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Skilled Migrants Integration Assessment Model – SMIAM

Guidelines

September 2005

Project JAI/2003/INTI/078 (RAIQU)
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PART ONE
TOWARDS A MODEL FOR ASSESSING THE QUALITY OF INTEGRATION OF SKILLED MIGRANTS
Chapter One
Institutional Framework

These guidelines concern a model for the assessment of skilled immigrants’ integration in European countries. This model is one of the main outputs of the SMIAM project – Skilled Migrations Integration Assessment Model, carried out by the Laboratorio di Scienze della Cittadinanza-LSC (Laboratory of Citizenship Sciences) in partnership with the Verwey-Jonkers Institute and the University of Leuven’s Higher Institute for Labour Studies, with a grant from the European Commission – Directorate General for Justice, Security and Freedom in the framework of the INTI programme (JAI/2003/INTI/078). Besides drafting and disseminating the model, which is the main goal, the project also aims to contribute to increasing knowledge on skilled migration in Europe and to support the political and scientific debate on integration in receiving countries as regards this important component of immigration.

To carry out this project, the LSC set up a partnership with another two research organisations – the Higher Institute for Labour Studies (Catholic University of Leuven, Belgium) and the Verwey-Jonker Institute (Utrecht, the Netherlands). For many years now, these two institutes have been involved in the study of migration processes and the integration of immigrants in their receiving countries, as well as the study and analysis of national and local policies aimed at welcoming and integrating foreign migrants.

The activities were thus carried out by a central team composed by experts in research and public communication and directed by the sociologists Alessandra Cancedda and Federico Marta, under the supervision of Fabio Feudo in his capacity of LSC executive director. Giancarlo Quaranta, sociologist, senior consultant, and Marco Montefalcone, sociologist, contributed in defining the taxonomy of factors proposed for the assessment of the quality of integration of skilled migrants (see chapter five). The central team has been supported by the teams made available by the partner institutes, under the coordination of
Johan Wets (University of Leuven) and Nasrin Tabibian (Verwey Jonker Institute).

The project belongs to LSC’s long-term commitment to encourage close relations between social research and policy planning, placing the contribution of sociology and of a renewed political science (considered as “citizenship science”) at the disposal of decision-making. The starting point of this and other projects promoted by LSC is that the knowledge of reality and the recognition of essential trends, which cross contemporary societies, are the necessary premises for a good outcome of public policies.

This need is also expressed today in the framework of the current European debate concerning the need to define and implement policies for the real integration in the Union of citizens who have immigrated from third countries. It is now taken for granted\(^1\) that the success of migratory policies mainly depends on member states’ capacity to effectively integrate immigrants. The possible negative repercussions of the failure to integrate on social cohesion and welfare systems – from the worsening of social exclusion trends to the spreading of unsustainable forms of discrimination, racism and xenophobia are in fact far too many.

The various member states are characterized by different histories, experiences and traditions concerning the approach to immigrants’ integration. These national differences are meant to persist to a certain extent, (for example on the choice of the degree of compulsoriness to be assigned to official integration programmes). We can however also notice growing forms of convergence in member states\(^2\) (i.e. the awareness that integration is a two-way process, which concerns both immigrants and receiving societies, is increasingly spreading. The multidimensional nature of integration, which involves many legal, political, economic, social and cultural aspects, has also been acquired by now. This multidimensional quality necessarily yields many actors and government levels involved in integration policies, which require the implementation of sophisticated forms of governance.

A great deal has been at European institution level to promote coordination of national integration policies and European Union (EU) initiatives in this field. In this regard, mention can be made of the publication of a *Handbook on Integration* for policy-makers and

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\(^1\) Commission of the European Communities, 2003 and 2004
\(^2\) Entzinger, Biezeveld, 2003
practitioners, the European Council’s adoption of the Hague Programme of 4-5 November 2004 and the subsequent adoption of the Common Basic Principles by the Council for Justice and Internal Affairs in order to establish a consistent European framework on the integration of citizens from non-EU countries, up to the more recent European Commission communication entitled “A Common Agenda for the Integration of Third-Country Nationals in the European Union”\(^3\). Among the recommendations made by the latter there are some pertaining to the issue of skilled migrants; for example, as regards job placement, “Exploring additional ways of recognising newcomers’ qualifications, training and/or professional experience, building upon existing laws”, or as regards programmes introducing the language, history and institutions of the receiving country, “Offering courses at several levels taking into account different educational backgrounds and previous knowledge of the country”. The EU is thus starting to consider the need to focus on the specific needs of qualified people within the overall migration process.

The LCS is inserted in this context with its special research experience, which concerns **immigrants who are highly skilled and bearers of a relevant cognitive and intellectual capital**. Through various studies – especially one on skilled immigrants in Tuscany\(^4\) - the LCS has drawn local and national policy-makers’ attention to topics such as the downgrading process of immigrants who do not find a job that suits their skills or the role of skilled immigrants in creating “bridges” between countries and cultures.

The intention to study these topics in detail, converging them to the European dimension and translating them into tools which can be used in public policies, triggered the idea to begin the process that has led to this model proposal.

The project, which lasted seventeen months, moved through a complex of activities that are better described in the next chapter, and include: reading and analysing studies and documents; administering questionnaires to key informants – both governmental and non-governmental officials – of eight European countries having different features as regards the type and extent of the migration phenomenon (Belgium, France, Hungary, Italy, the Netherlands, Poland, Spain and the United Kingdom); analysing the information gathered and drafting an

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\(^4\) Montefalcone, 2002.
initial version of the model; validating it by collecting comments and observations from 30 experts, on the one hand, and by experimenting it in four European municipalities; revising the model and drafting the present version, which is the object of discussion within an international seminar in Brussels (5 October 2005).

It must be stressed that, besides enabling a fine-tuning of the model, this process allowed us to construct the SMEN (Skilled Migrations European Research and Policy Network), a network of European researchers and practitioners interested in putting the skilled migrants issue on the public policy agenda. The SMEN is, so to speak, the living substance of the quest for knowledge contained in the SMIAM that, hopefully, will provide for its application and dissemination in the coming years.

The present text of guidelines, drafted by Alessandra Cancedda, is divided into four parts, including the present introductory part.

Part two describes the main theoretical aspects underlying the construction of the model. Part three illustrates the taxonomy of the integration factors with the relative indicators starting from the model’s validation process. Part four deals with the methodological aspects of applying the model. Finally the model is briefly described in its entirety.

The text is completed by the bibliographic references to the books and documents analysed and two attachments containing a strategic document produced by the SMEN (Skilled Migrants European research and policy Network) (attach. 1) and the Study on the conditions of skilled immigrants (attach. 2).
Chapter Two

Description of the Activities Carried Out

1. Research and development of the SMIAM

The research process leading to the development of the model was divided into a series of successive stages.

1.1. The baseline study on skilled migrants

Firstly, a study was carried out on the situation of skilled migrants in eight European countries (Belgium, France, Hungary, Italy, the Netherlands, Poland, Spain and the United Kingdom).

This study was based on documentary analysis, on the one hand, and on the administration of questionnaires to key informants at national level, on the other.

The documentation analysed included:
— Public policy documents (only those containing information on the current situation).
— Statistical dossiers, reports and study reviews.
— Empirical studies conducted by the partner institutes.
— Other studies carried out at national, local and transnational level.

About a third of the documents analysed referred to the transnational sphere (generally European), while two-thirds examined national or local situations.
Overall, the documentation analysed amounted to about ten thousand pages.

Documentary analysis for the national texts was carried out by using a specific grid to assess the main phenomena characterising skilled migrant integration for each country, in order to condense a set of information and knowledge on a subject that is generally little dealt with by specific studies.

In the Netherlands, analysis was also made of a set of data produced within one of the very few statistical national studies conducted in Europe that examines in detail the socio-economic integration of immigrants – the SPVA (Sociale positie en voorzieningengebruik allochtonen). An equally relevant source was not found for the other countries concerned (although the project only envisaged the consultation of second degree sources).

The picture was subsequently completed by an analysis of the information and data existing at European and transnational level – these also being rather limited with respect to the specific target population of the project, as well as an analysis of the main models developed at European level for assessing migrants’ integration.

The administration of semi-structured questionnaires for the in-depth interviewing of key informants an national level was the other source of the study. In particular, these questionnaires involved the following people: 10 officials of national governments, 9 officials of NGOs, and 3 other people (journalists and experts).

As expected, some key informants were interviewed face-to-face, while others e-mailed their questionnaire answers. The list of respondents and the interviewing modality are reported in the following table.

