of the following four key stages in the transition to work; raising aspirations and building networks, supporting the job search and job readiness, helping immigrants to access jobs and tackling discrimination, and supporting career progression and up-skilling.

Raising aspirations

The previous section has already highlighted the useful role that mentors can play in encouraging disadvantaged youth to give more priority to education and school completion. Mentoring programmes can also be useful in helping young people who have left school in their choice of career, while raising aspirations and providing useful soft skills such as self-confidence and self-belief. The King Movement Foundation/Hi5 in the Netherlands, is an example of a programme which seeks to transform passivity, alienation and negative activity of young migrants into positive aspirations and careers. It brings individual job seekers and organisations in contact with role models from their social environment and also representatives from Dutch companies. *"We make young people aware of all the possibilities that are available. The only thing is they have to grab the opportunities themselves and become self-reliant."* (Abdoelhafiezkhan, 2010).

Similarly, a Youth Mentoring Scheme in Bury in Greater Manchester, the United Kingdom, was launched in 2005 by a local community based organisation, with the aim of encouraging progression among local Asian youth into further education or employment. ADAB (Asian Development Association of Bury) seeks to reduce economic inactivity amongst Bury's minority youth – estimated to be running at over 60% – in an area which sits within the top third of deprived communities in England and has a higher

ethnic minority population than the national average (Cox, submitted). It seeks to do this by helping young people to perform better at school and navigate the school-to-work transition with more confidence. Guidance was given with relation to career choice and profession types. A target was set of assisting a minimum of 100 young people per annum directly into training courses, further education or employment, as well as engaging 40 mentors from the Asian community to support youth on a one-to-one basis. The mentor approach was found to be a success. Successful professionals from similar backgrounds were paired with the young people, and provided motivation as well as offering careers and education advice. Mentors were kept focused and stimulated by participating in group forums, and mentor training courses were provided twice a year. Funding was provided by the national government Invest to Save project, the local council and partner agencies, however it ended in 2007. ADAB is continuing a similar mentorship programme in a more ad hoc approach, based around contacts forged in-house.

Building networks and helping with job searching

A number of local initiatives in the case study areas focused on building networks to help minority young people to identify relevant employment. Most people in OECD countries can access assistance in job search from their local public employment service. However officials do not always have a strong awareness of the specific barriers faced by minority and immigrant youth. To address this, Madrid City Council conducts a training programme on immigration and multiculturalism with all of its staff who perform public service functions, and the Employment Agency also conducts technical programmes for their specialists, addressing cultural diversity and discussing experiences of good practice in personal attention to the immigrant population (CIDALIA, submitted).

"Before I joined the course I just looked at a job as just working the hours and getting paid. Now I see a job as a learning experience and a stepping stone to something better"
Participant from the Racine, Youth Biz project
(Pages, submitted).

A one day sports event held in the Ixelles municipality in Brussels, was designed to give young, unemployed jobseekers the opportunity to expand their employment networks by meeting employers and third sector organisations (see Box 14). 80 job seekers participated and 20 companies were present from a range of employment sectors, in what was an informal and open setting. This innovative idea for combining job searching and physical activity gave young people the opportunity to have informal interviews with firms, discuss their CVs with careers advisors, and display their team player skills. Employers were keen to participate as they found it an effective way of meeting a wider set of potential employees not captured by traditional recruitment mechanisms. Although outcomes were not monitored, the event was seen as a local success and is now held annually (*Pour la Solidarité*, submitted).

Box 14. The Jobmarathon.Be, Brussels

Sport as a means to expanding social networks and finding employment

Faced with a high youth dropout rate and unemployment rate, the Deputy Mayor of Employment of the Ixelles Municipality in Brussels developed an ambitious youth employment strategy, emphasizing the importance of sport as a means to expanding social networks and finding employment. A former professional boxer, he believed that sport contributes to physical, mental and emotional development and also creates a team spirit and self confidence. Employers are also likely to have a more positive view of young people who take part in sports. In collaboration with local services for social inclusion, a sports event was organised and first held in 2010. A short running course was set up and 20 teams were created which mixed employers, job

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seekers and representatives of the local social inclusion sector. A job square was set up where all could meet for informal chats, and job seekers could receive interview and careers advice.

100 jobseekers registered online, 80% of which took part. The only criteria for entry was to live within the Brussels Region and to be unemployed. There was no age limit but three quarters were under 26 and the event attracted more men than women. Partners included the Municipality of Ixelles, the local social inclusion sector, the think tank Pour la Solidarité and Performateam, a sport events management company. 20 companies were present from a wide range of sectors – transport, chemicals, recruitment, banking, entertainment, the public sector. Firms found the event an effective way of meeting a wider scope of potential employees which traditional communication methods (e.g. newspaper, company website, professional networks) failed to attract.

The event was 80% - 20% publically - privately funded. It is planned to become an annual event. Based on the learning experience of last year, the level of private sector funding will be increased, it will seek more press support to raise its profile, and companies have been asked to provide more information on the positions they are seeking to fill and to have firm job positions in mind – participants are looking for more than contacts, they want a job. The follow-up process and recruitment monitoring will also be improved.

Source : *Pour la Solidarité*, submitted.

A number of the interventions reviewed also used case managers and mentors from both within and outside the minority community to provide personal guidance and "brokerage" to connect job seekers with employers and refer them to other networked agencies. It is important that such brokers develop good relationships with a large number of people locally who could help youth as they progress. Young people can "piggy back" on the social capital and trust relationships which brokers build up. In Seine-Saint-Denis in the region of Ile de France, a local project director identified that "*when the young people feel that you know the person you are sending them to, they're more likely to go and see them*" (Nativel, submitted). Nativel identifies that local project staff can help young people increase their networks because they, "*set examples to be emulated by young people, while reassuring employers and other partners through their dedication and professionalism. Employers are convinced that one would not put such great levels of personal commitment in promoting and helping candidates that are not trustworthy*" (submitted).

One of the primary functions of the Work Counsellors operating from the Youth Competence Centres in Antwerp is to refer young people far removed from the jobs market and education to relevant local services providers. In Haifa, Israel, employment coordinators from the Shiluvim project also act as brokers in their work with Ethiopian immigrants to improve their prospects of entering the labour market. Beginning with a one-on-one interview of the potential employee, the coordinator has at their disposal a database of employers in the area and vocational training courses, as well as providing a link to education providers (Fisher, submitted).

In a sense, such work to build networks is an attempt to build social capital for disadvantaged youth. The challenge for local policymakers is finding a way to build on the social capital embedded in the communities where immigrant offspring grow up and facilitate greater networking with other parts of the local community and with the business environment. This was certainly the intention in Racine, Wisconsin, where federal stimulus money has been used to galvanise a partnership approach amongst local public sector organisations and employers to increase young people's connections with local business in the school holidays (see Box 15). The project was based on the belief that "social capital can build economic capital" (Pages, submitted). As well as linking young people into local work placements

with private and public sector employers in the field of green growth, the programme also provides training and coaching on work readiness, financial literacy and entrepreneurship, with an optional extra intensive entrepreneurial training course. In addition, by working with a broad range of youths, the project creates peer-peer social capital and helps to bring more disadvantaged youth in contact with those less disadvantaged.

Box 15. The E3 Program: employ, enrich, engage, Racine County

Racine County, Wisconsin, has been examining potential opportunities in the green economy against the backdrop of sustained loss of traditional manufacturing jobs. The E3 (Employ, Enrich, Engage) is a unique summer programme which links at-risk youth into a diverse array of local networks which can serve as career pathways. It emerged in response to a federal economic stimulus package in 2009. It combines longer term ambitions to grow the green economy with preparing young people of all ethnicities for green collar careers. Located in the South Eastern corner of Wisconsin, between Chicago, Illinois and Milwaukee, Wisconsin Racine County has a population of 193 000. The City of Racine and its surrounding communities are quite ethnically diverse. According to US Census data, African Americans represent 20.3% of the city's population, and Hispanic Americans 14%, making Racine one of the most ethnically diverse locations in Wisconsin. Racine has long served as a major manufacturing centre but the past few decades have seen significant long-term decline.   Like the state of Wisconsin, Racine County has been hard hit by the recent US economic downturn. Between August 2008 - 09, Racine County's unemployment rate rose by 4.7%. It is marked by high youth school dropout rates and high youth unemployment.

Set up from the outset with the definitive aim of not being a "poor person's programme", E3 is an inclusive youth programme which seeks to engage a wide range of participants and supports in order to provide a higher quality learning experience and reduce racial tensions. In 2009, 250 students took part and there was an 88% completion rate. 90% of

participants agreed that it had changed community attitudes about the green economy and it led to the establishment of two green businesses. The project's greening activities generated significant economic benefits for Racine, estimated to save hundreds of thousands of dollars in energy costs.

As well as building up networks, the project aimed to build young people's career readiness through focusing on academic skills, employability skills (critical thinking, responsibility) and job specific skills. When the second cohort of the programme was planned, a key focus was on ensuring that young people's experience is formally credited and can therefore be counted within their education.

Source: Pages, submitted

Supporting access to jobs is also often about tackling infrastructural problems such as a lack of accessibility. Transport issues can be important in areas where few have access to cars and public transport is limited. The Dalton Steps to College Program, for example, saw its participation drop off dramatically when it was no longer able to fund a free bus service to the college campus. In Seine-Saint-Denis in France, a scheme to promote accessibility to jobs by giving driving lessons was used as a practical mechanism to increase employability, as well as providing broader support to local young people. JADE, a non-profit organisation in La Courneuve, combined the social driving school lessons with advice on

education and employment opportunities, while also providing support on dealing with drugs and other personal issues (see Box 16).

Box 16. Supporting accessibility: JADE - social driving school La Courneuve, Paris

The city of La Courneuve has a high number of residents from immigrant backgrounds with high levels of unemployment and poor educational outcomes. JADE (*Jeunes Actions Dialogue Entreprise*) is a non-profit organisation set up in 1988 by three youth workers from '*Cité des 4000*', a large social housing estate in the city of La Courneuve, to implement concrete actions to address social exclusion and criminal behaviour among local youth. The programme offers an innovative approach whereby driving lessons are used as a means for improving employability and labour market integration for local young people. The objective is that the beneficiary leaves not only with a driving license, but also enrolled in a training programme or in work.

Target group: Young people under 26 from the local area – most participants are from ethnic minorities, the majority of which are North African

Outcomes

- Steadily increasing referrals - 131 young people enrolled in 2009.

- By the end of 2007,1 562 enrolled for the driving licence out of which 640 passed the written test, 578 obtained their license. 889 obtained employment or job-related training.

- The success rate was 57%.

The concept has been taken up by other local service providers.

Source: Nativel, submitted

Tackling discrimination amongst local employers

Tackling discrimination is an important part of securing effective entry of minority youth into the labour market. If migrant youth employment outcomes are to improve, interventions and initiatives need to engage more with employers, who need to change recruitment practices and confront both direct and indirect[5] discrimination. Public bodies and community organisations can take on an advocacy role for equal employment opportunities and work with local employers to tackle existing misconceptions and showcase good practice. Robust anti-discrimination legislation can provide an important support in this process.

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[5] Indirect discrimination is when a working condition or rule disadvantages one group of people more than another.

In France, an organisation called Mozaik presents the recruitment of candidates from a diversity of backgrounds as an asset to potential employers. Set up as a social enterprise in 2005 and operating in Seine-Saint-Denis, Mozaik argues that significant benefits will accrue to the employer including being more culturally open, greater proximity to clients, as well as through an image of corporate responsibility. Mozaic matches Seine-Saint-Denis residents to firms known for their corporate social responsibility across the Ile-de-France region, and therefore requires some mobility from potential employees (Nativel, submitted). The Muslim Employment Project in Queensland, Australia, also works with employers to change attitudes to employing Muslim job seekers, and to open up more doors to local employment opportunities (see Box 18).

have. Project outcomes include the following:

- From October 2008 to June 2010, 275 Muslim job seekers were registered and 35% secured employment - 43% were aged 17 to 29.

- Numerous referrals for part/full-time employment to relevant employers.

However, it has been difficult to provide services in some areas due to the distances involved and resource shortages, and there was some initial opposition to ACCES coordinating the project as it is a non-Muslim organisation. There is also seen to be a need to provide more specialised services for Muslim youth. The programme is now mainstreamed, having extended its services to all; Muslim job seekers and other disadvantaged jobseekers.

Source: Adibi (submitted)

In Flanders, Belgium, an Employment Equity and Diversity (EED) policy was created in 1999 with the long-term goal of proportional participation in the labour market of three target groups; immigrants and their children; people with disabilities, and; workers of 50 and over (Van de Voorde, submitted). It is implemented through strong partnership between the Flemish Government, the regional and local authorities, industrial sectors, the social partners and immigrant organisations on the regional and local level. Qualitative and quantitative objectives are formulated at the Flemish level and these objectives are laid down every year in an action plan and funded through the government's employment budget. The yearly action plan has to be advised by the Diversity Committee, partner of the Social and Economic Counsel of Flanders which means that 12 key immigrant associations are actively involved. Companies voluntarily decide to become involved, and those which develop a diversity policy receive subsidies, counselling and support from a team of diversity managers. The main objective of diversity managers until 2012 is to annually put diversity and proportional participation on the agenda of the in-company social dialogue in 600 companies and organisations where they are represented. Since 2008 the Flemish Government annually provides a budget of about three million euro for a total of some 750 new diversity plans.