<table>
<thead>
<tr>
<th>No.</th>
<th>Country</th>
<th>Organisation</th>
<th>Person</th>
<th>Type</th>
<th>Modality (FtF or Email)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>BE</td>
<td>Ministry of the Flemish community</td>
<td>Staff member of the Integration Department</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>2.</td>
<td>BE</td>
<td>Ministry of the Flemish community</td>
<td>Staff member of the Integration Department</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>3.</td>
<td>BE</td>
<td>Flemish Refugee Council</td>
<td>Staff member of the Integration Department</td>
<td>NGO</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>No.</td>
<td>Country</td>
<td>Organization/Position</td>
<td>Contact Name</td>
<td>Type</td>
<td>Contact Method</td>
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<td>----------------</td>
</tr>
<tr>
<td>4.</td>
<td>SP</td>
<td>Ministry of labour and social affairs</td>
<td>Javier Bernaldez, Jefe de Servicio Observatorio Políticas Inmigración y Refugio</td>
<td>Gov</td>
<td>Email</td>
</tr>
<tr>
<td>5.</td>
<td>SP</td>
<td>CEPAIM (Consortio de Entidades para la Acción Integral con Migrantes)</td>
<td>Juan Antonio Segura, Coordinator</td>
<td>NGO</td>
<td>Email</td>
</tr>
<tr>
<td>6.</td>
<td>FR</td>
<td>FASILD</td>
<td>Laurence Mayeur, Direction des Etudes et de la Documentation</td>
<td>Gov</td>
<td>Email</td>
</tr>
<tr>
<td>7.</td>
<td>HU</td>
<td>Office of Immigration and Nationality of the Ministry of the Interior (OIN)</td>
<td>Bencsik Zita, Office of EU Co-operation</td>
<td>Gov</td>
<td>Email</td>
</tr>
<tr>
<td>8.</td>
<td>IT</td>
<td>CIES</td>
<td>Alvaro Sanchez, project manager</td>
<td>NGO</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>9.</td>
<td>IT</td>
<td>Commission for Filipino Migrant Workers</td>
<td>Charito Basa, leader of various immigrant organisations</td>
<td>NGO</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>10.</td>
<td>IT</td>
<td>CGIL Trade Union</td>
<td>Deborah Leiva, officer</td>
<td>NGO</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>11.</td>
<td>IT</td>
<td>Ministry of Interior</td>
<td>Assunta Rosa, Carmelita Ammendola, officers</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>12.</td>
<td>IT</td>
<td>Ministry of Welfare</td>
<td>Giulia Henry, Sara Monterisi, officers</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>13.</td>
<td>IT</td>
<td>RAI (TV)</td>
<td>Jean Léonard Touadi, author</td>
<td>other</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>14.</td>
<td>IT</td>
<td>UCSEI (Catholic Union of Foreign Students in Italy)</td>
<td>Rosetta Pellegrini, project manager</td>
<td>NGO</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>15.</td>
<td>NL</td>
<td>Institute for Migration and Ethnic Studies University of Amsterdam</td>
<td>Anja Van Heelsum, researcher</td>
<td>other</td>
<td>Email</td>
</tr>
<tr>
<td>16.</td>
<td>NL</td>
<td>Ministry of Justice, Minorities Integration Policy Department,</td>
<td>Thomas Hessels, Senior Policy Advisor</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>17.</td>
<td>NL</td>
<td>ERCOMER, Erasmus University</td>
<td>Han Entzinger, researcher</td>
<td>other</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>18.</td>
<td>NL</td>
<td>City of Lelystad</td>
<td>Peter Reinsch, head of Research Department</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>19.</td>
<td>PL</td>
<td>Association for integration and protection of foreigners 'Proxenia'</td>
<td>Adam Bernatowicz, President</td>
<td>NGO</td>
<td>Email</td>
</tr>
</tbody>
</table>
Analysis of the literature and documentation, as well as of the interviews with the key informants at national level, led to identifying the specific phenomena concerning skilled migrants in the eight countries concerned – yielding a kind of ‘observation platform’, included in the attachments to the present text, which served not only as an empirical basis for the SMIAM, but was also a contribution per se to broadening our knowledge of the phenomenon.

1.2. The first version of the model

The baseline study and the examination of previous studies carried out by the LCS and by other organisations, as well as other information coming from networking and public communication activities (see below), formed the basis for drafting a first provisional version of the model. The latter was illustrated in a working document describing in general lines the construction process, the theoretical and empirical foundations, the main defining options, the structures proposed for assessment and a hypothesis for an application method.

1.3. Validation of the model: consulting the experts

In order to receive comments and observations, the working document on the SMIAM was sent to about 100 experts – mainly researchers, but also including a small number of officials and staff from organisations operating in the field of international migrations. The achieved objective was that of collecting the opinions of 30 subjects. The experts providing feedback are listed below.

<table>
<thead>
<tr>
<th>No.</th>
<th>Country</th>
<th>Organisation/Position</th>
<th>Role</th>
<th>Email</th>
</tr>
</thead>
<tbody>
<tr>
<td>20.</td>
<td>PL</td>
<td>Jagiellonian University Human Rights Centre (JUHRC)</td>
<td>NGO</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Jadwiga Maczynska, researcher</td>
<td></td>
<td></td>
</tr>
<tr>
<td>21.</td>
<td>PL</td>
<td>Ministry of Social Policy Department of Social Assistance and Integration</td>
<td>Gov</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Magdalena Muras, officer</td>
<td></td>
<td></td>
</tr>
<tr>
<td>22.</td>
<td>UK</td>
<td>Employability Forum</td>
<td>NGO</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Patrick Wintour, Director</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
List of experts who gave their opinion on the first version of the model

1. J. Apap, Policy Unit, DG Internal Policies, Parliament (Belgium – European Parliament)
2. S. Gsir, University of Liege (Belgium)
3. D. Jacobs, Institute of Sociology, Free University of Brussels (Belgium)
4. T. Timmermans, King Baldwin Foundation, Brussels (Belgium)
5. A. Alfonsi, LSC consultant, Rome (Italy)
7. V. Cesareo, Third World Study Centre, Milan (Italy)
8. C. Colonnello, Family Cooperation Centre, Rome (Italy)
9. F. Cristaldi, Geography Department, Faculty of Letters, University of Rome “La Sapienza” (Italy)
10. G. Lonardi, Confcooperative, Brescia (Italy)
11. M. Montefalcone, Laboratory of Citizenship Sciences (LCS), Rome (Italy)
12. G. Quinti, CERFE, Rome (Italy)
13. E. Todisco, Faculty of Economics, “La Sapienza” University of Rome (Italy)
14. M. Tognetti Bordogna, Bicocca University of Milan (Italy)
15. M. Baldwin Edwards, Director of the Mediterranean Migration Observatory at Panteion University, Athens (UK – Studies on Greece and Southern Europe)
16. L. Borissova, European Institute of Public Administration, Luxembourg (Bulgaria-Europe)
17. N. Sorensen, Danish Institute for International Studies, Copenhagen (Denmark)
18. I. Bruff, Trinity College Dublin (Ireland)
19. F. Duevell, Jean Monnet Centre for European Studies (Germany – studies in the UK)
20. R. Muenz, Hamburg Institute of International Economics (Germany)
21. P. Reinsch, Department of Common Studies, Lelystad (Netherlands)
22. N. Tabibian, Verwey-Jonker Institute, Utrecht (Netherlands)
23. Van Heelsum, Institute of Migration and Ethnic Studies, University of Amsterdam (Netherlands)
24. K. Golemo, researcher and collaborator of Italian Culture Institute, Warsaw (Poland)
25. G. Pinyol, Migrations Programme – CIDOB Foundation, Barcelona (Spain)
26. R. Zapata-Barrero, Research Group on Migrations and Policy Innovation, Pompeu Fabra University, Barcelona (Spain)
Analysis of the opinions collected led to recording 172 comments and observations including evaluations, systemic observations on the overall model framework, and precise observations on individual aspects or parts of the text.

1.4. Validation of the model: experimentation

Parallel to collecting the experts’ opinions, a model application test was carried out in four municipalities of the project partners’ countries (Rome and Viterbo – Italy; Leuven – Belgium; Eindhoven – the Netherlands). These municipalities were chosen so as to have a range of different situations regarding demographic size, socio-economic characteristics and main immigration typologies, but also on the basis of logistical and institutional practicability of the test.

The following activities were carried out by the research team in each municipality:
— Preliminary contacts as well as the gathering and analysis of documents and statistics available, on the basis of a grid.
— A focus group with key informants (immigrants and other actors), according to the methodology proposed in the SMIAM (see part three).

Overall, 33 key persons took part in the focus groups.

The focus groups enabled both information gathering on the situation of skilled immigrants in the municipalities concerned and also an assessment of the practicability and effectiveness of the chosen methodology and, in particular, the validity of the indicators contained in the main technical tool used for the survey, a discussion grid (see also part one, chapter three and part four, chapter fifteen).
1.5. Revision of the model and drafting of the guidelines

The results of the validation procedure, carried out by consulting the experts and testing the model, formed the basis for drafting the present text of guidelines that introduces various modifications with respect to the first version of the model and that will be at the heart of the discussion in the international seminar to be held in Brussels on 5 October 2005. Following this initiative, the final version of the guidelines will be the object of widespread dissemination throughout Europe.

2. Networking

Another important component of the project was developed alongside the research activities, and namely networking, in order to set up the Skilled Migrations European research and policy Network (SMEN).

This network is composed of researchers and public policy officials, and aims to promote knowledge, information, communication and discussion on skilled migration, restoring to it all its human, economic and social value, and opposing the tendency to dissolve it within an undifferentiated and simplistic view of migration flows and of the integration process. The network aims to contribute to establishing an intelligent and “wise” integration policy as are its target population; but “wise” also because it rests on a solid knowledge base.

The activities for setting up the SMEN included:

— Drafting a background document of the network, which was published on the project website.

— Sending a call for participation, in a more personalised manner, to a set of about 140 researchers and experts of the sector and, in a more general manner, to a mailing list of about 1,200 subjects.

— Gathering and recording the applications to participate (both applications via the website form and also the ones e-mailed).

By 30 June 2005, the SMEN had received 48 applications from researchers and officials from 15 different European countries.
Some of them, who wished to take more active part in SMEN activities, were invited to join the network’s **Core Group**. The seminar for setting up the Core Group was arranged for 5 October 2005, in Brussels, and a **network strategic document** was also drafted for dissemination (see attachment).

3. Public communication

Finally, guideline drafting would not have been possible, and the project could not have achieved its aims, without the support of a broad range of public communication activities.

**Website**

Firstly, a fundamental tool in public communication was the website (www.smiam.org), which provided all the basic information on the project and its partners, as well as news on internal and external events; a "monitor" section with links to relevant documents (in connection with a newsletter); a section devoted to the call for participants for the SMEN; and also a section dedicated to an e-conference.

**E-conference**

The e-conference on skilled migration and integration policies came into being in April and has since then seen the participation of researchers and skilled migrants residing in various European countries. As well as meeting the need to stimulate discussion on skilled immigration, it has been a further tool for gathering information and for assessing the factors facilitating and hindering the integration of skilled migrants taken into consideration by the SMIAM.

The e-conference was publicised through repeated e-mail announcements via the SMIAM News (newsletter) mailing list (see below) and other sector mailing lists (Forced migration, European Sociologist, EastEuropeanMigration), as well as through banners in all project team communications and specific invitations to individual experts.
The “SMIAM News”

Closely connected to the website was the creation and dissemination of an electronic newsletter (four issues up to the project end) entitled “SMIAM News”, divided into five sections: The project, News, Monitor, Links, Networking. The newsletter provides not only news on the project but also information on other initiatives and events underway, as well as links, papers and documents on issues relevant to the project.

International seminar

As already mentioned, at the end of the project (5 October 2005) there will be an international seminar in order to set up the SMEN Core Group. This seminar will be an opportunity, amongst other things, to present and discuss the SMIAM model and, in particular, the present guidelines, by a select group of experts and researchers from different European countries. Participants have been invited to attend via a formal invitation including a brief presentation of the seminar.
Chapter Three

The SMIAM: Functions, Advantages and Limitations

There were, in theory, many equally legitimate ways of dealing with the theme of skilled migrants and, with the present lack of knowledge regarding this component of migration flows, a research institute like the Laboratory of Citizenship Sciences (LCS) and its partner institutes had various roads open to them – even alternative to the one chosen, such as carrying out a sample-based survey or gathering best practices.

In view of all this, why propose an assessment model and have a – perhaps ambitious – aim of measuring not just an impalpable phenomenon like integration, but also of focusing on such a specific target – and do all this at a time when most European countries are barely beginning to deal with the issue of immigrants’ integration in general terms?

The answer to this question must be sought, firstly, in the LCS’s desire to contribute to meeting the growing demand – also dealt with in recent years by the INTI programme – for methods for assessing the progress of integration processes enabling not just an appreciation of policy results, but also a benchmarking of the various national and local situations\(^5\), while respecting each country’s specificity and history. There are still many obstacles to carrying out this comparative assessment, among which the poor comparability of statistical information gathered in the various countries. However, there is a positive note in the birth of projects and programmes explicitly posing the problem of data comparability\(^6\) or that of defining assessment models for migrants’ social inclusion\(^7\).

\(^5\) Ibidem
\(^6\) “Comparing National Data Sources in the Field of Migration and Integration”, www.compstat.org
\(^7\) The British Council, MPG, The Foreign Policy 2004,
Secondly, despite the aforesaid initiatives, there has been a feeling that none are specifically devoted to skilled migrants. There is, in fact, a tendency to lump this aspect within an undifferentiated and simplistic view of migration flows, or to treat it as a highly specific and sectoral phenomenon (for example, in terms of scientist mobility), without seeing the links with the more general problem of integration of and within European societies.

Thirdly, another reason for the decision lies in the opportunity to introduce to this field the custom – by now spreading in social and developmental policies – of developing models geared to measuring the presence of social phenomenon, by using “rapid” methods, in a local area with poor availability of statistical sources (as is almost always the case with small scale local territories) and with poor logistic or financial practicability of sample-based surveys.  

It was thus decided to develop an assessment model based on a set of factors (with relative indicators), arranged in a taxonomy. A model that is partly based on the many years of experience in the field on the part of the proposing organisation, but is also the result of specific research carried out on studies, reports and documents produced in different countries and at European level, and on the basis of interviews with key informants, as well as a validation process carried out by consulting experts and by experimentation.

The SMIAM aims to assess the quality of skilled migrants’ integration according to a multidimensional and biographical approach, i.e. focusing on the individuals’ subjective experience. By avoiding to provide a holistic and ideological definition of integration, it uses a taxonomy of eight factors in order to approach a phenomenon that is per se difficult to pin down. Each one of these factors is measured by a certain number of indicators: quality of employment, entrepreneurship, cultural consumption, access to high level training, the practising of leadership and social responsibility, the practising of one’s culture of origin and of the transnational dimension, public respect, the immigrants’ opinions of their receiving country. These factors correspond to an equal number of important processes that may be observed more easily compared to a hypothetical “final” outcome of integration, which is always difficult to define and ascertain. In any case, the factors are assessed at territorial

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8 For example, for the measurement of poverty and social exclusion, cf. Quaranta, Quinti, 2005; Mastropietro, 2001.
level, and the model is unable to predict the behaviour of individual skilled immigrants.

There are some ambiguities to be overcome as regards the term “model” in the meaning used for the SMIAM.

What is presented here is not an integration model, in the sense of a set of prescriptions on the way integration should ideally come about.

Nor is it a descriptive model of a systematic kind, since – as is better explained in part two – there is no presumption of completely covering the whole wealth of human experience of skilled migrants or the broad range of policies affected by the integration problem. Instead the idea is to deal with some specific aspects of the condition of those who are at risk of seeing their own cognitive and human capital underestimated or even going to waste.

Still less is it a statistical model governed by relations between causal type variables. Nor is it, obviously, the only model of its kind possible – given the degree of conventionality which it still contains despite the attempt to focus attention on procedures for defining and validating its elements. Moreover, it is not thought that the SMIAM covers all the range of phenomena connected to the integration of skilled migrants, given that it deals with only some of the more specific aspects of this category, thus acting as a sort of potential complement to other integration indicator systems.

What is proposed in this document is rather a scheme, a set of directions of an orienteering nature, concerning the opportunity to observe certain phenomena that have so far largely escaped policymakers, by putting them into a meaningful set.

It is more like an instrument made available to those who have to promote and implement integration policies – but also to those who, although not explicitly entrusted with these duties, find themselves dealing with the reality of skilled immigration in contexts such as that of territorial cohesion and development policies, of employment and entrepreneurship promotion policies, as well as those concerning public order management, culture promotion, the organisation of schools and training institutes, the attribution and implementation of citizenship rights, and so on. All these are spheres in which the presence of skilled migrants risks not being perceived if the right tools are not used.
The SMIAM has thus been designed by imagining that its “typical user” is an administrator at regional or provincial level, a director of public administration or a politician with limited resources available and who wishes to monitor the degree of skilled migrants’ integration over time and space, in order to plan and devise specific actions to improve its quality. It also requires the direct involvement of various actors and points of view present in the local area regarding the integration issue.