Companies can select from four types of diversity plans, to which different levels of subsidy apply. Every plan is tailor made, can run from 6 to 24 months and comprises a broad range of actions, such as: specifically adapted training programmes, job orientation interviews and personal development plans; language courses on the shop floor; mentoring for new staff; broadening recruitment channels to better reach the target groups; screening the selection policy on "colour-blindness"; training sessions on intercultural communication and intercultural competences etc. Thus far the self imposed objectives have almost always been met, and in a majority of the diversity plans the results are better than the projected objectives. The best results have been achieved for the immigrant target group. While there is no reliable data on age differentiation within this group, according to consultants supporting the diversity plans most results concern first and second generation youth. Although the crisis had a significant impact in 2009, 53% (more than 1 500 persons) of the objectives for hiring in the diversity plans were targeted towards this group.

Supporting access to work for the very hard to reach

For those who face multiple barriers to entering the labour market, intensive work can be required to build trust amongst employees and employers. This is particularly the case for minority youth who have fallen into crime and are ex-offenders. In London, the Kormo Shadin (Free to Work) scheme run by Working Links in London has focused specifically on young Bangladeshi ex-offenders living in Tower Hamlets, Hackney and Newham. The programme was created to address the employment and social challenges of a very specific and marginalised group. Kormo Shadin actively engaged with community leaders in delivering the project, which involved tackling personal issues such as a loss of confidence and local stigma, setting up work placements with local employers, making referrals to relevant local support services, and building job search and interview skills. The scheme was promoted through ethnic media sources such as Bengali TV and local community newspapers, and was complemented by "Faith into Work" workshops run by the London Muslim Centre which focused on the importance of work from a Muslim perspective. At the same time Working Links worked with local employers to reassure them that their recruitment needs could be met at no risk to their business. Employers responded favourably to the project, and particularly the fact that it encouraged greater inter-faith dialogue. However, it was found difficult to secure work placements with local employers, and some participants were reluctant to take part in unpaid work placements. The project ended in December 2008 due to funding cuts. Over 18 months it engaged 262 clients, placed 85 individuals into work, 55 beneficiaries entered further education and 13 acquired basic skills and qualifications.

Linkages to good quality employment

Young people looking for work need to balance the benefits of acquiring an immediate job with the need to secure a position which will offer good quality employment and opportunities for career progression. Similarly, it is important that when local initiatives match young people from a migration background to jobs, they are good quality and offer decent pay and working conditions. In Seine-Saint-Denis, a voluntary sector organisation, C2DI 93, is working to mediate between long-term unemployed youngsters and local businesses to ensure not only that a good match is made, but also that the resulting contract is long-term, working conditions are appropriate, and there are members of the workers' new team who will provide initial support for the recruit when they are settling in.

Promoting public sector employment for minority youth can in some cases provide opportunities for better quality jobs. Immigrants and their offspring remain under-represented in the public sector in several countries. In France, for example, relatively few native-born children of immigrants are employed in the public sector, despite the fact that virtually all have French nationality (OECD, 2009a). As large local employers, local authorities and municipalities are in a frontline position to increase minority representation, thereby improving their own service and staff diversity. They can put into practice methods such as positive action and blind recruitment, and lead by example to encourage private sector employers to do the same.

The Netherlands and Belgium in particular have long-standing policies tackling the different points in the recruitment process where immigrants are at a structural disadvantage. These include the introduction of anonymous CVs, special apprenticeship places for young people with a migration background, special training to help them pass the recruitment tests. Specific target quotas for the employment of migrants and their children in the public sector have proven more controversial as these require the registration of persons with a migration background – a contentious issue in many countries. Overall, the public sector recruitment processes aimed at immigrants seem to have achieved some

degree of success in both countries, and the children of immigrants are relatively well represented (OECD, 2008b). France has responded to the issue and recently launched an emergency plan for youth employment, Acting for Youth, which aims to provide additional training and employment opportunities for youth. As part of this it will subsidise additional contracts in the public sector targeted towards disadvantaged youth (OECD, 2010a).

In the United Kingdom, providing short-term job opportunities for youth in the public, voluntary and private sectors was an important focus for the Future Jobs initiative. Introduced as part of the 2009 national Backing Young Britain Programme, a Young Persons' Guarantee (YPG) was established for all 18 to 24 year olds reaching six months unemployment. It guaranteed that all would receive an offer of a job, training or work experience. The Future Jobs initiative was one strand of the YPG and encouraged local consortia to bid for funding to create 100 000 jobs for young people unable to find work or training. The jobs were created in the public, private and voluntary sectors. £1 billion was made available for the scheme, which represented a partnerships approach between the national and local levels.

At the local level Action Acton, a charity, development trust and social enterprise, bid with two national third sector organisations in two consortia and agreed to source 140 jobs for young people and provide in-work support for 26 weeks including mentoring and training in the Borough of Ealing, West London. Ealing is one of the most ethnically diverse local authorities in the country and has experienced an increase of over 50% in the number of migrant residents (Blackmore, submitted). The social enterprise filled all 140 jobs by early 2011 and secured placements in all industry sectors. Approximately 70% of youth placed were from ethnic minorities and subsequent to placement approximately 60% were offered permanent employment. It also created nine internal positions and liaised with other organisations to place other youth.

The key success of the programme is that it gave unemployed youth an opportunity to break out of the "no job, no experience" cycle. The national programme also gave considerable flexibility for shaping and implementation through local organisations and could be quickly altered according to lessons learnt from delivery. It was reliant on strong partnerships and consortia working to deliver the number of jobs in a short time span. Local authorities, regional and local NGOs and private sector employers could also bring their own established networks to the programme, meaning most of the work required to source job placements locally was already in place. In addition, contact with local Job Centre Plus branches (the PES) - which advertised the Future Jobs vacancies and referred young people to them - was vital in overcoming bureaucratic obstacles and fostering positive partnership working. The Future Jobs scheme was a time-limited response to the downturn, and will end in early 2011.

Box 19. City based responses to rising youth unemployment: Madrid and Barcelona

Spain has suffered serious job losses in the economic downturn, and young people and immigrants have suffered the effects of this crisis most intensely. Since late 2007 to the present day, 79% of jobs lost were held by young people (Survey of the Economically Active Population, 2010).

In the context of this rise in youth unemployment, the Employment Agency of Madrid and Barcelona Activa, the local development agency of the City Council of Barcelona, have taken additional measures to assist at-risk and poorly integrated youth. Both cities have a high percentage of immigrant and ethnic minority residents, mainly from Latin America, which has generated a major rethink of local government actions in the design and implementation of public policies, and mainstreaming departments of immigration, employment and education. In the Employment Agency of Madrid programmes, for example, there were 18% more immigrant users than native Spanish in mid-2010 (Employment Agency of Madrid). Generally, active labour market policies address all young people, there being no tailored programmes for young people of specific nationalities. Non-profit organisations can apply for funding for projects for particular ethnic minority and immigrant populations through public

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calls for grants.   Programmes often provide a salary to participants as long as they are learning a profession in activities deemed to be in the public interest. In Madrid access to employment and training programmes is exclusively through the Employment Agency, so to be eligible people must be unemployed.

Examples of youth specific employment programmes on offer:

- **Municipal Occupational Integration Workshops** in Madrid combine work with learning a profession. While collecting a salary, the candidates receive formal training to achieve a professional qualification.

- **Employment and training workshops** in which learning and acquiring skills alternate with work in activities related to the protection and promotion of artistic, historical, cultural or natural heritage e.g. improving public spaces. Employment workshops are aimed at persons over 24 years old, while training workshops are directed at those under 25, lasting between six months and two years.

- In Barcelona the **Conecta.Joven Programme** is offered, aimed at youth aged 16 to 25 who have left the school system without having obtained a secondary education qualification. It provides guidance about the labour market, employment sectors and professional profiles. The programme focuses on giving young people the skills that companies most value. In addition, participants have the opportunity to do internships in companies and learn about the job market, as well as being provided support to prepare for entrance exams to mid-level vocational training. It also gives specific professional training for particular employment sectors (e.g. hospitality, sales, technical, health care). There is continuous personalised monitoring throughout the process and it serves an average of 100 young people per year.

- The **Youth Training Employment Plan**, Barcelona, promotes the employability of young people, mainly 16 to 19 years, who have not successfully completed the fourth year of compulsory secondary education. It encourages them to take up a training scheme or start an occupational activity. A personal itinerary is developed for each student through four phases: information, guidance, professional training and integration. Programme leaders work constantly with schools mentors to achieve referrals and families are involved so that they can help guide their children to relevant programmes. It integrates the local resources of Barcelona Activa, the Municipal Institute of Education and Youth Delegate Council.

Source : CIDALIA, submitted

Targeting local growth sectors

Local initiatives can help boost the employment chances of the young people they help by focusing on viable and sustainable employment sectors. Rath (see OECD, 2006a) has stressed that it is vital that the labour market context, and in particular the local "opportunity structure" are taken into account when developing local initiatives – otherwise immigrants risk being prepared for jobs which do not exist. It can be difficult for local initiatives to maintain up to date information on where new jobs are emerging, which means that many provide relatively generic labour market advice. This can lead to an un-necessary focus on the perceived "deficits" of minority youth (their personal confidence and generic job search skills for example) rather than on ensuring that young people understand and can respond to local demand (OECD, 2006a).

In Racine, Wisconsin, a decision to focus on green growth within the E3 summer scheme was made on the basis that this was likely to offer new sources of employment and new markets for entrepreneurship in the future (see Box 16). Historically immigrants were attracted by employment opportunities in the town's many manufacturing-related industries. As these industries have struggled, minority residents have similarly struggled to access high quality jobs and career opportunities. The growing interest in green growth is taking several forms - at the grass roots level many local

entrepreneurial ventures with a green focus are beginning to emerge, and groups like S.E.E.D (Sustainable Edible Economic Development) are working to promote sustainable businesses and business practices. Elsewhere in the United States, the State Workforce Investment Boards of Alaska, Connecticut, Ohio and Minnesota, are using a federal grant to encourage environmental up-skilling among minority populations and other social groups in the community. In Canada, a social economy green enterprise in Montreal has also proved a useful vehicle for offering opportunities to young minorities in the area of green enterprise (Box 20 below).

Box 20. Insertech Angus, Montreal

Insertech Angus is a social economy green enterprise which specialises in recycling computers from different public agencies and private enterprises. It is embedded in the Technopole Angus social enterprise park in Montreal and provides training for young people excluded from the labour market. Created in 1998, Insertech Angus has a turnover of 1.5 million CAD a year. More than 550 young people have benefitted from the enterprise's nine month training programme which offers specialized training on computer production and maintenance, citizen education, social integration for new immigrants, and preparation to enter the labor market. Following course completion, 90% of graduates find a job or go back to school. Participants are mainly young men from different ethnic origins e.g. Latin American, Haitian, North African.

It is funded by a combination of public finances and revenue from sales. One of the projects main strengths and sources of innovation is that the recycled computers carry their own "brand" which is used to market the project's societal aims in Montreal. Local businesses, the public sector and the local community support the initiative not only by participating directly but by donating and buying recycled computers, thereby supporting the triple aims of societal and workforce integration, local economy development and strengthening the "green" economy. Insertech Angus is involved in sharing and applying its training experience in developing countries including Argentina, Haiti and Guatemala.

Source : Fontan, 2010.

Supporting good quality entrepreneurship

In light of rising youth unemployment, youth entrepreneurship has come to be increasingly seen as an effective employment alternative. People of migrant descent tend to have higher rates of enterprise and self-employment and this has grown in most OECD countries in the past decade (see Figure 7). Consolidating entrepreneurial skills in young people from minorities can benefit local economic development by creating a powerful cadre of future local business and civic leaders, but it is important that support is given to allow young people to build and grow local firms so that they do not get trapped in survival entrepreneurship.

Figure 7. Foreign-born persons in self-employment in OECD countries, 2000 and 2005 (%)
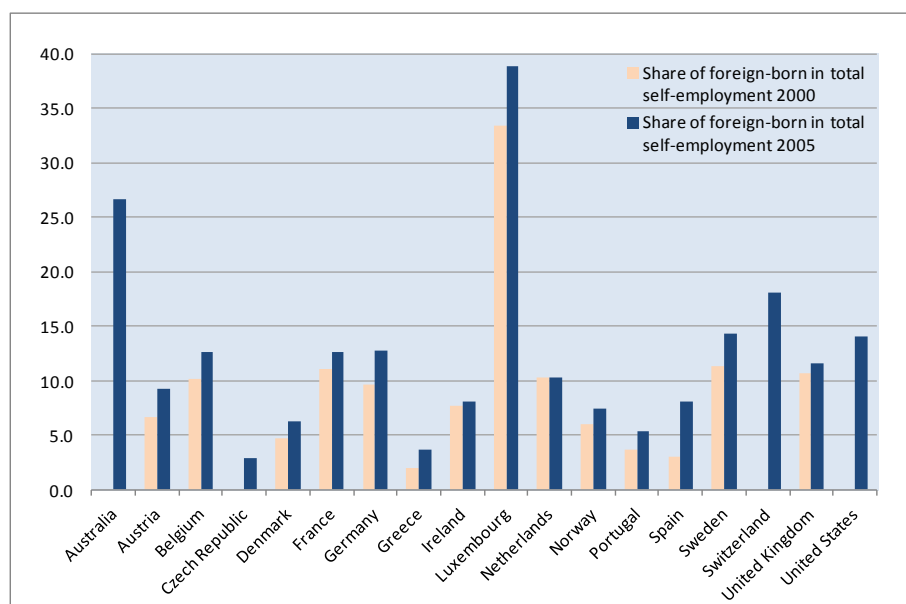
European countries: European Union Labour Force Survey (data provided by Eurostat); United States: Current Population Survey, March Supplement: Australia: Survey of Education and Work, 2004.

Source: OECD, 2007a.

Recent OECD LEED work on youth entrepreneurship has developed a criteria list for those active in the area of youth entrepreneurship. The criteria list can be read as a "tool" to assist with strategy and practice creation and has three dimensions: opportunity creation, entrepreneurship education, and start-up support (OECD, 2009g). Opportunity creation is about making places conducive to youth entrepreneurship and ensuring that it is recognised and appreciated locally. The higher this recognition and appreciation for entrepreneurship and the deeper entrepreneurial behavior is embedded in society, the greater the public support and the easier it is to recognise opportunities and turn them into business ventures.

A number of the case study interventions work with minority youth in encouraging them to establish their own businesses, mainly providing opportunity creation and start-up support. JOBS for Roma is a unique intervention established to specifically improve Roma employment outcomes through the establishment of two Business Centres in Roma communities. It was introduced as part of a larger employment and business support programme - Job Opportunities through Business Support (JOBS) – a joint undertaking of the United Nations Development Programme and the Ministry of Labour and Social Policy.   Three priority areas were identified; (i) to increase employability; (ii) to promote and support entrepreneurship; (iii) to intermediate between community and the job market (see Box 21).

With a total budget of USD 29.7m (2000-09), JOBS Project supported 37 700 jobs and trained 60 900 people. Local micro business and start-ups accessed over USD 19m in direct financing.

The Roma Business Centres are located in two Roma deprived communities in Bulgaria. A package of services was provided to unemployed people, micro entrepreneurs, business starters and vulnerable groups, including young people and women. The centres perform an advocacy role specifically for Roma entrepreneurs and offer services including business advice and direct financing opportunities, in addition

to helping in skills development and business management. Over the duration of the project (2004-09), 590 people were directly assisted in finding new jobs and 16 Roma companies were created. Business types include agricultural producers, clothes makers and traders, construction companies, a sports centre and an internet club. Two of the companies stopped trading in the early stages of development, however the rest are in operation and over 25 jobs in the locality have been created, albeit mainly serving the Roma community. All were small scale initiatives, employing one to three staff members, and often family run.

Box 21. JOBS for Roma, Burgas and Pazardjik, Bulgaria

Target group: Roma community in two neighbourhoods

Intervention type: Two Business Centres offering employment and business support in urban and rural areas

Rationale: The extreme levels of deprivation and unique problems facing the community justified the need for a clearly targeted approach and customised strategies. Pre-start surveys indicated high levels of long-term unemployment, poverty, social exclusion and illiteracy in the Roma communities. The intervention is unique in that it was established specifically to improve Roma employment outcomes through two Business Centres. Roma young people were recognised as particularly vulnerable and account for 25% of clients. A partnership approach was taken in establishing the centres, with mixed teams and management boards comprising both Roma and non-Roma representatives.

- By the end of 2009 over 1 000 Roma people were trained, almost 10 000 received employment advice and 590 were directly assisted in finding new jobs.

- 16 Roma companies were created.

- All original targets were surpassed.

Weaknesses: Initial project planning failed to grasp the scope of the challenge and the much longer time frame required to have an impact, and it proved difficult to establish the projects locally in such deprived communities. It also proved difficult to create a pro-active local vision for the future of the centres and the JOBS for Roma example, although well received and much appreciated, did not lead to tangible practical action on behalf of the local authorities to introduce more efficient and inclusive services for Roma. Also, hopes that the Business Centres would be able to get a steady flow of grants and other income streams failed to materialise in time, forcing a cut of staff and services. Businesses established have tended to be small scale, family run and mainly serve the Roma community.

Source: Ivanova and Ilieva, submitted

Révélateurs de Talents, Paris

What? An annual competition for the best young local entrepreneur. 40 candidates, 10 nominees and a prize of 12 000 EUR.
Why? Bring social recognition to young would-be entrepreneurs, not just to boost their self-confidence but to create a sense of local pride in the community.

How? Awards held in a public space in the heart of the city, selection committee of local partners from public and private sectors. Event is filmed, winners interviewed and posted online.

The Enterprising in the Neighbourhood Programme (*Entreprendre en banlieue*) in Northern Paris is another intervention which aims to reduce youth unemployment through entrepreneurship in unemployment hotspots. It encourages young people to consider job creation as an alternative to job seeking and gives them the assistance needed in making this a reality. Créo-Adam is located in Aulnay-sous-Bois, one of the main cities of Seine-Saint-Denis in North-Eastern Paris; youth unemployment is at 45%. Set up in 2003, Créo-Adam is a non-profit organisation led by two local individuals and receives financing from PlaNet Finance France, the *Préfecture* de

Seine-Saint-Denis as well as private sector bodies. The rationale of the entrepreneur programme was threefold: (i) high urban unrest in the area, fuelled by under-employment, school failure and unsuitable housing conditions (ii) entrepreneurship was perceived as open to "elites" only, (iii) there was a clear lack of business initiatives in the area and developing economic activity from below would contribute to regenerating the city. Young people from ethnic minorities, generally aged 25 to 30, are the target group. Most are young men but efforts are being made to attract more women through a new, specific label "Creator feminine style" (*Créateur au feminine*).

The support provided by Créo-Adam is similar to that provided by other micro-credit initiatives. It provides a diagnostic and guidance through the process, helps young people to access finance and sort out administrative procedures, and provides follow-up assistance. Its website features short video presentation of young entrepreneurs as a means to broadcast their talent to a wider audience. It also fully embraces social media to connect with the youth market, including Facebook and Twitter. Recently it created a noteworthy initiative entitled Talent Revealers (*Révélateurs de Talents*), a competition which seeks to reward and value the entrepreneurial spirit of the young people. It is sponsored by L'Oréal and PSA Peugeot Citroen, with annual award ceremonies being held in public spaces such as local shopping malls. Rather than bringing in older and experienced role models, the idea is to encourage "identification with, and emulation of peers" (Nativel, submitted). In 2008 115 young people were advised on company creation; 72 projects were followed and 25 young people created their own companies, creating a total of 36 jobs, an increase on 2007. The success rate is 83% after three years.

Career progression and up-skilling

To ensure good career outcomes, accessing work is not the only issue of importance but also progressing within work. Discrimination and disadvantage can also operate within the workplace to prevent young people from excelling, while in some cases additional skills (including soft skills and language proficiency) are needed for newer immigrants to progress. By working with young people to experiment with starting new businesses in their summer vacation, the YouthBiz project in Racine, Wisconsin, for instance, encouraged young people to think of jobs not just as means to immediate financial gain, but as part of a long-term career development.

Career pathway programmes have been shown to be an effective way of helping minorities overcome labour market barriers and to progress over time to successively higher levels of education and employment. The City University of New York, for instance, has put into place career pathway programmes in a number of employment sectors, including healthcare and hospitality, which offer connected education and training programmes and support services. The schemes have been developed in partnership with local employers and local unions, and ensure that short modular training courses are available which working people can access in support of their careers progression. This can take the form of "bridge courses" which provide useful technical skills while also in many cases offering extra language tuition. Early indicators show good programme completion rates and evidence of promotions, although the schemes are currently small scale (OECD, 2009e).

Box 22. Key recommendations

- *Outreach and advocacy services are essential:* They often fill the gaps between mainstream public services and can insert participants into a diverse array of local networks, which in turn allow them to build connections with traditional service providers, employers, local mentors and peers beyond their ethnic community. Ultimately they can serve as pathways to new careers and opportunities for young people, particularly those with limited work

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experience.

- *Local initiatives should work with employers*: It can be problematic to tackle discrimination in the labour market, but active work with employers to create diversity plans and better understand the ways in which they directly and indirectly discriminate against minority young people can be very effective. Legislation covering employers' recruitment and workplace practices must be continually monitored and implemented when necessary to ensure that discriminatory practices are discouraged. For the hardest to reach groups (such as ex-offenders), intensive work to rebuild trust between local young people and local employers can be necessary, with local initiatives often playing a "brokering" role.

- *Accessible, appealing, meaningful and holistic*: Employment programmes should be easily accessed by the target group and be well marketed to create interest and local buy in, perhaps offering incentives to participate e.g. paid work placements. They should also provide clear connections between the new skills and competences acquired and better career outcomes, possibly focusing on sectors which are experiencing local skills shortages or growth potential. They can also be coupled with general career preparation and developing soft skills such as leadership, raising self-confidence, alongside more traditional employment skills Providing supports in other areas or developing strong links with the relevant organisations can also be useful, such as housing, legal advice, counselling and health care.

- *Raise aspirations and build networks:* Many local initiatives focus on building aspirations, encouraging young people to recognise their key strengths and potential in the labour market. Interventions should also expand networks for minority young people to allow them to create social capital and break out of traditional employment sectors.

- *Considering job quality:* It is important that young people do not get stuck in poor quality "dead-end jobs". Providing ongoing support and training once young people are in work to help them to retain their employment and secure ongoing career progression is also important. Local interventions need to be well informed about local opportunities in the labour market. Initiatives which specifically target local growth sectors may increase the chance of future employment.

- *Entrepreneurship as a valuable channel for raising employment:* Entrepreneurship is an effective way to get more young people from minorities into jobs, however it should be supported as part of broader employment interventions as self-employment is not a panacea to poorer migrant youth employment outcomes. Support to grow and diversify local minority businesses is also important.

POLICY CREATION AND DELIVERY

This section examines how policy can be shaped and targeted. Initiatives can be focused at a specific group by ethnicity, religion, gender or they can take a broader area-based approach. There is some disagreement as to which approach is best, with some arguing that tracking and targeting non-native populations is "racialising" poverty. Instead, disadvantage and poor employment outcomes are categorised as "problems of exclusion" in some countries. Policy and programmes can operate "back door" targeting, which offers a universal entry point accessible to all, but also provides targeted support measures to provide more specialised assistance. A partnership-based intervention can offer benefits which a stakeholder operating in isolation cannot access. Co-creating initiatives with NGOs, civil society, social enterprises, employers and young migrants themselves can ensure that initiatives are well-targeted and effective. Funding mechanisms are increasingly hard to access during a time of public deficits, which can impact on the scale and catchment area of interventions. Local initiatives are having to become increasingly innovative in how they search for funds and bring in private sponsorship. Finally, the importance of policy and programme monitoring and evaluation is underlined.

How can policy be targeted?

As can be seen by the case study examples, working to improve the employment outcomes of migrant youth at the local level is a complex issue and there is no one-size-fits-all solution. However, shaping and governing policy according to certain methods, and implementing certain targeting practices can increase the likelihood of achieving positive outcomes. Targeting is an important and controversial issue. As we have seen, young people from migrant backgrounds have worse average labour market outcomes overall than their non-migrant peers. When designing labour market policies, should they be targeted by ethnicity to balance these unequal outcomes? It is already common practice to direct policy by gender, age, income level so should ethnicity be any different? What are the comparative advantages of shaping policy according to place-based criteria? This is an area of much debate and little practical consensus.

Table 3.   To target by ethnicity?

To target	Not to target
• Targeting focuses in on the specific characteristics and needs of a certain group within the wider population, ensuring a finer grained, more individualised, culturally sensitive approach.	• Targeting by ethnicity can "racialise" poverty and highlight differences. This can lead to competition between communities and can potentially aggravate racial unrest if minority groups are perceived by the wider community to be treated preferentially.
• Targeting can make up for concurrent discrimination taking place elsewhere in society or for past discrimination.	• It runs the risk of inefficiently screening in those who are not in need of additional support, while screening out non-migrants who require extra help.
• Targeted programmes can reach those most in need and not "on the radar" of mainstream organisations.	• It can have a stigmatising effect on interventions and create racially homogeneous initiatives. Those recruited by the process can be resented by others, particularly in

	the work place.
• Existing services offered by mainstream employment service providers are under-utilised by ethnic minority youth. Targeted programmes may encourage greater uptake and improved outcomes.	• Young migrants may feel that they do not need to be targeted as they are offered the same opportunities as their native peers. Emphasising the need for additional interventions can reduce motivation levels and instill a sense of apathy.
	• Employment schemes aimed specifically at migrant youth rather than "youth left behind" may not achieve wider political and social support in the context of limited public resources.

Some argue that a targeted approach which confronts the existence of disadvantage and discrimination face-on is fundamental. The United States has gone the furthest in practising "positive discrimination" by targeting minorities in recruitment and training programmes, many of which have proved useful in offsetting disadvantage. However, tracking and targeting immigrants as a separate group has been argued to be "racialising" poverty as it associates poverty with people from particular backgrounds, leading people to forget that they are actually looking at a more embedded and structural issue (OECD, 2006a). In France, poor employment outcomes are categorised as "problems of exclusion" rather than problems particular to migrants. Directing policy along ethnic lines also invariably involves applying labels such as ethnic minority, first, second, third generation, which can reinforce societal divisions and can stir resentment by those they encompass (see Box 23). Interventions directed at a specific ethnic group can also lead to a homogeneous client base which segregates the target group from wider society.

Box 23. The dangers of labelling

"I don't really consider myself to be Asian to be honest, I'm mixed. I wouldn't say I'm an ethnic minority. Well my parents are born in London, so are my grandparents, so I don't really consider myself to be ethnic minority…" Young person in Action Acton focus group

Policy makers may often not realise fully the interpretations that young people and others in the community place on certain group definitons. Focus groups held with young people of minority descent by Action Acton in London returned the finding that they do not like to be categorised as an "immigrant" or as belonging to an "ethnic minority". They do not feel like immigrants or minorities and see themselves as a fully integrated member of British society, having lived there their whole lives. According to the young people, the term ethnic minority automatically brings to mind hardship and has negative connotations due to media and government portrayal. With opinion polls showing that "immigration" is a top concern for the public and with the media consistently featuring stories about "too many immigrants" in the UK, it is not surprising that young people may not want to be officially identified as a first, second or third generation immigrant. Applying the term "immigrant" runs the risk of promoting an "us" and "them" mentality and many young people feel that when they are labeled as such it is a statement of not belonging.