In view of these needs, the added value of the model is not just – or mainly given by – the set of theoretical assumptions, factors and indicators, which are all of a conventional nature and are thus open to refinement and adaptation, but also – and above all – by the way it is applied to the actual situation, by the methodology proposed for information gathering.

From this perspective, the SMIAM prefigures a survey method that mobilises and valorises the “strands” of knowledge already possessed, in various ways, by people who, be it for their role in working life (such as officials of employment services, guidance services of high level training institutes or of municipal social services) or in other spheres (such as leaders of immigrants’ associations, or even of trade unions and employers’ associations), or even for their personal experience of skilled migrants, can provide precious information on this phenomenon under study.

The focus group that lies at the heart of the proposed method for surveying the various indicators is a peculiar one in that it has very precise features, given by the fact it is used within an approach called Interactive Multilateral Coordinated Consultation (IMCC) (see part three). Besides the higher level of structuring with respect to normal focus groups and the use of standard technical tools and procedures, the most important feature is the interaction between different viewpoints, each bearing a piece of “evidence” of this phenomenon that is apparently so difficult to pinpoint and describe. Bringing together the key-persons bearing various points of view, in the sense that they hold the key for accessing various information pools, and making them interact thus becomes fundamental.

Through interaction it is possible to correct intermediate evaluations and prospects, to add anecdotes and episodic experiences together, specify differences linked to the different nationality, gender and age group in

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9 This interaction is a feature distinguishing the IMCC also as regards using groups of experts within consultation methods such as the Delphi Method.
order to avoid simplistic generalisations. A survey, however broad, could not produce this synthesis. And even if it were the best means, a survey tends to have high costs and this rules out its periodical or frequent use – except in the case of large scale national surveys (which, however, are not easily found on the theme of the present project in European countries – save for some basic information on demography or employment). In this picture, what on the surface would appear to be the optimal solution must necessarily be replaced by a satisfactory solution. This fact is increasingly grasped by scholars and organisations that, all over the world, are giving increasing importance to **qualitative methods**, and particularly those based on the active participation of the actors involved in the phenomenon under study.

In any case, it must be stressed that the available statistical information, especially the one on employment and enterprises, however fragmentary it may be, is still used in the SMIAM as ancillary to the assessment made by the key informants in the focus groups. The SMIAM generally tends to **make full use of all the existing information sources** on the phenomenon under study, favouring their mutual integration and, above all, an interpretation geared to attributing **meaning** to them.

Moreover, one should not underestimate the fact that the focus group participants engage in **critical discussion** on integration processes which, per se, can trigger **change processes**, even if this may not be the main aim of their summons.

In conclusion, one can say that the SMIAM is **a model and, at the same time, a procedure** for consulting – by mobilising them – the key persons present in a given local area, in order to reconstruct as reliable a picture as possible of the situation regarding some specific aspects of skilled migrants’ integration, in view of establishing strengths and weaknesses characterising this process and that may be the object of interventions on the part of public policies within a more general context of integration policies and not solely these. A procedure that **tends to produce information**, above all, if not exclusively, through **differentiation** – indeed information is always a difference\(^{10}\) - by **comparing** different temporal and territorial realities. A comparison which, in itself, must be carried out by bearing in mind a set of **precautions** (more will be said on this in part four) concerning the need to use the same procedures for selecting the key persons, for using the technical instruments, for moderating the focus

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\(^{10}\) Bateson, G., *Verso un’ecologia della mente*, Milano, Adelphi, 1976
group, and for analysing and interpreting the results. A tool which, together with others, can contribute to improving the management inside a local area – within a relatively short time span and with few resources – of a phenomenon which, given the current migration trends, will increasingly affect the production and social milieu of European cities and regions.
PART TWO
THE THEORETICAL FOUNDATIONS OF THE MODEL
Chapter Four
Options and Definitions

This chapter presents the main points related to the model’s theoretical foundations. In particular it will describe:

1. The operational definition of skilled immigrants.
2. The definition of "wise integration".
3. The centrality of job integration.
4. The multidimensional and biographical approach.
5. The concept of integration quality.

1. The operational definition of skilled immigrants

The SMIAM model concerns the integration of skilled immigrants, considered in a broad sense. In other words it does not refer only to those who are explicitly invited by European firms and organizations to fill the lack of skilled personnel in key sectors, such as information technologies and communication or health. These people, as with participants in programmes for the highly-skilled implemented by some countries, are only a fraction of the skilled migration phenomenon.

Instead it refers more at large to all those immigrants who, whatever the reason for their arrival, are carriers of high standards of knowledge and skills, even if they may not be immediately usable, having attained an academic qualification which is equivalent to at least a first degree of tertiary education (abroad or in the destination country itself).
It is necessary to specify also what is meant by “immigrant” here. Immigrants are understood as those people who reside in the country and did not have the citizenship of that country at birth. They may thus also include people who have acquired the nationality during their stay.

We are aware that the sphere of “skilled” migrants may also be extended, in some respects, to technical people who do not possess a university qualification and, indeed, a university education does not always guarantee the possession of those skills required by the job market. However, the present study preferentially focuses on university graduates – also to give proper weight to the investments made in higher education in the countries of origin and to the knowledge and skills that are not strictly technical, but are needed all the same in order to understand contemporary societies and for exercising forms of leadership, over and beyond their immediate usability in the job market.

Hence it is understood that these are first generation immigrants, rather than second generation ones (or generation 1.5, as the children of immigrants born abroad are defined). This option results from the fact that one of the main problems, which strike skilled immigrants - the failure to reach a job placing that is appropriate for the skills gained – is more pronounced in those who have qualifications attained in countries outside the EU. Besides, in the event of considering the second generation, the definition of those to be included would be even more uncertain than what it already is. In fact, in some countries, second generation immigrants tend to gain citizenship, thus leaving the category of immigrants to enter the more extensive ones of "ethnic minorities" or of "people of immigrant origin"; while other countries, which only apply the jus sanguinis, maintain the immigrant status even if one is born in the receiving country.

This model especially enlarges on "new immigrants", as immigrants who arrived in European countries in the ‘80s and ‘90s are normally called in countries with a longer tradition of immigration, to distinguish them from "guest workers" or from inhabitants of former colonies, which flowed massively into the old continent till the ’70s. In some recent immigration countries (i.e. Spain and Italy) the new immigrants subject of public debate are mainly labour immigrants; in others (e.g. United Kingdom, Belgium and the Netherlands) the presence of asylum seekers and refugees is more significant; and yet in others (e.g. France) family reunion flows are those gaining more attention.
A specification is necessary even concerning native countries. The skilled immigrants we refer to here are especially those from Africa, Latin America, Asia and Eastern Europe (including new EU member states) and other developing countries. These are, in fact, the people most at risk of social exclusion, who face the greatest integration difficulties.

However all these limitations of the reference target must be considered as a rough guide and not as categorical exclusion criteria. In fact the model suggests assessing not so much individual immigrants’ degree of integration, as that of integration processes underway in a certain local area. Many of the phenomena recorded for the above-defined migrants’ category could well apply to other categories of skilled migrants, albeit perhaps to a lesser extent or minor incidence. Moreover, taking second generations into account, albeit as a secondary analysis, may turn out to be essential in order to have an idea of the long-term developments of the integration process or for comparison between “old” and “new” migrants.

2. The definition of “wise” integration

The word “integration” is not always well received. At times, it evokes a person’s passive conforming to a group or to a social environment. In the field of migration policies, it has been criticised almost as much as the word “assimilation”, in the extent to which it involves a unilateral effort on the part of the immigrant to adapt to the receiving society. In some cases, the word has been replaced with another term, such as “inclusion”.

On the whole, in the present study, it was thought preferable to continue to use the word “integration” for various reasons. Firstly, for practical reasons, and namely that at European policy level there is still talk in terms of integration, and it is just these policies, above all, that the present project aims to affect. Secondly, in some meanings the very term “integration” does not envisage any subordination on the part of those who integrate but, on the contrary, their insertion with equal dignity. For example, the Merriam Webster Online Dictionary defines integration as “incorporation as equals into society or an organization of individuals of different groups (as races)” (http://www.m-w.com/). Integration, therefore, may also be taken to mean a completion of what a society already possesses with what it lacks, with new values, identities, models and cultures.
In view of all the above, we could say that a **good integration is one which avoids two possible occurrences**: that of complete **assimilation** with the loss of one’s original identity, and that of a purely superficial integration involving considerable **isolation** (either deliberate or incurred) with respect to the receiving society’s culture. Only through an imperfect analogy can these options, which concern immigrants, be reconnected to the adoption, at nation state level, of integration models inspired, respectively, by great “**assimilationism**” and by an exasperated **multiculturalism**, tending to crystallise the separation between individual “ethnic communities” without worrying about creating bridges between different cultures (the so-called **intercultural option**).