The inconsistency in how such labels are applied was raised during the project seminar. It often varies depending on the ethnic background being described; is a white young person who moves to the UK from another European country or North America likely to be commonly considered an immigrant? Are they treated differently from their "visible" minority peers? Are you considered an immigrant only if you look different from the majority population or are worse off? And when does labeling end - at the sixth, seventh generation? Seminar participants also felt that they were further segregated by being dubbed as an immigrant, adding that frequently they and their peers did not need to be targeted as they were offered the same opportunities as their native, white peers (Adem, K. and R. Begum, comments made during the *Ensuring Labour Market Success* seminar,

How do local initiatives target?

Each of the local employment interventions examined in the case studies has a specific target group, whether this is the local community, area youth, a particular ethnic grouping, or a certain gender or religious group etc. They have the common aims of 1) raising awareness among the target group of services and supports provided by mainstream services in order to increase minority usage, 2) providing locally-based services which are more accessible to the target group, thereby also increasing the likelihood that they will be used, and 3) providing customised supports and intervention types for the target group which mainstream services are considered not to provide. What the case studies have shown is that there are a range of approaches to targeting minority youth, ranging from active and deliberate ethnic targeting, to aiming policy at all youth in a local area.

- A large number of policies and interventions are **orientated towards a specific ethnic group**. The Hello Work youth career guidance programme is specifically for Nikkeijin youth in areas with high Nikkeijin concentration to aid with re-employment. Two JOBS Business Centres were established in two local areas in Bulgaria to offer tailored support to the highly disadvantaged local Roma communities. Some such programmes have very tightly set eligibility criteria relating to ethnicity and/or age - such as Kormo Shadin in London, which was open to young Bangladeshi ex-offenders;

- Other projects **focus on youth in general** (e.g. the E3 Program, Wisconsin which is open to all young people regardless of background or ethnicity). Such initiatives often emphasise the importance of working with a mixed peer group in order to build aspirations and support new and beneficial peer-to-peer networks. These initiatives often have a dominant minority user group, however, usually reflecting the ethnic composition of the local area. This can be seen in the JADE social driving school in Northern Paris which has a large North African clientele and the Youth Competence Centres in Antwerp which have a mainly Moroccan user group;

- Some projects **target religious groups** as opposed to particular ethnic minority groups. For example the Muslim Employment Project (see Box 18) works with Australian Muslims in Brisbane;

- Many of the programmes **employ staff from the same ethnic background** as the target clients. The Muslim Employment Project, Shiluvim Programme, ADAB centre, and the JOBS for Roma Business Centres include staff members from the same community/ethnicity as that which they serve. Such an approach is regarded as a critical element of success. Reflecting the ethnic make-up of the targeted community in the programme can increase participation by the target group as users feel more at ease, it removes potential language barriers and often ensures a greater cultural and social understanding. In some cases programme staff act as role models for young clients.

- In several studies, policies were **targeted according to gender** or ended up attracting one gender over another, usually male. For example, in Antwerp the WAC counsellors found it much easier to engage with young men from Morocco, because they were more likely to be found in

public "hang outs". Young girls were much harder to get involved, as was the case in many of the initiatives studied, which meant that special measures had to be put in place to attract girls.

"Back door" targeting and local needs assessments

One model which offers a compromise between universal employment supports and finer tuned actions for migrant youth is a "back door" targeting approach. Rather than taking a primarily or overtly ethnicity-based approach to employment services and outreach programmes, universal "front door" services are provided which are accessible to all at neighbourhood, town or city level. However, within these targets are set for attracting a certain percentage of minority youth, and/or more targeted types of support are offered once young people come to the service which are more sensitive to their particular needs.

Figure 8. Back door targeting
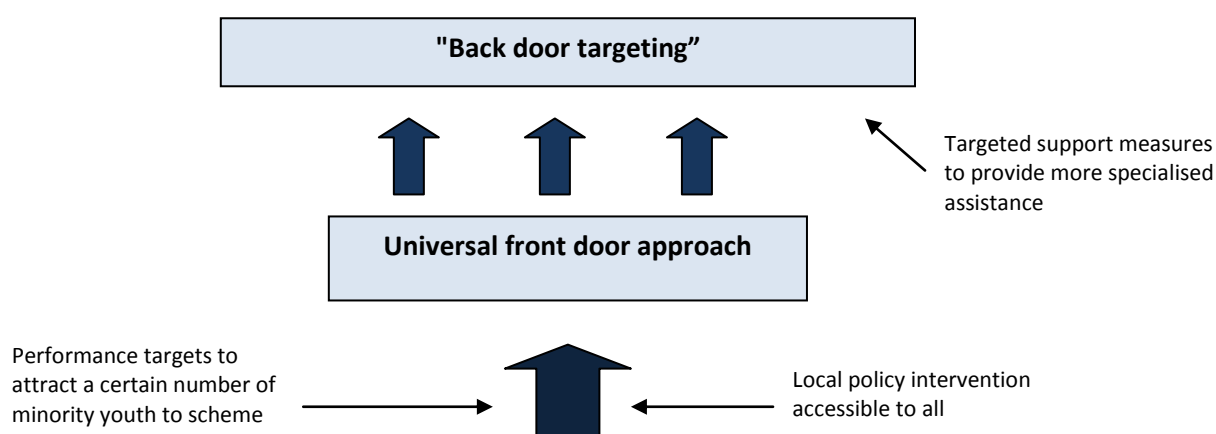
Gächter (2010) argues that an impartial local needs assessment is imperative when setting up a community based initiative. It is important not to start from the assumption that certain easy to identify markers, such as ethnicity, delineate the boundaries of need as popular perceptions of these markers are often wrong. Agreement between stakeholders on the basis of "common sense" is not sufficient; it is crucial to conduct research into where the disadvantage lies and where the "repair work" is required as a young person can be disadvantaged for many different reasons, including their place of residence, or family background. Thus, all projects should be accompanied by a proper and sound diagnosis of the needs, experiences and outcomes of the user groups prior to implementation.

In a presentation made during the OECD LEED *Fulfilling Promise* seminar, Gächter put forward the following issues to consider in relation to targeting:

1. Targeting can be positive or negative, conscious or unconscious. It is important to **make targeting as conscious as possible** as un-reflected targeting can be negative.

2. **It is important to target the discriminators as well as the discriminated**. The emphasis is usually put on the discriminated against in order to ensure that they better conform to the expectations of the discriminators (e.g. employers, educators, public sector institutions). There can be deficits in the systems of education, employment, training, housing, etc., so a targeting of the system and its stakeholders that produced the deficit is required.

3. If targeting is meant to be remedial, it must at the same time also **prevent further curative need**.

4. **Targeting must be "just"** – it must follow need rather than broad ethnic markers.

5. **There needs to be a deadline from the outset for phasing out targeting and bringing in mainstreaming**. Here lies an opportunity for NGOs and smaller organisations to carry out training, which could be paid for by mainstream agencies.

6. Policies which target need to be **continually monitored, assessed and improved**. Society is in a constant state of flux and policy must reflect this.

Supporting minorities within broader area-based approaches

Target? Yes, but target the issues and the places and not the people

Research has shown that ethnic minority populations tend to cluster in specific communities and neighbourhoods and to be over-represented in areas of high deprivation (Stoll, 1999). In many of the case studies, there was a clear clustering of immigrant populations, whether first, second or third generation in particular districts. In Madrid, for example, in all districts at least 10% of the population is foreign born and this heterogeneity increases at neighbourhood level (CIDALIA, submitted). While these may not necessarily be "ethnic enclaves", there is clear territorial inequality in the distribution of the non-native population, which in turn can lead to "postcode discrimination" when employers are less likely to recruit from particular places. Such places often suffer from low employment rates, intergenerational poverty and a lack of local employers and businesses, in addition to strained public services.

"Individuals' educational and employment decisions are embedded in the meso-level institutional, neighbourhood-based settings wherein they attend school, learn of academic and work options and ultimately seek out school and job opportunities". Morando (submitted)

Area-based approaches to inject new life into local communities through boosting entrepreneurship, providing support for better access to local job opportunities, investing in safer urban spaces so as to reduce criminality, and increasing access to local public services can give significant support to young people as they build their future lives. This is the case whether or not they remain in the neighbourhood. Focusing on neighbourhood assets and individual assets – the energies and economic potential of local young people - can be more effective and positive than focusing on the perceived deficits of a disadvantaged group in the labour market. For example, renovating old buildings and creating new spaces for young people to develop new cultural activities or new businesses can give a strong boost to help people to build new competences and new networks. This approach is evident in youth employment programmes carried out by the Youth Competence Centres in Antwerp which gave young people the chance to get involved in converting old buildings to uses more in demand. Similarly, the Employment Agency Madrid provides paid training placements in work relating to the protection and promotion of artistic, historical, cultural and natural heritage. Improving the quality of the built environment in such a way contributes to public services and facilities, and local community well-being in general.

An area-based approach may be appropriate to tackling some of the broader socio-economic problems faced by the children of immigrants and later generations of youth. In France, this is a particularly strong policy focus because minorities are not officially recognised within the French republican model (see Box 24).

France pursues an "implicit policies" approach which targets deprived localities with a high immigrant population rather than ethnic minorities per se. Ethnic or cultural treatment (profiling, targeting, monitoring, etc.) do not come into consideration and minority youth are assisted in accessing employment according to area-based interventions. So much so, in fact, that the expression *jeunes des quartiers* (youth from the neighbourhoods) is often used to refer to young people of immigrant descent.

There are currently 750 neighbourhoods in France classed as Sensitive Urban Areas (*Zones Urbaines Sensibles* or ZUS) which benefit from specific state funding. The ZUS programme was introduced in November 1996 to reduce exclusion in metropolitan areas and promote the labour market integration of residents living in deprived housing. Under the *Zones Franches Urbaines* status (ZFU), which are ZUS benefitting from further help to stimulate economic activity, tax exemptions are granted to small companies locating in the area. The National Observatory of Sensitive Urban Areas monitors ZUS and ZFU and places an important focus on youth because "*Inversely, the proportion of unemployed or inactive youth is always twice higher in these neighbourhoods than elsewhere: altogether, one young person out of four living in a sensitive neighbourhood is unemployed or inactive against one out of eight in the other neighbourhoods of the same metropolitan areas*" (ONZUS, 2009, cited by Nativel, submitted).

Seine-Saint-Denis, a deprived North-Eastern suburb of Paris, is a culmination of "three-pronged stigmatisation": the poor image of the area itself, a fear of young people living in the area, and the recurrent fear of immigrants (Vieillard-Baron, 2006). It concentrates a high proportion of people of immigrant and ethnic minority descent and 40% of the population lives in social housing. The unemployment rate in Seine-Saint-Denis in 2010 Q3 was 11.2%, compared to a 9.3% unemployment rate at the national level (INSEE, 2010). The unemployment rate among those below the age of 25 and officially classed as immigrants is 35%. The recent economic crisis has worsened the position of young people from migrant backgrounds in the labour market. By the end of August 2010, there was an increase of 27.7% registered job seekers aged below 25 within the past two years. It is, however, striking that Seine-Saint-Denis displays significant levels of economic activity with some major French companies headquartered there.

In the town of Clichy-Sous-Bois in Seine-Saint-Denis, the unemployment rate is one of the highest in France and youth unemployment is up to 45% in some neighbourhoods (INSEE, 2010). This is where urban riots broke out in November 2005. They led to a range of area-based efforts which were given a boost in order to attract businesses and regenerate the built environment. Most of the areas are classed as ZUS or ZFU and therefore qualify for the 2003 National Programme of Urban Regeneration, which is undertaking a major regeneration of the social housing stock. It is estimated that by the end of 2013, a total of 530 French neighbourhoods with a total resident population of four million will be regenerated. The programme states that 10% of the jobs generated through the programmes, both directly or indirectly, must go to the local resident population.

In a further example of a firmly place-based approach, in 2008 the national government launched a national Hope for the Suburbs programme, designed to specifically address the labour market integration of young people from ethnic minorities. However, budgets have been cut following the onset of the 2008 financial crisis and the programme came to a halt in 2010.

Source: Nativel, submitted.

The governance context

Partnerships

A partnership approach was found to be a vital component across the case study areas in both tackling entrenched barriers and generating new networks of opportunity for young people (see Figure 9). In Racine, Wisconsin in the United States, 16 partners from the public and private sectors were able to come together rapidly to put in place the summer E3 Program offering a great variety of work placements. This process was facilitated by the fact that these agencies and businesses had collaborated in the past, and were already familiar with each other. It can be a great deal more challenging building new partnerships and new initiatives when local capacities are not already there – for example, in Antwerp, out of the three Youth Competency Centres that were established, the process was smoothest and quickest when it built on existing collaboration. Where such collaboration is not already present it can

take a long time to build trust, partnerships, and ownership of new local initiatives, even though the process of capacity building can itself be valuable. The Vienna Network DYNAMO initiative shows how putting in place a networked response also creates a more integrated service which allows participants to access a number of different, follow-on programmes, thereby aiding continuous learning and development.