Integration is thus viewed here as a **two-way process** requiring mutual efforts between immigrants and their receiving societies. In truth, this too is a simplification, albeit a necessary one: it would, in fact, be necessary to consider several levels of relations – between the receiving country and its immigrants, between the receiving society and its immigrants, between the various groups of immigrants, and between immigrants and their country of origin. Despite being a two-way process, we must admit that a certain asymmetry exists between immigrants and receiving society: immigrants migrate only once (or few times) in their life, while host countries have the possibility to develop their reception competences over dozens of years. Hence they bear more responsibility for the integration process.

The model especially assesses the **quality of integration processes**. In fact we cannot hide the fact that integration, which is more relevant as a social process rather than a political goal, tends however to occur in some form. In practice we must check whether it occurs at the cost of a loss of human capital or the reverse, with a **mutual gain** on the part of receiving societies and immigrants (the word “gain” obviously meant here not just as financial benefit, but also as a social and cultural one in the broadest sense).

In particular, for skilled immigrants integration can present **special characteristics and requirements**, which differ from those applied to low skilled immigrants, as expectations and potential are generally higher. These characteristics and requirements must be given due consideration in designing and implementing integration policies. In other words we require an **integration policy that is as intelligent and “wise” as its target**, but it must be "wise" also because it is supported by a **sound knowledge base**.
Hence, skilled integration considered as a policy knows the subjects it involves and thus differentiates migratory flows from the inside. In this framework, it sheds light on a reality that is apparently invisible, such as the situation of highly skilled immigrants.

Relations between integration and the loss of social, emotional and cultural links with the native country are generally a central problem in this issue. According to common sense, this loss is the unavoidable premise to fully take on the receiving society’s identity. In this view, there is a tendency to see a sort of continuum, where at one extreme there is a situation of greatest persistence of affection for one’s country of origin, and at the other extreme a complete insertion in the new society with the resulting abandonment of previous links. In practice, the loss of links with the native culture and society is not a necessary premise for integration but rather the very maintenance of these links is often a strong point for better social integration. However broad-mindedness towards the new country, its culture and its inhabitants are equally necessary for integration not to have a superficial or purely functional character.

Integration may thus be considered a good quality one when it tends to allow skilled migrants to achieve a social, economic and professional condition, which is appropriate for their education, status and rightful expectations to further develop their “cognitive capital”, without this implying a total loss of their ties to their societies and cultures of origin. Along with this absolute criteria there is also a relative one, which concerns the possibility of attaining a position that is comparable with natives holding the same qualifications.

3. The centrality of job integration

Since skills are the main element characterising skilled migrants with respect to immigrants in general, it is obvious that – among all the aspects of integration – job integration is considered by researchers and sector workers to be one of the most important, if not the most important.

In particular, the issue most frequently raised is that of job deskillling, which can come about either by doing a regular job below the level of one’s skills and qualifications, or – above all, for some categories of

11 Portes, Zhou, 1993; Zouh, 1997
immigrants – in an “official” state of unemployment that may also be accompanied by doing temporary jobs.

The deskilling problem is different for immigrants directly recruited abroad by employers, for those arriving illegally in the receiving country and later becoming legal, as well as for those immigrants arriving to reunite with their family or those seeking political asylum or who are refugees. In certain cases, deskilling is in some way envisaged or allowed for, at least in an initial stage; in other cases, it is also linked to legal status (e.g., asylum seekers have great limitations in their possibility of finding employment). However, all these situations are objectively a waste of skills – not just for their country of origin, but also for the receiving country. Moreover, although deskilling may be accepted at the start as a necessary sacrifice in a short-term migration plan geared to making as much money as possible, it may in time be experienced with increasing discomfort and suffering, also going to affect the immigrant’s overall integration.

The job integration issue is thus an entry point enabling the opening of a window on the interaction between the migrant and his/her receiving country, including the state apparatus and services available. It is influenced by many elements, such as the functioning of systems of guidance and intermediation between the demand for and supply of employment, legal regularisation of the access to jobs and the professions, and the recognition of academic qualifications, the preparation of employers and recruiters to handle a culturally diversified workforce.

4. The multidimensional and biographical approach

4.1. The multidimensional approach

However, even assuming the centrality of job integration as a key element for the overall integration of skilled migrants, the model – in line with most current proposals – does not consider this dimension as the only significant one but also introduces others in which a full use of skilled migrants’ skills can occur (such as in cases of participation with leadership functions in social and institutional organisations).
When studying or drafting models for assessing integration policies and processes, it is usual to start from general categorisations that aim to grasp different dimensions of the process. Thus, different spheres are often identified – an economic one, a social one, a cultural one, a political one and so on; at times, a non-homogenous category is added, such as “attitudes of the receiving society”\textsuperscript{12}.

— In some cases, especially when models are adopted by institutions, there is a classification of the various phenomena acting as indicators of integration in specific areas of public policy. This is, for example, the scheme adopted by the European Commission in its Communication on immigration, integration and employment (Commission of the European Communities, 2003; 2004): integration in the job market; health and socio-health services; education and language skills; housing and urban issues; nationality, civic citizenship and respect for diversity; in this case too also with a residual category for phenomena not strictly connected to the behaviour of institutions but to social interactions, and called “socio-cultural environment”. Different areas of rights may be distinguished also in models with a mainly legal framework\textsuperscript{13}.

— Other models, instead, have an individual’s perspective and, by introducing a diachronic dimension, try to identify stages subsequent to integration (e.g., “residence and occupation”, “family reunification and settlement”, “formation of ethnic communities and/or assimilation”).

— There are also more complex proposals which put forward categories and subcategories. For example, a model has been proposed in the United Kingdom for assessing the integration of refugees; on a first level, this model distinguishes a series of abstract categories interlinked by logical relationships (“foundation”; “facilitators”; “social conditions”; “means and markers”), and within these categories it establishes areas of more specific phenomena (Ager & Strand, 2004).

The SMIAM fully fits in with this trend concerning the affirmation of models based on a multidimensional view of integration.

\textsuperscript{12} For example, Entzinger, 2003.
\textsuperscript{13} For example, the European Social Inclusion and Civic Citizenship Index considers five areas inque area: inclusion in the job market; long-term residence; family reunification; naturalisation; anti-discrimination. inclusione nel mercato del lavoro; residenza di lungo termine; riunificazione familiare; naturalizzazione; anti-discriminazione
\textsuperscript{14} For example, M. Baldwin-Edwards, The integration of immigrants in Athens: developing indicators and statistical measures, Mediterranean Migration Observatory, Athens, 2004.
4.2. The biographical approach

In defining the various dimensions of integration, the SMIAM adopts what may be called a biographical approach whose perspective is from the side of the immigrant and his/her subjective experience, rather than from the angle of policies and institutions working for integration. However, being a model that must be easily applied to the territorial level, this does not rule out – at a methodological level – the use of proxy indicators concerning the presence of opportunities and structures indicating a greater probability that certain experiences regarding integration can occur. Still with a view to greater applicability at a local level, the model also avoids arriving at excessive levels of sophistication, such as introducing a diachronic dimension (which would require following up the situations of a plethora of different individuals or groups of immigrants, each one of whom could be at a different stage of the integration process).

4.3. The complementary nature of the model

Finally, with respect to the aforesaid categorisations, it is worth stressing the non-exhaustive but complementary nature of the SMIAM. It allows completing information gathering by using other models or tools that grasp the immigrants’ general situation, with some more specific aspects of skilled migrants. For example, the SMIAM does not consider phenomena like school insertion or access to health services – not because these phenomena do not also concern skilled migrants, but because it is felt that they do not constitute a specific problem area of this segment.

5. The concept of integration quality

To obtain an operational definition of integration quality, rather than producing a holistic one and treating this phenomenon as a sort of continuous variable, it was considered preferable to concretely identify a taxonomy of factors going to make it up. These factors represent spheres in which the quality of integration can be assessed separately, according to a set of discrete indicators. If we adopt this “discontinuous” meaning of the phenomenon, in the end, the assessment of integration quality cannot be other than the “sum” of the degree of achievement of several different objectives, all being important, linked to the individual factors.
In this regard, it must be underlined that the present proposal of a model is less ambitious than others which, for example, try to establish statistical indicators that can exhaustively measure the progress of many policies influencing migrants’ integration processes in different countries. At the same time, perhaps it is more ambitious, in that it tends to complicate matters, raising the “standard” of integration quality with elements concerning the needs of its more skilled component. It is for this novel feature that it must be considered a proposal of an eminently experimental type.
Chapter Five
Structures of the Model

1. The taxonomy of factors

As already mentioned, the SMIAM uses a taxonomy of factors, including indicators, in order to assess the quality of integration of skilled migrants.

It is worth saying a few words on what is meant here by “factors”, and in what sense they enable an assessment of skilled migrants’ integration quality. The factors indicate largely process phenomena where quality is seen. They denote the indirect and measurable effects of a good integration. They indicate a positive potential, but do not predict outcomes for individual people. These factors can be seen as a force field of a social nature, whose measurement can indirectly indicate whether a certain society has an attitude favourable to integrating skilled migrants.

It is, of course, possible to discuss the relative weight of the various factors in contributing to reconstruct the integration phenomenon (and, in fact, the SMIAM attributes greater weight to the quality of employment than to other factors – see part four). However, the importance of this analysis is mitigated by the fact that there is no intention of demonstrating any causal relationship between the phenomena evoked by each factor.

As mentioned in chapter two, to arrive at determining the taxonomy of factors included in the present model, the procedure was as follows:

- Firstly, there was an analysis of the studies already carried out on skilled migrants in the past by the LCS and by other organisations, and the factors – also of a non-socio-economic but of a social and cultural nature – were highlighted that had resulted empirically correlated to a good level of skilled migrants’ integration, above all at a socio-economic level. These factors are: the quality of employment, entrepreneurship, transnational links, the relationship with the culture of origin, leadership and social responsibility.
• Then an examination was made of the results of the analysis of the literature, the documentation and the interviews with the key informants, conducted at the start of the project, and the phenomena – also of a micro type – were highlighted that came from these sources attributed to skilled migrants and which denoted the presence of an element hindering or facilitating their integration. Thus, a repertoire of **135 micro-phenomena** (also found in several sources and countries) was produced.

• An attempt was made to see whether these phenomena could be included within already known factors or whether it was necessary to identify others. It was thus decided to introduce four new ones: **high level training, opinions on the receiving country, public respect, cultural consumptions.** This led to drafting a list of **nine factors** in the **provisional version** of the model.

• On the basis of the model validation results, by consulting the experts and through the applicative test, two factors (“transnationality” and “practising of one’s culture of origin”) were unified and this led to drafting a list of the following **eight factors**, which will be illustrated in more detail in part three.

<table>
<thead>
<tr>
<th>FACTOR</th>
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<tbody>
<tr>
<td>Factor A</td>
<td>Quality of employment</td>
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<tr>
<td>Attaining a working position that reflects the cognitive capital possessed, from the perspective of skills used, salary, social benefits, career prospects, and so on.</td>
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<tr>
<td>Factor B</td>
<td>High profile entrepreneurship</td>
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<tr>
<td>Possibility of business-creation with features clearly indicating that it is insertion into skilled work and not a second best solution to ensure survival.</td>
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<tr>
<td>Factor C</td>
<td>Cultural consumption</td>
</tr>
<tr>
<td>The spreading, among skilled migrants, of consumption patterns not dictated by immediate need but which can be considered typical of the educated middle classes, and thus firstly technological and cultural consumption, which is a sign of a certain level of affluence.</td>
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</tbody>
</table>
Factor D  
**Access to high level training**  
The possibility of continuing university studies or attending professional and language training by accessing a high level offer, which is consistent with the high degree of education possessed and prospects of integration in skilled employment.

Factor E  
**Practice of the culture of origin and transnational dimension**  
The possibility of keeping traits of one’s own national, cultural and religious identity, and of having relations with one’s country of origin, as well as with colleagues, business partners, family members and friends residing in other countries.

Factor F  
**Leadership and social responsibility**  
Having leadership functions within political organisations, local government bodies, associations, NGOs, trade unions, etc., not only as regards immigrant community representation, but also in decision-making concerning the overall population.

Factor G  
**Public respect**  
Adequate recognition of skilled migrants’ presence, skills and potential by citizens as a whole and by political, economic and social actors, that is seen starting with representations, opinions, images, forms of public recognition, manifestations of respect and interest, and so on.

Factor H  
**Opinions of skilled migrants on the receiving society**  
The set of judgements, expectations and representations that immigrants have of their receiving country, its institutions, bureaucracy, citizens and possibilities of integration.

As may be seen from the above, the **taxonomy** of factors and indicators of the SMIAM is *a priori* with respect to the analysis to be made, but based on experience and on a broad empirical foundation. It can remain open and always ready to grasp phenomena that may be very different from one another and even unexpected. With this framework, which could be...
defined as “abductive”\textsuperscript{15}, two risks are avoided: on the one hand, that of deducing from an integration concept its “essential” components to then arrange them into sub-components (indicators); and, on the other, that of reducing reality to the sole phenomenology recorded so far. This approach is fundamental within an initiative like the one of the SMIAM project, which aims to create a tool that can be adapted to the reality and to the various circumstances of European countries.

\section*{2. The indicators}

Factors are phenomena which are not directly observable and, in order to be measured, require the use of directly observable phenomena – indicators. Factors and indicators are linked by an indication relationship: a factor represents the phenomenon indicated by the observable indicator phenomenon. The term “observable” here does not mean “directly visible” by a researcher, but susceptible to empirical surveying also via an intermediary source (such as key informants). Indicators may be of a \textbf{quantitative} kind, but also of a \textbf{qualitative} one (presence-absence). They may be \textbf{positive}, i.e. the greater their presence the higher the quality of integration, or \textbf{negative}, i.e. the lower their presence the higher the quality of integration.

As regards indicators for evaluation purposes, use is often made of \textbf{threshold values} as a parameter for comparison. Indicators should reach these values in order to consider a certain situation satisfactory. These threshold values may be of a quantitative type or even of the presence-absence kind. When threshold values are envisaged and are contained in \textbf{legal norms} or in other sources that have an adequate public recognition, then we can call them \textbf{standards}.

Otherwise, indicators still have a function of facilitating a comparison between different situations in time and space. In the case of the quality of integration processes, it is perhaps too early to define actual reference standards. Debate has, in fact, only just started at European level on the

\textsuperscript{15} On abductive inference, which originated in ancient philosophy and was taken up by Peirce at the end of the nineteenth century, there has been systematic reflection, also in relation to the use of non-standard logics, by Giancarlo Quaranta within the context of the Rome School of Sociology and Human Sciences, between the early 1980s and 2002; cf. Peirce 2003; Quaranta 1983, 1993 and 2002.
contents of migrant integration policies; still at an initial stage is the perception of the skilled migrants’ phenomenon. However, we should not rule out the possibility that standards may be defined in the future for integration policies in relation to skilled migrants.

To arrive at the list of indicators used in the SMIAM, the procedure was as follows:

Firstly, on the basis of the list of factors identified in the manner specified in the previous section, the repertoire of micro-phenomena was examined to see which ones could best function as indicators. In this way, 64 indicators were provisionally selected (the other micro-phenomena were in any case turned into a list of discarded indicators, attached in appendix to the provisional version of the model).

The indicators were chosen by using the following criteria:

- Their degree of relevance to the phenomenon indicated (factor).
- Their capacity to grasp phenomena not excessively specific to a country, but pertaining to several countries.
- Their capacity to describe the actual situation of skilled migrants rather than mere normative predictions or structural opportunities.
- Their suitability for use in empirical surveys.

Naturally, it was not always possible to have indicators possessing all these characteristics to the utmost all at once.

The selected indicator phenomena are both of a direct type (phenomena directly measuring the level of integration) and of the indirect kind (phenomena indicating a greater likelihood of achieving the integration process, on the basis of existing knowledge).

The prevailing approach, as already explained, is a biographical one linked to migrants’ subjective experience; if indicators concerning the so-called “structure of opportunities” (considering policies, norms, job market conditions, etc.) are sometimes used, it is as possible proxy elements of the subjects’ experience.

At a later stage, during the validation process, the indicators were subjected, as with the factors, to the experts’ opinion and were also tested in the experimentation. The list of indicators was then further amended to
arrive at the final list presented in part three of this document. Among the accepted indications of the experts, some concerned the addition of indicators or the reclaiming of certain micro-phenomena that had been discarded. Even the use of indicators in the focus groups enabled the meaning of these indicators to be clarified and reformulated.