Figure 9. Benefits of a partnership-based approach
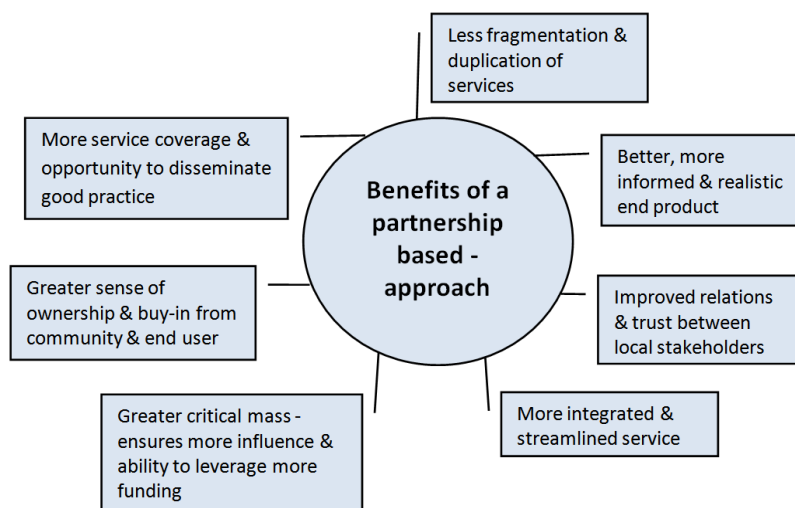
A number of the case study projects ensured that they were "co-created" with local minority youth to create greater buy-in and ownership. Not only does this ensure that local initiatives are well adapted to the needs of youth, but the involvement also directly helps young people to build soft and more technical skills. In Wisconsin, for example, some young people were involved in the Youth Advisory Board for the E3 Program, while others were trained at a local university campus in evaluation methodologies to monitor and ascertain the project's success. In addition, many programme participants later become volunteers in the programmes, giving back through their time and energies, serving as role models for the next generation of young participants, and improving their employability in the process by gaining work experience. Or indeed the organisation itself may "head hunt" particularly talented young people who have followed the programme, as is the case with Action Acton in London which employed several young people participating in the Future Jobs Fund.

It is not always easy to establish the partnerships required to ensure that holistic approaches are a success, however. Partnerships can produce short-term and parallel initiatives which fail to impact on the way in which the majority of services are delivered locally. LEED research has shown that in the longer term the impact of partnership on governance is greatest when the partnership "*helps the partners, including the public services, to do a better job*" (Giguère, 2004). As such, partnerships to help minority youth may be most effective when they focus not on the delivery of new services, but on becoming "agents of change" to support the development of public services which are more effective, more targeted and more easily accessible. In order to support such mainstream developments it is imperative that local stakeholders establish processes for mutual learning, and that lessons learned are transferred to the national offices of more centralised services and institutions.

For more recent migrant youth, co-operation with diaspora organisations can also be important (Froy, Giguère and Hofer, 2009). In Madrid, for example, research into the educational progress of young

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Ecuadorians was funded by a national Ecuadorian body (Segretariá Nacional del Migrante) - Support Systems for the Ecuadorian Human Talent Abroad – to identify, among other aspects, the knowledge and training areas of Ecuadorian students. It has commissioned similar research elsewhere in Spain and Italy (CIDALIA, submitted).

Outreach and the role of social enterprises and NGOs

Outreach can play an important role in extending the reach of public services to areas of deprivation. Local community organisations (such as NGOs) can often provide active and targeted support at local level, and can fill the gaps in services left by mainstream public sector agencies. They are able to focus on the needs, objectives and capabilities of the target group (see Green in OECD, 2006a). Often such community organisations have a long-term presence in a locality and are widely known, which means actors have accumulated local knowledge of the target group and they can provide intensive individual care and follow-up, albeit frequently on a small scale.

It is notable that many of the migrant youth employment programmes examined for this project were implemented by social economy organisations, particularly social enterprises. The social economy has a key role to play in addressing disadvantage, improving employment outcomes and fostering social inclusion. One type of social enterprise in particular, Work Integration Social Enterprises (WISEs), can play an important role in promoting social inclusion and employment. Such social enterprises focus on work integration activities, such as skills training, the provision of employment opportunities directly, and/or through wider support activities in helping people to access the open labour market (Aiken and Spear, 2005; European Commission, 2009). Despite their ability to trade, the main objective of social enterprises is not profit maximisation but the satisfaction of socially relevant needs under the constraints of economic sustainability. This allows for the supply of goods and services to a wider set of consumers and users and greater distribution to disadvantaged social groups, supporting the process of local development (OECD, 2009f). The comparative advantage of social enterprises in contributing to this policy field lies in the fact that they are often based and embedded in local communities, contributing to the development of formal and informal networks, allowing them to engage with hard-to-reach people (OECD, 2007b). The fact that Asian Development Association of Bury is based in the heart of Bury's black and minority ethnic community - one of Bury's most deprived areas - was described as the organisation's main strength.

What are social enterprises?
"Social enterprises are generally understood as an innovative business model that meets both social and economic objectives contributing to labour market integration, social inclusion and economic development. They are a vehicle of social innovation."

Source: OECD (2009), The Changing Boundaries of Social Enterprises.

Networking and organisation-to-organisation brokering

It is important that local community organisations and social enterprises are well networked to share knowledge on the local labour market and also on emerging good practice. LEED has identified that there is a danger of a plethora of small-scale organisations developing to fill public service gaps, working in relative isolation and lacking the necessary critical mass to have lasting effects (OECD, 2006a). For example, ADAB in Bury offers a raft of different services to the local BME community seeking employment, but partnership with the local employment service was considered to be lacking. One way of improving connectedness to the mainstream is to ensure that staff move between more generalised public services and NGOs and community organisations. For example, in Antwerp, the WAC counsellors undertake short placements in the Flemish public employment service (VDAB) while VDAB staff also do short placements as WAC counsellors (Van De Maele, submitted). This is important in both transferring learning and in understanding the different constraints that each organisation is working under.

Where local authorities or public agencies act jointly and set overall strategic targets for all parties involved, there may be greater chance of improving the overall employment rates of ethnic minority and immigrant youth and of making this sustainable. Vienna's Network DYNAMO initiative, for example, has to be seen against the backdrop of the 2010 Viennese Education Guarantee Programme which was drawn up to ensure that all Viennese youth who want to participate in training are entitled to receive an apprenticeship placement, vocational training or supportive counselling service. However it was noted that this overarching initiative also caused problems as the targets encouraged a focus on quantity of educational outcomes as opposed to the quality of interventions (Friedl-Schafferhans and Weber, submitted).

NGOs, social enterprises and foundations can also play an important role as brokers or "linking organisations" to help build networks. For example, in Paris, an organisation called *Profession Banlieues* has been explicitly designed for connecting local services. *Profession Banlieues* is not a direct service provider to local residents nor to young people, instead it acts as a resource centre and an intermediary to a variety of actors from all sectors. As in many other metropolitan areas, there are a plethora of actors whose actions overlap and can complement one another, but often they remain unaware of the others' existence. Thus, brokering and linking organisations can prevent project overlap, repetition of efforts, competition between small-scale interventions, and also ensures that knowledge is more widely spread.

The Private Equity Foundation in the UK links the private equity and third sector communities to create the best support for young people. Rather than expending energy starting charities/foundations/social enterprises, it concentrates on finding the very best youth employment interventions and helps them to expand. It works with 17 partners from the third sector and over 70 firms and their advisers, including banks, law firms, accountancy firms and consultants. This provides not only vital financial support but also crucially pro bono expertise – private sector employers provide guidance to third sector bodies, such as reviewing their employment plans and giving financial and business improvement consultancy (privateequityfoundation.org/).

Working with employers

Employers are not just organisations offering jobs but policy co-creators and co-implementers

Many of the projects studied have engaged employers as sites for placements and internships, to participate in job fairs and career guidance events, and in some cases as funders. Nevertheless, absent

from the majority of studies was fuller employer involvement in labour market interventions aimed at migrant youth, particularly in the programme design and implementation stages.

Working with employers is important, not just in terms of delivering new opportunities to minority youth, but also as policy co-creators and co-implementers. The potential for employers to play a larger role in leading local initiatives is significant, particularly as the labour market becomes tighter and public sector resources diminish in many OECD countries. In the past, solving social problems has generally been ceded to governments, social economy organisations and NGOs, and yet businesses stand to gain from greater involvement. The competitiveness of a company and the health of the communities around it are closely intertwined. Companies which become more pro-active in bringing business and society together can accrue economic and social benefits (see Figure 10). Recently, Porter and Kramer (2011) have underlined the importance of "creating shared value". They argue that companies draw on the broader public assets in the surrounding community and problems in such communities can create additional costs for firms; for example, poor public education imposes productivity and remedial-training costs, discrimination reduces the pool of capable employees, while poverty limits the demand for products locally. Working with excluded migrant youth by providing them with opportunities such as internships, work placements, traineeships, mentoring arrangements can therefore bring important advantages to local firms.

Figure 10. The connection between competitive advantage and social issues
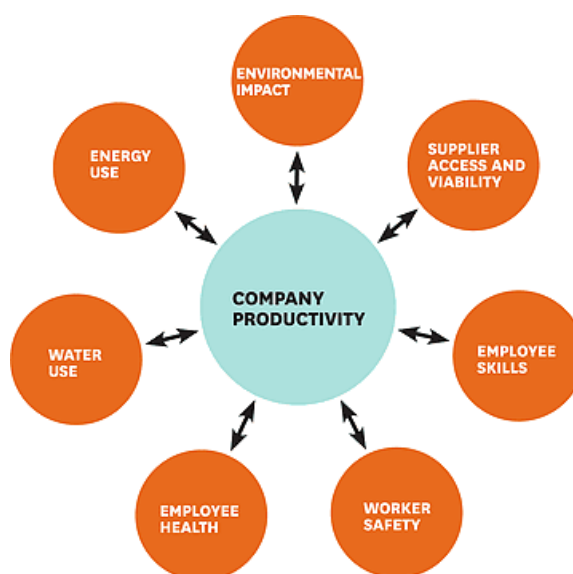
Source: Porter and Kramer, 2011.

ADAB in Bury, Greater Manchester, places a high value on the involvement of local employers and has worked hard to build up employer links within its employment programmes. The ADAB employment office liaises directly with local companies and firms to develop a relationship and understand their recruitment needs, as well as identify vacancies. Once a suitable vacancy has been identified it works with clients to help them develop their CVs and prepare for the interview. While still a competitive process, working with employers in this way has meant that many young people secure employment and employers have been able to select from a wider pool of candidates. Some of ADAB's employer centred work has focused on businesses within the recently opened shopping centre, The Rock. With over £500 000 000 of investment, The Rock is the newest retail development in the UK, and has transformed Bury

itself into one of the largest town centres in the north of England (RTPI, 2011). A number of young people have secured jobs in the centre, working with employers they would not have felt comfortably approaching previously, and it also helped in breaking down some of the cultural barriers between local businesses and the Asian community (Cox, submitted). In Racine, Wisconsin, businesses were persuaded to come on board to offer work placements for young people through appealing to the "triple bottom line" and corporate responsibility, emphasising the importance not only of economic outcomes but also social and environmental benefits of investments (Pages, submitted).

The Kormo Shadin project also dedicated a great deal of time to engaging with London-based employers on hiring a particularly hard to reach target group (e.g. IDEA store, Spitafields Housing Association and First Security). After undertaking a consultative process with employers to ascertain their views on recruiting Bangladeshi ex-offenders and find out their main concerns, Working Links responded by offering all participating employers ongoing support to ensure that their recruitment needs were met and at no risk to their businesses – which was found to be firms' largest concern. However, they found it challenging to arrange job opportunities in more traditional city-based firms and in sectors relating to London 2012 regeneration projects. They engaged with the East London Business Alliance in an attempt to respond to local employers' needs but many vacancies identified were unsuitable, mainly because programme participants did not have the pre-requisite skills to fill higher level positions. It has been recognised that perhaps a different strategic approach more targeted at unconventional employment sectors would have exposed clients to a wider range of employment opportunities (Cohen, submitted).

Funding mechanisms

Investment remains crucial

In the current fiscal environment most OECD countries are in the process of reducing public sector spending to counter deficits. This retrenchment in spending inevitably means that there will be less state funding available to support new and/or existing interventions even though the conditions for migrant youth and ethnic minorities have worsened during the course of the recession. Investment remains crucial and new, more flexible funding mechanisms need to be found, with the recognition that actions today will save funds in the longer term through reducing benefit dependency. For example, It has been estimated that the ADAB Work Centre in Bury, Greater Manchester, has provided the government with a saving of approximately £270 000 per annum[6] through a reduction in Job Seekers Allowance and other benefits (Cox, submitted).

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6. Calculated from data supplied by ADAB (Cox, submitted).