3. The skilled migrants’ integration quality matrix

The model is thus based on a sort of matrix with the integration quality factors set out in rows and the two types of indicators used (in this case, positive and negative indicators) set out in two columns.
<table>
<thead>
<tr>
<th>FACTORS</th>
<th>INDICATORS</th>
<th>POSITIVE</th>
<th>NEGATIVE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Factor A</td>
<td>Quality of employment</td>
<td>1. Skilled immigrants employed as executives, managers or professionals by firms and organizations (+)</td>
<td>3. Unemployed or inactive immigrants with high qualifications. (-)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2. Skilled immigrants who are qualified for regulated professions succeed in really practicing them (physicians, lawyers, architects, etc.) (+)</td>
<td>4. Employed skilled immigrants who have lower salaries and social benefits than natives, despite the performance of the same tasks. (-)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>5. The existence of a personnel demand in areas of skilled employment (+)</td>
<td>6. Difficulty to obtain legal recognition for qualifications attained abroad (-)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>7. Employment services' commitment to do their utmost to insert immigrants in employed positions, which are appropriate for their qualifications (+)</td>
<td>11. Skilled immigrants who do not find good employment due to the inadequate knowledge of the language. (-)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>8. Employers who recognise the education and competences attained abroad (+)</td>
<td>9. Employers' prejudice even towards immigrants who have graduated in the country of residence. (-)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>10. Firms and other employer organizations' ability to take in and manage skilled immigrant personnel (+)</td>
<td></td>
</tr>
<tr>
<td>Factor B</td>
<td>High level entrepreneurship</td>
<td>12. Presence of immigrant businesses numbering native employees (+)</td>
<td>......</td>
</tr>
<tr>
<td></td>
<td></td>
<td>13. Presence of immigrant entrepreneurship in some high profile sectors (+)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>14. Presence of programmes to support immigrants who want to start a business in high profile sectors (+)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>15. Presence of financial intermediaries willing to give credit to immigrant entrepreneurs (+)</td>
<td></td>
</tr>
<tr>
<td>Factor C</td>
<td>Cultural consumption</td>
<td></td>
<td></td>
</tr>
<tr>
<td>----------</td>
<td>----------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>16. Ownership of a computer at home (+)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>17. Ownership of a privately paid Internet subscription (+)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>18. Ownership of a DVD reader at home (+)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>19. Attendance of cultural and musical events, which require the payment of an entrance ticket (+)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>20. Frequency of the purchase of books (+)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Factor D</th>
<th>Access to high level training</th>
</tr>
</thead>
<tbody>
<tr>
<td>21. Immigrants' full use of existing high level training opportunities (+)</td>
<td></td>
</tr>
<tr>
<td>22. Existence of high level training programmes specifically directed to skilled immigrants (+)</td>
<td></td>
</tr>
<tr>
<td>23. The existence of high level training courses, which immigrants can participate in at accessible costs (+)</td>
<td></td>
</tr>
<tr>
<td>24. Public welcoming and orientation services' provide information about high level training opportunities (+)</td>
<td></td>
</tr>
<tr>
<td>25. Existence of specialist or advanced language courses at accessible costs (+)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Factor E</th>
<th>Practice of the culture of origin and transnational dimension</th>
</tr>
</thead>
<tbody>
<tr>
<td>26. Transmission of the language and native culture to children (+)</td>
<td></td>
</tr>
<tr>
<td>27. Skilled immigrants’ participation in organising cultural ethnic events (+)</td>
<td></td>
</tr>
<tr>
<td>28. Offer of satellite and cable TV channels of immigrants’ native countries (+)</td>
<td></td>
</tr>
<tr>
<td>29. Availability of printed matter from immigrants’ native countries (+)</td>
<td></td>
</tr>
<tr>
<td>30. Existence of safe places of worship for minority creeds, which immigrants belong to (+)</td>
<td></td>
</tr>
<tr>
<td>31. Skilled immigrants who assist their countrymen in entering the labour world or the educational system in the</td>
<td></td>
</tr>
</tbody>
</table>

39. Obstacles to travel to the native country due to uncertainties concerning the residence status and bureaucratic delays in issuing or in renewing residence permits (-)
<table>
<thead>
<tr>
<th>Factor F</th>
<th>Leadership and social responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>32.</td>
<td>Maintenance of professional and business contacts with the country of origin or with fellow nationals living in other countries (+)</td>
</tr>
<tr>
<td>33.</td>
<td>Presence of opportunities to travel to the native country at reasonable costs (+)</td>
</tr>
<tr>
<td>34.</td>
<td>Knowledge of many languages (+)</td>
</tr>
<tr>
<td>35.</td>
<td>Relations with intellectuals and leaders of the country of origin resident in the homeland or abroad (+)</td>
</tr>
<tr>
<td>36.</td>
<td>Skilled immigrants’ participation in assisting the native country or region’s development (+)</td>
</tr>
<tr>
<td>37.</td>
<td>Former foreign students’ return to the receiving country (+)</td>
</tr>
<tr>
<td>38.</td>
<td>Presence of cheap telecommunication services for immigrants (+)</td>
</tr>
<tr>
<td>40.</td>
<td>Presence of immigrant leaders in consultative bodies attached to the municipal government (+)</td>
</tr>
<tr>
<td>41.</td>
<td>Presence of immigrant town councillors or municipal councillors (+)</td>
</tr>
<tr>
<td>42.</td>
<td>Presence of immigrant leaders in non-ethnic NGOs and voluntary associations (+)</td>
</tr>
<tr>
<td>43.</td>
<td>Presence of immigrant leaders in trade union organizations (+)</td>
</tr>
<tr>
<td>44.</td>
<td>Presence of immigrant leaders in entrepreneurs' organizations (+)</td>
</tr>
<tr>
<td>45.</td>
<td>Presence of immigrant leaders in political parties or candidates in elections (+)</td>
</tr>
<tr>
<td>46.</td>
<td>Presence of strong, well organised immigrant associations (+)</td>
</tr>
<tr>
<td>47.</td>
<td>Presence of immigrant artists and writers who have won...</td>
</tr>
<tr>
<td>Factor G</td>
<td>Public respect</td>
</tr>
<tr>
<td>----------</td>
<td>----------------</td>
</tr>
<tr>
<td>awards and recognition (+)</td>
<td></td>
</tr>
<tr>
<td>48. Presence of immigrant leaders in school representative bodies (+)</td>
<td></td>
</tr>
<tr>
<td>Factor G</td>
<td>Public respect</td>
</tr>
<tr>
<td>49. Citizens’ knowledge of many immigrants’ high educational qualifications (+)</td>
<td></td>
</tr>
<tr>
<td>51. Citizens’ knowledge of immigrant leaders and intellectuals (+)</td>
<td></td>
</tr>
<tr>
<td>52. Immigrants represented in qualified positions in the media (+)</td>
<td></td>
</tr>
<tr>
<td>53. The success of lifelong learning initiatives guided by immigrants (language courses, culture, dancing, music, etc.) (+)</td>
<td></td>
</tr>
<tr>
<td>54. Immigrants’ right to vote locally (+)</td>
<td></td>
</tr>
<tr>
<td>55. Focus on immigrants and ethnic minorities in marketing of firms operating at local level (+)</td>
<td></td>
</tr>
<tr>
<td>50. Presence of xenophobic discourse in local public communication. (-)</td>
<td></td>
</tr>
<tr>
<td>56. Skilled immigrants’ difficulties to be socially integrated in middle class districts. (-)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Factor H</th>
<th>Opinions of skilled migrants on their receiving society</th>
</tr>
</thead>
<tbody>
<tr>
<td>57. Perception of having economic advancement opportunities in the receiving country (+)</td>
<td></td>
</tr>
<tr>
<td>61. Skilled immigrants’ satisfaction concerning their condition in the receiving society (+)</td>
<td></td>
</tr>
<tr>
<td>62. Propensity to long-term stay in the receiving country (+)</td>
<td></td>
</tr>
<tr>
<td>63. Propensity to apply for naturalisation (+)</td>
<td></td>
</tr>
<tr>
<td>58. Negative opinions of skilled immigrants on the receiving country following the impact with bureaucracy. (-)</td>
<td></td>
</tr>
<tr>
<td>59. Skilled immigrants’ low expectations to access high level employment. (-)</td>
<td></td>
</tr>
<tr>
<td>60. Immigrant leaders’ disappointment concerning consultative bodies on immigration. (-)</td>
<td></td>
</tr>
</tbody>
</table>
PART THREE
FACTORS AND INDICATORS
As already mentioned in the previous chapters, we propose assessing skilled immigrants’ integration quality by studying a series of factors, which, according to literature and interviews with experts and key informants, have proved to be particularly relevant concerning this issue of migratory flows. These factors are:

B. Quality of employment  
C. High profile entrepreneurship  
D. Cultural consumption  
E. Access to high level training  
F. Practice of the culture of origin and of the transnational dimension  
G. Leadership and social responsibility  
H. Public respect  
I. Skilled immigrants’ opinions concerning the receiving society

Each factor’s presence can be detected by starting from certain indicators. Hence the following paragraphs introduce height "arrays", each comprising a factor and its indicators.

Some indicators are positive (they reveal integration), while others are negative (they reveal barriers and forms of resistance to integration). Negative indicators are followed by the annotation (-) in the following pages.