Figure 11. Case study funding mechanisms
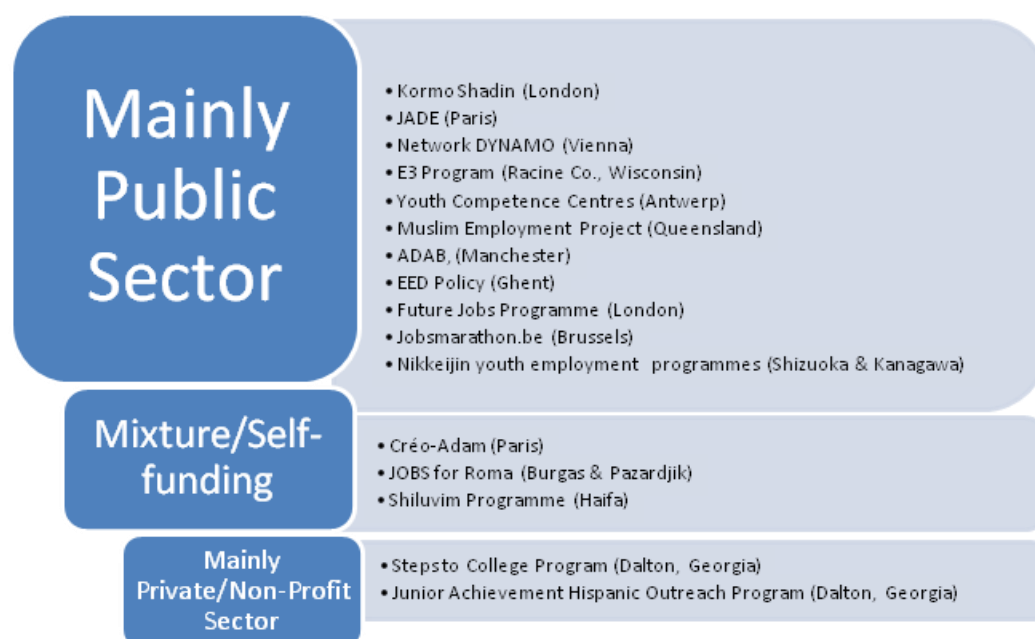
Source: *Fulfilling Promise.*

The initiatives studied in the case study areas were funded in using a variety of different funding measures. As can be seen in Figure 11, the vast majority received mainly public sector financial support, three were a mixture of private and public sector funding/self-funding, while only two were mainly funded by for profit firms. Increasing funding shortages were clearly a big source of worry in all the case study interventions, whether publically or privately funded. Action Acton, Network DYNAMO and Kormo Shadin have already seen their state sector financing drying up and/or coming to an end, while privately funded programmes such as the Steps to College Program and the JA Program, are also experiencing shortfalls. A key problem for a number of projects was also maintaining momentum at the local level after short-term project funding had come to an end.

Box 25. ADAB and the funding crisis

ADAB is a micro-level organisation operating at the community level in Bury, Greater Manchester. Consequently, although it accords with much of the broad overarching policy framework, it is of a scale that makes it difficult to secure funding from some of the mainstream agencies. This situation is expected to worsen in the coming years in the context of UK local authority budget cuts. The association relies quite heavily on volunteers to run its centre and assist with projects, and while a lot can be done through the use of voluntary labour, projects require some degree of funding to make them viable. Similarly, for projects to stand any chance of continuation beyond any period of grant support there is a need for some financial support, or mainstreaming, to take place. In Bury there is recognition that ADAB has provided a valuable service through its projects and continues to do so, but the funds are not available to provide much needed ongoing support. Some grant aid is available at present, but the organisation cannot plan for the long-term while it is dependent on short-term grant funding aligned to specific project activities.

Source : Cox, submitted.

In the context of reduced public sector funds at both the local and national levels in many OECD and non-OECD countries, there is a need for local interventions to move away from a traditional reliance on direct public sector financial support. Public sector resources will continue to be available in some way e.g. European funds, national "welfare to work" funds, education funds etc., but project implementers are increasingly expected to work with the private sector and the local community to secure alternative assistance, become self-financing or find ways of mainstreaming interventions after a fixed period of funding. While this can place a greater burden on the agencies as they are forced to dedicate more time to fundraising and marketing activities, it can have the positive spin-off effect of creating stronger links with local employers, increasing their profile and engendering a more pro-active, independent and innovative approach.

Drawing on the case studies, it appears that making funding "smarter" at the local level can involve:

1. **Encouraging delivery agencies to seek additional private sector funding** – e.g. by setting a percentage target for funding from non-public sector sources through fund raising, sponsorship etc.

2. **Offering a mix of short and long-term funding**. One-time infusions of funding can provide the initial "push" for support programmes and allow for different programmes to be trialled. However, this outside incentive may not always be there and its intermittent nature means it can lead to short-term, ineffective interventions. Longer term, stable financial support is required (beyond five years) if initiatives are to sustain their growth and impact, and it is important not to cut resources when the intervention has just gained momentum.

3. **Developing more flexible funding regimes**: Funding streams should be less prescriptive and more integrated, so that local providers have more ownership of their interventions and align delivery strategies.

4. **Funding needs to be tied to outcomes** where possible.

5. **Using funding to support universal and targeted measures**. Allocating targeted funding can be a means to close the performance gap between migrant and non-migrant youth - unequal inputs to achieve a more balanced output. However, targeting funding specifically to this group may be too narrow a focus and miss other youth also disaffected and far removed from mainstream services.

6. Funding must be **accompanied by a carefully designed funding strategy** (considering who to target, at what level and how) and should be used in combination with other steering tools.

A dilemma - quality versus quantity

Many of the initiatives analysed at the local level are small scale and resource intensive. In addition, many were relatively short (for example the Steps to College Program and the E3 summer school Program were only eight weeks). Scaling them up so they are available to a large group of recipients may be the ideal, however the price to pay may be that part of what made the more intensive approaches effective is lost. In Seine-Saint-Denis for example, the social driving

"Sometimes we think about merging with others to become bigger... If it's done in a clever way, we can mutualise accounting and administration. But those who become huge machines lose the knowledge of the area, they don't know the stories of the young people who live here." Director of JADE (Nativel, submitted)

school idea (see Box 16) has been copied by other organisations and in other neighbourhoods, but the level of care has been reduced as more mainstream actors took over. A disadvantage of the Education Guarantee Programme in Vienna also was that subsidies became predominantly assigned to programmes reaching a large number of young people. Broader, larger scale schemes can reach out to more young people but they can only extend a certain level of service as otherwise they would be too expensive. Generally they do not support more individual and tailored long-term support, even if the relative labour market success of more intensive support is often significant (OECD, 2006a).

Monitoring, evaluating and selling success

Data collection, evaluation and monitoring are the cornerstones of demonstrating success

A lack of data, monitoring and evaluation were a common problem across the local case studies, although most projects do have a certain amount of outcome data – see Annex: Programme Outcomes. Even in terms of gathering baseline data, it can be difficult to know how young people from immigrant and ethnic backgrounds are performing in the labour market as few datasets contain information on the country of birth of respondents' parents. OECD countries vary in the extent to which they collect data on ethnic and racial origins, meaning that the evidence base for policy in many countries is particularly thin. Research often relies on a restricted number of countries which have more consistently gathered data, such as the United Kingdom, Canada, and the United States. Recognising the heterogeneity among migrant youth in data collection is often a matter of political choice, but identifying how youth of diverse ethnicities perform in the labour market can provide useful diagnostic evidence on which to base policy and design effective funding strategies.

This project found that in many cases micro-level organisations did not effectively evaluate the outcomes of their programmes, potentially undermining the relevance and appropriateness of their approach. Defining "what would constitute success" at the start of a project is important. Setting output targets (e.g. number of people graduating from training courses) and tracking outcomes for young people once they have left a scheme (e.g. whether they go into employment, training or other activities and how long they stay in such employment and training) should be a minimum. Setting community outcome targets (e.g. reduction of minority youth unemployment by X%) and working to achieve these with other local partners is the ideal. Although it can impose additional demands on time and resources, where monitoring objectively demonstrates achievements and successes this can be used the basis for applications for additional funding (Box 26). This is particularly critical in times of financial constraints when competition for funds is greater and success needs to be proven. Putting in place personal incentives for programme implementers (e.g. including this in performance objectives) can have a positive impact. It must be stated, however, that "proving" success is not always easy, particularly when interventions are qualitative and focus on the longer term building of participation and soft components such as levels of motivation and aspirations.

Box 26. A Community roadmap: the Wegweiser Kommune

How does a city know if their integration efforts are being successful?

While anecdotal evidence and observation is useful, it is often not enough when it comes to planning and implementing policy and programming. For instance, what if a city needs or wants to know the percentage of children with migration backgrounds that are attending the local kindergarten in order to effectively track these numbers and decide whether existing efforts are successful? Developing strategically planned and successful integration policies requires up-to-date, accessible data

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that maps a city's population to reliable social and economic indicators of well-being. Yet demographic data in this area is often poorly maintained, incomplete, inconsistent or inaccessible. How can city planners and community actors measure their progress or learn from one another without access to standardised data in easy to use formats?

With these concerns and questions in mind, the Bertelsmann Stiftung partnered with the state of North Rhine-Westphalia's Ministry of Integration and the GEBIT Institute in Münster to create an on-line database which provides data on community level integration and allows German cities to answer these and other demographic and data related questions. This project, known as "Wegweiser Kommune", covers approximately 85% of the German population and has become the first ever nationwide resource with data, projections and ideas at the municipal level. The site provides users with current data and facts about immigrant integration as well as analysis of the effects that these demographic developments are having. This data is available for all cities and municipalities in Germany that have 5 000 or more residents.

While the project was intended for municipal policy and management decision makers, it is also an open public resource freely available to other interested municipal stakeholders and citizens. Since its launch in 2006, Wegweiser Kommune has received over one million visitors. It is considered a key knowledge platform for policy decision makers and strategic planners and recognised as an essential tool in actively supporting sustainable municipal policies.

Making it work for you:

- Present and organise data so that it is accessible and can be practically used to support and create policies.

- Think about the various ways good statistical data can support your work. Where do you go for reliable data when you receive a media request? For a board presentation? For a funding proposal?

- Measuring outcomes is as important as planning for them. Benchmark your starting position, compare your position to a comparable city or organisation and then report on the potential impact of your services over time.

Source : citiesofmigration.ca/a-community-roadmap-the-wegweiser-kommune/lang/en/.

Disseminating positive results from local projects can be important in creating positive public discourse more generally. This is important in transforming the political environment so that all young people are seen as assets as opposed to threats to local society. Local authorities, business leaders, social economy organisations are all well placed to send out a positive message. For example, every year the London European Social Fund Awards are held to showcase the talents, skills and employment-related achievements of individuals and organisations. In 2010, Action Acton was recognised for its contribution and shortlisted for four entries - an Action Acton project worker shortlisted for Tutor of the Year Award commented that *"Being there at City Hall I saw first-hand how important it is to recognise achievement and progress and to take part in community solutions. We said to the Mayor he was standing among the future mayors of London and he turned and looked at them and said he knows."* (Blackmore, submitted and London Development Agency).

Table 4. Do's and don'ts for local policy makers in relation to monitoring and evaluation

Do's	

- ✓ **Make the case**. Statistically robust, well evaluated evidence should be assembled and presented to funders and partners. Objectivity is critical in this process – are projects adding value or not? Are outcomes sufficiently better than from other programmes?

- ✓ **Good evaluation is essential**. The best evaluations begin early in the life of the project; consider an evaluation framework early in the project lifetime, allowing the project to be improved during the process as key issues emerge.

- ✓ **Talk regularly to stakeholders**. Community groups and residents, local and national government agencies, training providers (schools, colleges, universities etc.) understand what they do and what they can't do. Use their data, disseminate your data and work with them closely.

- ✓ **Define successful outcomes and, if appropriate, mainstream strategies**. What are reasonable and worthwhile objectives and how can they be measured? Are these objectives sustainable – i.e. can services be offered over time by other agencies and are the outputs for participants likely to endure or be reversed after a period of time?

Don'ts	

- ❖ **Avoid duplicating services or activities**. Duplication is deadweight, concentrate instead on unique, high value interventions. Where are the service gaps? What can't be offered as well by other organisations and services?

- ❖ **Don't assume it has never been tried or considered before**. Research how successful interventions have been with the target group in the past (both in your local economy and elsewhere). While all good practice cannot be easily recreated, building on success gained elsewhere can save time and be effective.

- ❖ **Don't just deliver "tea and sympathy"**. To be effective, it is important that local projects build aspirations while also connecting young people to new challenges and opportunities.

- ❖ **Don't be extravagant when assessing costs and benefits**. Long-term benefit savings or tax contributions are rarely costed into mainstream welfare-to-work programmes. Benchmarks and evaluation frameworks must be realistic and should deliver tangible early benefits and/or savings.

Box 27. Key recommendations

- *Targeting needs to be done with care*: Targeting remains a sensitive and controversial issue, with some preferring more active positive discrimination techniques, while others takes a broader approach to help all local youth. "Back door targeting" can be a useful way of ensuring that minority youth are helped by local initiatives while avoiding the stigmatisation which can come from more specific targets and labels. It is important to ascertain what the cause of an underlying disadvantage in the labour market might be. In order to tackle barriers to employment, it is first important to do a needs assessment to diagnose what barriers might be significant players in deciding employment outcomes, as opposed to making common sense assumptions.

- *Area-based approaches can be effective*: Area-based approaches can be beneficial, particularly when they take a holistic approach to building positive local communities, and focus on individual and community assets as opposed to the perceived "deficits" of certain individuals in the labour market. This can also prevent interventions becoming stigmatised or perceived by the local community as exclusionary, and can create cohesion.

- *Work in partnership requires strong coordination*: Partnerships can be very useful for creating opportunity networks for young people and for tackling complex barriers to the labour market. Such partnerships can be difficult to build, however, particularly where prior capacities and collaboration are not there. NGOs, community organisations and social enterprises can be valuable partners in increasing the reach of the mainstream public service, better tailoring

to the needs of young people and in filling public service gaps. In order to avoid fragmentation and support mainstreaming, there is a need for strong networking between such institutions and the public sector at local level e.g. staff learning exchanges between organisations.

- *Think innovatively on financing*: Funding is increasingly difficult to obtain and innovative mechanisms need to be developed by organisations to match public, voluntary sector and private funds. A trade off exists between expensive and small but effective interventions, and large scale interventions with may have a lower level of impact. There is a place for outsourcing interventions to micro-scale, community based agencies, and such projects can complement and work in cooperation with larger city or state wide projects.

- *Monitoring and evaluation are often neglected*: Monitoring and evaluation should be improved at local level, not least because the data sets on young people from second, third generation and beyond are relatively thin. Implementing bodies should be required to provide basic monitoring and evaluation of delivery, including tracking the outcomes for young people once they have completed a programme. At the same time, robust monitoring and dissemination can prove a programme's success, thereby supporting future funding and spreading positive messages at the local level and above.

RECOMMENDATIONS

This project has raised a series of issues for consideration by national and local policy makers and other stakeholders:

The importance of early years provision and multi-generational approaches	When deciding where to prioritise local funds, local authorities and schools should ensure adequate resources are put into early years education and care. Learning is a dynamic process which builds on foundations laid down at early ages and evidence shows that the earlier investment is made in the lifecycle, the better the outcomes. Improving early years interventions can be best be done through putting in place adequate support measures for the necessary local stakeholders, such as childcare providers and schools. Involving parents and relatives in the schooling of their children throughout will also pay dividends in improving their children's outcomes, and can also assist adult migrants' integration. It can reinforce the importance of education and training for their children's future mobility chances. It can be done by, for example, setting up joint children and parent initiatives, ensuring that parents are familiar with the education and employment structures, keeping them informed of schooling and career options and involving them in school and training activities.
Invest in education	Those who complete compulsory education have better employment outcomes in the long-term. Schools, colleges, education institutions can work towards reducing the performance gap between native and ethnic minority students and countering high dropout rates. This can be done by developing school programmes and supports which meet their needs, capture their interest and encourage them to think about career and further education options. Examples include providing intensive catch-up programmes, introducing role models to underline the value of learning for future career development, establishing joint programmes for young people with higher education institutions, and providing additional classes in mother tongue and dominant tongue language learning.
Additional supports for the school-to-work transition and financial assistance	In this time of increasing youth unemployment it is important to focus on the transition stage from school to the workplace, making sure that migrant youth are assisted and do not fall through the cracks. This can be done through offering a good quality careers service and establishing a mentor/role model system – both within the formal education system and provided by community members, local services and the business community. Providing financial support for those continuing in education (e.g. through public subsidies, employer paid placements, or work-based learning such as apprenticeship) can help prevent young people quitting education due to financial pressures.

Re-engage youth far removed from the system	It is never too late re-engage those young people who have slipped out of the system. There are many ways in which youth "left behind" can be reintegrated into mainstream services and although often the most difficult youth to engage, they should not forgotten. Local outreach workers can serve as "stepping stones", linking them into the right networks and directing them back into education, training or employment. Offering role models, establishing mentor systems, providing counselling services and recognising informal competences developed outside the education system can all serve to stimulate young people into becoming active in the labour market.
Support job readiness and incentivise youth	Employment and training schemes which work with young people can include job readiness elements which offer practical skills (e.g. CV preparation, interview skills, work practices) and provide training in local/global growth sectors to ensure that young migrants who complete such programmes will emerge with improved employment prospects. Offering incentives to young people to get involved in schemes and stay committed can bring about higher participation rates and a greater chance of success. This can include paid employment or training schemes and rewarding participation with certificates, diplomas, award ceremonies – which need to be recognised by employers. An integral part is also making sure that programmes and policies are well marketed and accessible to young people – there is little point having them in place if no one knows they exist or they are not appealing or easily accessible. They should be delivered as part of a positive message and capture future clients' imagination by being action and talent driven.
Target but without stigmatising	In times of significant public sector budget cuts, it can be difficult to justify expenditure on programmes and policies which only a select group can access. Migrant youth can avail of and benefit from mainstream programmes as long as the programmes target deprived areas that are likely to have a higher concentration of people of immigrant descent in area-based interventions. Local initiatives can also set minimum targets for migrant participation, and include sub-projects which are more tailored towards this societal group and offer more fine grained support – a form of "back door targeting".
Raise aspirations	Employment and training schemes should be supported which are not just about developing hard employment-ready skills, but which also address underlying issues such as self-confidence and motivation levels. Often it is lack of self-belief and low aspirations which are the driving factors behind poor outcomes in schools and the workplace – the aim becomes getting "a job, any job" rather than attaining good quality employment. Youth networks are already working to inspire peers towards realising their ambitions, and such initiatives should be supported. For example, encouraging young people to think about their futures and aspirations, interacting with "success stories" from their local community or further afield, raising awareness about job types and career paths and ways to achieve these, giving youth the opportunity to gain work experience and prove themselves. Resignation and disillusionment are only going to increase in a time of high youth joblessness which is why it is critical that interventions work with young people to ensure

that they recognise and capitalise on their strengths.

Expand social networks   Gaining employment is very often about knowing how to access jobs and where to look, which can be difficult when a large proportion are advertised informally or use traditional means of advertising which young people may not use. Expanding social networks to encompass networks outside of the immediate community can be useful in opening up more opportunities and breaking out of the dominant employment sectors for young people from migrant backgrounds. This can be done by putting in place more potential employer-employee meeting opportunities (e.g. sports events, job fairs). Case managers and mentors from both within and outside the minority community can act as "brokers" to connect job seekers with employers, and refer them to other networked agencies. Young people can "piggy back" on this social capital and trust relationships which brokers have built up. Public employment offices should also conduct training programmes for personnel on working with young clients from ethnic minorities, and understanding their particular needs.

Monitor, evaluate and take action   The world is not static and no employment initiative should be either. Programmes and policies put in place must be reviewed, monitored and evaluated to assess whether they are succeeding, and be tweaked to improve outcomes. This includes improving the gathering of baseline data at the local level to get a better understanding of current trends and outcomes, defining what constitutes success prior to project take off, setting output targets and tracking outcomes. Initiatives which can objectively demonstrate project success are better placed to inform a wider audience of this and contribute to examples of good practice, thereby improving prospects for continued programme support and investment. It must be acknowledged, however, that "proving" success is not always easy.

More flexible funding mechanisms   The current retrenchment in spending experienced in many OECD and non-OECD countries inevitably means there is less state funding available to support new and/or existing employment-related interventions working with migrant youth. Investment remains crucial, particularly as actions today to get more disadvantaged youth into jobs will save funds in the longer term through reducing benefit dependency and preventing a higher social cost. More flexible funding mechanisms should be applied. Public investment can consist of a mixture of short-term and long-term funding depending on project types, and should allow for flexibility to give local providers the ability to respond to ever changing local needs. A target could also be included for a certain percentage of private sector funding.

Closer engagement with employers   Local authorities, schools, public employment services, social enterprises can benefit hugely from working more closely with local employers. Establishing strong public-private synergies means programmes are more linked to local economic needs, can better anticipate future growth areas and can give young people the opportunity to gain work experience in local firms. The private sector itself also has much to gain from greater involvement in youth employment practices by drawing upon a wider pool of potential employees with untapped skills. Firms can contribute to knowledge and expertise, and

provide project funding. Simultaneously, bringing together employers and young people from ethnic minorities will challenge stereotypes and go some way towards tackling discrimination in hiring and the workplace. Anti-discrimination legislation should be used when needed.

Collaborate in networks

Collaboration between different agencies, stakeholders and members of the target group in designing and implementing interventions will often bring about a better end result. Policies and programmes produced in partnership and aligned with local delivery strategies are better informed, can generate more local awareness, prevent duplication and fragmentation, as well as providing a more joined-up service for young people. It can also result in programmes which are more holistic and draw upon the expertise of other local government departments such as health, social welfare, immigration, in addition to education and employment, bringing about services which reduce costs and draw upon a wide range of knowledge sources.

Lobbying for change where necessary at higher governance levels

In several of the reviewed case studies, local initiatives were in some sense "mopping up" problems created by barriers within the broader institutional framework. A number of initiatives were in essence giving a second chance to those that had been disadvantaged by the system, whether this be the education, employment or health system etc., as opposed to producing necessary structural change in the system itself. In some cases such remedial interventions come too late in a person's lifecycle to really make meaningful change. Local actors need good feedback mechanisms and strong communication channels with national policy makers to ensure that mainstream services and institutions (in particular, the school system) adapt to prevent continual disparity of outcomes and that existing deficits within the system are targeted to allow migrant youth to fulfill their potential.

ANNEX: PROGRAMME OUTCOMES

Location, programme, main implementer(s)	Project duration & funding	Project summary & target group	Quantitative targets	Programme outcomes and further Information
Antwerp, Flanders, Belgium Youth Competence Centres – Work Acquired Competence Counsellors (WAC). Partnership between the City of Antwerp, youth work organisations, non-profit organisations and public employment service.	Started in June 2009, yearly renewable agreements are in place. Funding for WACs provided by the Work and Economy Department of the City of Antwerp. Also significant funding by the Youth Department of the City of Antwerp and ERDF funding for the Youth Competence Centres.	Three Youth Competence Centres seek to further develop the competences of young people acquired in an informal way during their free time, work and study. They increase disadvantaged young people's ability to self-manage and stimulate personal development. WACs encourage young people to consider their future, provide training, careers advice and counseling, and act as "stepping stones" to service providers. Targets 16 to 25 year olds in vulnerable socio-economic situations but open to all young people.	Intensive coaching of 120 young people on a yearly basis.	129 young people from ethnic minorities received intensive coaching (2010). 41% found a job (70% were temporary contracts), 16% started a training course and 26% returned to education. 90% of participants were boys of Moroccan origin. Website: www.jes.be/algemeen/index.php?project=JCC-concept
Brisbane, Australia Muslim Employment Project. Assisting, Collaborative, Community, Employment, Support Services Inc – ACCES.	Project established in 2007 and ran until 2010. The programme has since been mainstreamed. Funding provided by the former Queensland Department of Employment and Industrial Relations in conjunction with the Department of Immigration and Multicultural Affairs.	General targets are to educate Australian employers on Islam and Muslims, and to educate Muslims on the working culture of Australia in order to remove barriers for participation. Three outreach centres have been set up in areas with large Muslim communities, and two Muslim staff members hired to engage in support activities. Targets disadvantaged Muslims but has since been mainstreamed to allow	Quantitative targets not stated/not set.	164 Muslim clients registered with the Muslim Employment Project from November 2008 to Oct 2009. 47% entered employment (28% full-time, 19% part-time) and 27% entered training; the remaining 26% went to TAFE or other educational colleges and institutions. A large number of unregistered young clients also received assistance. 31% of clients were under 25 years of age.

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		job support provision to all.		Website: www.asi.org.au/default.htm
Brussels, Belgium The Jobmarathon1050.be. Municipality of Ixelles, social inclusion organisations and event management companies.	First introduced in 2010 and will be held annually. Funding is 80% public - 20% private.	A one day sports event to generate contact between job seekers (non-qualified people aged under 26) and companies. A short running course was set up and mixed employer – job seeker sports teams were formed. Aims were to give visibility to employers, allow them to show themselves as accessible to all jobseekers, and help them to recruit. It aimed to help job seekers find employment, feel more self-confident and to provide an informal, neutral meeting ground where then could receive interview and careers advice and coaching.	Quantitative targets not stated/not set.	100 jobseekers registered on-line at the event, with 80% attendance on the day. 20 companies were present. 75% of people attending were aged under 26. There was no follow-up on post-event outcomes. Website: www.diversite-europe.eu/
Burgas and Pazardjik, Bulgaria Job Opportunities through Business Support (JOBS) - Roma Business Centres. A joint undertaking of the UNDP and the Bulgarian Ministry of Labour and Social Policy.	The Swedish International Development Cooperation Agency (SIDA) provided core funding for the first three years, supplemented by funds from UNDP and the Bulgarian Ministry of Labour and Social Policy for two additional years.	To improve Roma employment outcomes through the establishment of two Business Centres in Roma communities. It was introduced as part of a larger employment and business support programme - JOBS. Three priority areas; (i) to increase employability among the Roma community, (ii) to promote and support entrepreneurship, (iii) to intermediate between the community and the job market. Targets Roma individuals and communities in urban and rural areas.	Results planned under the original SIDA grant until end of 2007: 600 Roma people trained, 1 500 advised on job and business opportunities, 400 directly assisted in finding new jobs, 50 Roma companies created and assisted.	All targets surpassed. Approximately 25% of all service users were Roma youth. By the end of 2009, 246 Roma young people received training, 2 595 were advised on job and business opportunities, 145 were directly assisted in finding new jobs and 4 were supported in setting up their own business. IT services were not included in the list of monitored indicators but proved a key service - 90% of users were Roma youth and children. Website: europeandcis.undp.org/home/show /A4CCAC88-F203-1EE9-BD89FA43DF8DE943
Bury, Greater Manchester, UK	The ADAB Work Centre (2002-07 -	To provide specialised help to	No quantitative target set for the	Over 800 visited the Work Centre

Location, programme, main implementer(s)	Project duration & funding	Project summary & target group	Quantitative targets	Programme outcomes and further Information
ADAB Work Centre, Youth Mentoring Scheme, and Radcliff Works Programme. Asian Development Association of Bury.	£277 184) and Work Mentoring Scheme (2005-07 - £157 037) were both financed by the Invest to Save Programme and partner agencies. Bury Council, via the Bury Third Sector Commissioning Fund, funded the Radcliff Works Programme at £45 000 per annum from 2009-12.	people in the local community to compete in the job market, based on the view that mainstream employment services failed to support the large BME population. Initially targeted the Asian community but in recent years has become a service provider for all residents. The main user group remains people of Pakistani origin.	Work Centre. The Mentoring Scheme aimed to assist a minimum of 100 young people per annum and to recruit 30 mentors. The target for the Radcliff Works Programme for 2009-10 was to get 15 people into work. For 2010-11 this has been increased to 20.	over the past 2 years and over 107 people were placed into work, 30.8% on a full-time basis. The targets for the Mentoring Scheme were over-reached; 45 mentors were recruited and 100 youth were assisted. The 29 young mentees who completed an 8 week revision course (2006-07) attained improved GCSE results. For 2009-10, 17 clients entered employment through Radcliff Works. It has been estimated that the Work Centre has provided the government with a saving of approximately £270 000 per annum through a reduction in Job Seekers Allowance and other benefits. Website: www.adab.org.uk/
Dalton, Georgia, U.S. Junior Achievement Hispanic Outreach Program. Run by Junior Achievement of Georgia Program.	First developed in 2003 and continues to be implemented. Privately funded, primarily through donations from businesses in Northwest Georgia.	To raise high school graduation rates of Latinos in Dalton, Georgia and in Georgia state as a whole by supplementing the JA of Georgia education program with lessons specifically designed for the Latino community. Through these it provides additional support to improve Latino participation rates in schools and seeks to raise their aspirations, emphasising the importance of staying in school, being bilingual and the family as an economic unit.	Quantitative targets not set.	During 2009-10, 9 479 students received JA lessons of which 26% received the supplemental JA Hispanic Outreach lesson. Volunteers from 65 businesses participated. The success of the program is measured primarily by how many students it serves each year. Website: georgia.ja.org/programs/hispanic-outreach.php
Dalton, Georgia, U.S. Steps to College Program. Dalton State College.	Launched in 2001 and continues to be offered each summer. Funded by the state of Georgia as a pilot project 2001- 02. Funded by The Goizueta Foundation since 2003.	To (i) help local Hispanic students pass high school exit tests; (ii) to cultivate interest among Hispanic high school students in attending college; (iii) encourage Hispanic	Quantitative targets not set.	Enrolment in 2010 was 42 students (a drop from 182 in 2008). Since 2001, 1 490 students have participated. One study found that students who participated scored

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		teens to think about career possibilities from a young age. The programme is a free, one month summer test-preparation program geared towards the high school exit exam. Original target group were students of Hispanic-origin, but in recent years has opened enrolment to all ethnic backgrounds, although it continues to remain predominantly Latino.		12% higher on the ACT test on average than those who had not. Since 2005 over 80% of high school senior participants became Dalton State College students. Enrolment has steadily dropped due to funding cuts in transport provision. Website: www.daltonstate.edu/english-as-a-second-language/index.htm
Ghent, Belgium Employment, Equity and Diversity Policy (EED): Diversity Plans. The Flemish Government and the Flemish social partners.	The Flemish EED policy started up in 1999. Since 2008 the Flemish Government has annually provided approximately 3 million EUR for 750 new diversity plans. Funding for 2011 is secure. The target is to realise proportional participation for the target groups by 2020; when the target is reached, the policy comes to an end.	The long-term goal of the EED policy is the proportional participation in the labour market of (i) immigrants and their children, (ii) people with disabilities, and (iii) workers of 50 years and over. The instrument of Diversity Plans was established to bridge diversity management in companies and proportional participation in the labour market. Representative trade unions in Flanders employ diversity consultants to introduce EED policy and Diversity Plans, to put diversity and proportional participation on the agenda in companies and organisations.	Companies set their own Diversity Plan objectives in a voluntary arrangement with diversity managers. The overall hiring target in the Diversity Plans for the Ghent region in the period 2008-10 was 335 placed in full-time employment. In 2009, the overall hiring target for immigrants was 1 544.	The results of the Diversity Plans are almost always better than projected. With only one third of the plans having been implemented, the results are already positive: 416 immigrants are hired. In 2009 916 immigrants were hired full-time, with 35% of the plans expired. 53% (more than 1 500 people) of the self-defined objectives for hiring in the Diversity Plans refer to the immigrant target group. An estimated 70% are those employed as a result of the Diversity Plans are migrant youth. Website: www.werk.be/?SMSESSION=NO
Haifa, Israel Shiluvim: Employment Programme A joint initiative of the Haifa Municipality, the Jewish Community Relations Council of Boston in the US, and the Combined Jewish Philanthropies Boston-Haifa connection.	Began in 2006 and is ongoing. The Haifa Municipality and the Combined Jewish Philanthropies Boston-Haifa connection are the major providers of funds.	The Shiluvim Programme aims to assist the integration of the Ethiopian community of Haifa into the city as part of a one-city initiative. It covers all aspects of the integration process. Employment is one of the five main intervention sectors, with the aim of increasing	Quantitative targets not stated/not set.	In October 2008 a study was published showing 78% of males and 54% of females of Ethiopian origin up to the age of 55 were employed - greater than the national average employment rate for the target group. Favourable outcomes have been backed up a recent study

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		Ethiopian employment rates. An employment coordinator works in each of the programme centres with the target group to prepare them for labour market entry.		conducted by Shiluvim headquarters. Website: www.jcrcboston.org/focus/strength/ethiopian-jewry/our-projects-in-haifa.html
London, UK Future Jobs Programme, Action Acton.	July 2009 – March 2011. National government fund of £1 billion (2009) to pay minimum costs to employers. The programme will cease in early 2011.	The Future Jobs initiative was a key part of the national government programme for young people and was introduced as part of the package of support measures providing a Young Persons Guarantee. It was intended to create 100 000 jobs for young people unable to find work or training within 12 months and who have been out of work for at least six months. In addition, 50 000 Future Jobs placements would be made available for unemployed Job Seeker Allowance claimants over the age of 24 years in unemployment hotspots. Jobs were intended to pay at least the minimum wage, last six months and to provide "benefit to the community".	Action Acton local targets: to source 140 jobs for unemployed young people in London and provide in-work support for 26 weeks including mentoring and training.	Filled all 140 jobs by early 2011 and expected to over-reach target when programme ceases. Placements secured in all sectors; approximately 70% of youth placed were from ethnic minorities; subsequent to placement approximately 60% were offered permanent employment. Website: www.actionacton.com
London, UK Kormo Shadin. Working Links (Employment) Limited.	June 2007 - December 2008. London Development Agency Opportunities Fund granted £495 000, with additional funding by other agencies. The total project cost was £508 921. Project ceased due to end of funding	A tailored programme to reduce unemployment levels and simultaneously tackle crime and recidivism among young Bangladeshi ex-offenders living in the London boroughs of Tower Hamlets, Hackney and Newham. It also sought to address the recruitment needs and skills shortages of local employers. It provided employment support ranging from literacy and	Engage 240 unemployed ex-offenders from the Bangladeshi community in East London and help them find work. Engage 50 employers, support their recruitment needs and help them find suitable work placements. Establish 80 unpaid work placements.	262 clients were engaged. 32% went into work (68% into full-time and 32% into part-time employment), 21% entered further education and 5% acquired basic skills qualifications in literacy and numeracy. 42 employers were engaged and 32 unpaid work placements were filled. 98% of participants were male. 91% of the clients were aged 30 or less.

Location, programme, main implementer(s)	Project duration & funding	Project summary & target group	Quantitative targets	Programme outcomes and further Information
		numeracy courses, skills for life, ESOL, CV writing, and job application assistance. Programme targeted young Bangladeshi ex-offenders.		Website: www.workinglinks.co.uk/media_centre/latest_news/kormo_shadin.aspx
Madrid, Spain Range of employment and training support measures. City of Madrid.	The Madrid municipal council has been carrying out employment activities for unemployed residents since 1991. The Employment Agency, established in 2004, further advanced active labour market employment policies.	The Employment Agency, through information and guidance initiatives, places unemployed people in a better position to integrate them into the labour market, e.g. Youth Employment Plan. There are no specific programmes for young people from minority ethnicities however grants are provided to private non-profit organisations which work with specific minority communities.	Targets vary according to programme.	Outcomes are evaluated on the number of participants in each programme and the number of programmes/projects put into action. Website: www.madrid.es/
Racine County, Wisconsin, U.S. E3 (Employ, Enrich, Engage) Youth Training Program. The Racine County Workforce Development Center.	Commenced in 2009 and is continuing. It is an 8 week summer programme. Disadvantaged youth were supported with federal dollars as part of a national economic stimulus package (ARRA). Other area youth were supported with state, city, United Way, and private dollars.	It seeks to improve youth job-related outcomes while also providing a richer set of learning opportunities. Its three objectives are to; (i) provide area youth, especially disadvantaged youth, with meaningful work skills and experience, (ii) encourage connections among youth from different ethnic backgrounds and classes, and (iii) introduce young people to opportunities in the green economy. Designed as an inclusive programme to help all young people become more work ready. The first cohort was 55% African American, 25% Caucasian, 12% Hispanic and the remaining mixed race.	Targets for 2009 intake include: 200 youth hires; 85% to complete orientation and earn state safety certificate; 70% to complete work experience; 20% to be enrolled in full-time youth training programs; 20% to make transition into ongoing part-time jobs; 35% to apply to post-secondary education, GSED program or do further skills training.	Most targets were met. 250 students were hired; 88% completed the program; 22% were placed in full-time or part-time jobs upon completion; 16% enrolled to receive additional services from local workforce agencies. More than 82% said that they would consider pursuing a green job in the future. The project generated significant economic benefits for Racine through "greening activities" which were estimated to save hundreds of thousands of dollars in energy costs. Website: www.wdc.racineco.com/JobSeekerServices/Youth/2011EmployEngageEnrich/tabid/1015/Default.aspx
Seine-Saint-Denis, Paris, France Enterprising in the Neighbourhood Créo-Adam.	Créo-Adam was founded in 2006 and launched the programme in early 2007.	Helps young people from ethnic minority backgrounds set up their own companies under the	Quantitative targets not set.	In 2008 115 young people sought advice on company creation, 72 projects were being followed and 25

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	PlaNet Finance France (an international aid organisation) provided financing allowing Créo to develop its activities as part of its network of local ADAMs.	Enterprising in the Neighbourhood Programme. The rationale was threefold; (i) counter urban unrest fuelled by under-employment, school failure and unsuitable housing conditions, (ii) challenge the norm in which entrepreneurship is not particularly valued in French society, (iii) clear lack of business initiatives in the area - developing economic activity from below would contribute to regenerating the city.		young people created their own companies, creating a total of 36 jobs. The success rate has been established at 83% after 3 years. Most beneficiaries are young men although a programme is being launched aimed specifically at young women. Website: www.creo-adam.fr
Seine-Saint-Denis, Paris, France Social driving school and associated activities JADE: Youth Actions Dialogue Enterprise.	JADE was set up in 1988. Since 2000 it has received ESF funding for the social driving school programme, from which point it really took off. It receives funding from 33 different sources including the regional and county authorities, and the public employment service.	Driving lessons are used as a means for improving employability and labour market integration for local young people. It was started on the premise that passing the driving test is a desirable achievement for young people who have failed at school and can increase the likelihood of obtaining employment. The objective is that the beneficiary leaves not only with a driving license, but is also enrolled in a training programme or in work. Targets young people, the majority of which are from ethnic minorities.	Quantitative targets not set.	From its foundation to 2010 it has helped a total of 3 589 individuals. 1 817 took the driving test, of which 35% got their license. 60% obtained employment or job-related training.. 380 young people took part in the subsidised construction skills programme, which had a 57% success rate. Average completion period is 18 months. There is more demand for enrolments than places available. Website: base.d-p h.info/fr/fiches/premierdph/fiche-premierdph-6281.html
Shizuoka Prefecture, Japan Career Guidance Program for young Nikkeijin jobseekers Hellowork, a Regional Public Employment Security Office administrated by the Ministry of Health, Labour and Welfare.	Programme has been in place since 2004. It has an annual budget of $0.4 million (in 2008) from the Ministry of Health, Labour and Welfare.	Introduced in response to growing unemployment rates among Japan's minority Nikkeijin community. Aim is to assist young Nikkeijin jobseekers in Nikkeijin concentration areas through raising awareness of employment options. An officer for foreign workers' employment lectures students and their parents	Quantitative targets not stated/not set.	Frequency of contact and number of participants steadily increased until 2008 These have since rapidly decreased after the economic crisis because of high numbers of Nikkeijin leaving Japan. Website:

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		on Japanese labour practice and career formation after graduation in public and Brazilian/Peruvian schools.		www.mhlw.go.jp/wp/seisaku/jigyou /07jigyou02/dl/07jigyou02-j.pdf
Vienna, Austria Network DYNAMO The Adult Education Centre for Vienna, with its local centres in the 15th and 16th district, and the Vienna Integrationshaus.	Ran from September 2007 to August 2010. The Austrian Federal Ministry for Education, Arts and Culture is the main funding authority through the ESF 2007-13 programme. Other co-financing partners include the Municipality of Vienna and the Vienna Employment Promotion Fund. Total budget from 2007-10 was 4 130 000 EUR. The subprojects are continuing, temporarily financed by Ministry for Education, Arts and Culture.	It is focused on the transition between school and work for young people. The project goals are; (i) to create equal opportunities for migrant youth and improve their integration prospects, (ii) to allow youth to attain basic qualifications and fulfill formal requirements to participate in education and the labour market, (iii) to improve their prospects of attaining higher qualifications and acquiring practical skills. It is made up of three sub-projects: JUBIZ, Youth, Education and Work, and ISIS. The target group are young migrants between the ages of 15 to 30.	The 3 subprojects of the Network provide a broad portfolio which set their own targets. For example in the training courses a target of 818 participants was set. In the J-u-L-I-A sub-module, a small but intensive service offered within Youth, Education and Work, the target was set that 50% of participants had to be placed into an apprenticeship scheme or a regular workplace after course participation.	14 358 young people took advantage of educational counselling, information services and individual coaching sessions. 1 020 young people participated in the Network DYNAMO training courses during 2007-10. 744 students participated in courses in the JUBIZ sub-module. The target for J-u-L-I-A was exceeded. 100% of the participants were successfully integrated into the labour market. 115 students participated in courses in the Youth, Education and Work sub-module, and 161 students in ISIS sub-module courses. The Network DYNAMO gained the Austrian Award for Adult Education in the category "Innovation through Education". Website: www.vhs.at/jubiz

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