The factors and related indicators are described below and the following points will be enlarged on for each of these factors:

— a brief introduction will first highlight the main topics and trends related to the factor, justifying its inclusion, and the validation process, hence the comments of experts and the application test conducted in focus groups;  
— a definition of the validated factor and related indicators will be subsequently presented;
— lastly some operational directions will be provided to measure the indicators.
Chapter Six
Factor A “Quality of Employment”

1. The factor and the validation process

This factor concerns getting a job, which adequately suits the cognitive capital possessed. The appropriateness first concerns the level of competences the job requires. This situation is the reverse of that which is normally called downgrading, which strikes many highly skilled immigrants. The latter can occur as the performance of a job below one’s competences (d’Andrea, 2002; Stocchiero, 2004; Dobson et al., 2001; Rojo-Sols, 2003), as unemployment (European Commission, 2003) and as failure to recognise competences though they are implemented in the job. One of the best known downgrading factors is the difficulty to gain recognition for qualifications attained abroad (Freidberg, 2000, cit. in CRE, 2002). The language problem is another barrier (Pen and Tissing, 2000, cit. in Tabibian, 2005).

However once again the job quality concept includes career, salary and welfare cover prospects (for employees), besides relations with the work environment. The absence of discrimination is also an essential feature for job quality, nonetheless such discrimination strikes even second generation immigrants, who have studied in the host country (AECA, 2004; Borgogno et al., 2004).

Often skilled immigrants’ competences are underestimated even before the job selection - by intermediation services for employment supply and demand (Enel F., Delasalle C., 2004; Tabibian, 2005), and this attitude is stronger towards skilled immigrant women (Botman, 1999, and Balk Boerma and Kusche, 1998, cit. in Tabibian, 2005). The lack of employers’ preparation to recruit immigrant workers can be detected in many countries, yet positive experiences concerning integration programmes promoted by employers also exist (Duevell and Jordan, 2002).
Anyhow immigrants often show personal qualities, which facilitate their job integration, i.e. flexibility, initiative, perseverance, patience and adaptability (Kalsbeek, Bleichrodt, 2004, cit. in Tabibian, 2005; d’Andrea, 1999).

In the model’s provisional version the ‘quality of employment’ factor presented 12 indicators taken from different sources consulted in the eight countries involved in the study and from previous studies conducted by LSC.

| Immigrants employed as managers or professionals (+) | Country: UK  
Source: Dobson et al., 2004 |
|---|---|
| Quota of immigrants in skilled specialist professions (+) | Country: Hungary  
Source: Kovats et al., 2003 |
| Downgrading of immigrants with high qualifications (+) | Countries: Italy, Spain  
| Lack of personnel in skilled employment areas (+) | Country: Hungary  
Source: Kovats et al., 2003 |
| Legal restrictions to access professions (-) | Countries: France, Belgium, Italy  
Source: Agence pour le développement des relations interculturelles 2003; Baldaccini A., 2003; interviews to key informants |
| Failure to recognise qualifications or their recognition at a lower level (-) | Country: The Netherlands  
Source: Tabibian, 2005 |
| Orientation services’ trend to direct towards low-skilled jobs (-) | Countries: The Netherlands, Belgium, France  
Source: Tabibian, 2005; Enel, Delasalle, 2004; interviews to key informants |
| Employers’ trend to evaluate education and skills gained abroad differently (-) | Country: UK  
Source: Freidberg, 2000, cit. in CRE, 2002 |
| Employers’ prejudice even towards foreigners who have graduated in the host country (-) | **Country**: Italy  
**Source**: AECA, 2004 |
|---|---|
| Widespread use of diversity management programmes in companies/Companies’ ability to recruit and manage skilled immigrant personnel (+) | **Countries**: The Netherlands, UK  
**Source**: interviews to key informants |
| Poor presence of ethnic minorities holding leading posts in the labour world (vertical segregation) (+) | **Country**: UK  
**Source**: CRE, 2002 |
| 12. Poor knowledge of the language as an obstacle to integration (-) | **Country**: UK  
**Source**: Kelly, Joly, 1999 |

Factors and related indicators were first presented to experts.

Some of them suggested, among other things, better clarifying the meaning of job quality. New indicators have been added to extend the range of situations which are assessed under this factor: not only employment at lower levels of competence, but also skilled work performed with a lower pay and with less social benefits than natives, including irregular work, which, in some cases seems to involve even skilled workers, and the extent of unemployment and inactivity among skilled immigrants in a working age.

Some experts have suggested reviewing or doing away with certain indicators concerning legal bonds (i.e. restrictions concerning access to professions or public employment), which they deemed excessive to consider as discriminatory. The indicator concerning legal restrictions to access professions was eliminated and only the measurement of its outcomes was left (immigrants who really practice the profession for which they are qualified). The legal framework will be used for explaining and understanding such outcomes while discussing the results.

The same choice was made concerning some experts’ suggestion to include indicators related to entry systems: to consider them as contextual explanatory elements of certain situations related to the quality of employment, but not as indicators to be included in the model.

The following diagram reports the results of the quality of employment factor’s measurement performed in focus groups in the four municipalities.
On the basis of measurements, the factor is virtually absent (below 0.33) in the two municipalities Rome IX and Viterbo and present with moderate intensity (between 0.33 and 0.66) in the cities of Leuven and Eindhoven. This confirms that it is still rather hard for skilled immigrants' to find quality employment.

To better understand how this evaluation has been reached, reported below are the scores focus groups assigned the individual indicators.
**Lack of personnel in skilled employment areas**

<table>
<thead>
<tr>
<th>Factor</th>
<th>VW</th>
<th>W</th>
<th>PW</th>
<th>A</th>
<th>VW</th>
<th>W</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legal restrictions to access professions</td>
<td>YES</td>
<td>0</td>
<td>YES</td>
<td>0</td>
<td>YES</td>
<td>3</td>
</tr>
<tr>
<td>Difficulties (legal, bureaucratic, information, etc.) to gain recognition of qualifications attained abroad</td>
<td>VW</td>
<td>0</td>
<td>VW</td>
<td>0</td>
<td>VW</td>
<td>0</td>
</tr>
<tr>
<td>Orientation services’ trend to direct towards low-skilled jobs</td>
<td>VW</td>
<td>0</td>
<td>VW</td>
<td>2</td>
<td>W</td>
<td>1</td>
</tr>
<tr>
<td>Employers’ trend to evaluate education and skills gained abroad differently</td>
<td>VW</td>
<td>0</td>
<td>VW</td>
<td>0</td>
<td>VW</td>
<td>0</td>
</tr>
<tr>
<td>Employers’ prejudice even towards foreigners who have graduated in the host country</td>
<td>W</td>
<td>1</td>
<td>W</td>
<td>1</td>
<td>VW</td>
<td>0</td>
</tr>
<tr>
<td>Companies’ ability to recruit and manage skilled immigrant personnel</td>
<td>W</td>
<td>2</td>
<td>PW</td>
<td>1</td>
<td>W</td>
<td>2</td>
</tr>
<tr>
<td>Presence of ethnic minorities holding leading posts in the labour world</td>
<td>PW</td>
<td>1</td>
<td>PW</td>
<td>1</td>
<td>PW</td>
<td>1</td>
</tr>
<tr>
<td>Poor knowledge of the language as an obstacle to integration</td>
<td>VW</td>
<td>0</td>
<td>PW</td>
<td>2</td>
<td>VW</td>
<td>0</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>9</td>
<td>10</td>
<td>12</td>
<td>13.5</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**QUALITY OF EMPLOYMENT FACTOR INDEX**

| Factor | 0.25 | 0.28 | 1 | 0.37 |

Legend: VW=VERY WIDESPREAD; W=WIDESPREAD; PW=POORLY WIDESPREAD; A=ABSENT

* Lacking answers were given an intermediate value between 0 and 3 (1.5). See chapter sixteen for explanations concerning the score attribution process and the calculation of indexes.

Besides the stated evaluation, focus groups expressed the need to better word some indicators to make them more precise and easy to grasp (e.g. distinguishing employed jobs from freelance professionals in indicators Nos. 1 and 2; specifying that indicator No. 10 considers the skills both of companies and public administrations as potential employers to recruit skilled immigrants and manage their presence).
2. The validated factor and its indicators

The quality of employment factor concerns attaining a working position that reflects the cognitive capital possessed, from the perspective of skills used, salary, social benefits, career prospects, and so on.

Described below are the indicators proposed to detect this factor.

<table>
<thead>
<tr>
<th>Indicators of Quality of Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Skilled immigrants employed as executives, managers or professionals by firms and organizations. (+)</td>
</tr>
<tr>
<td>2. Skilled immigrants who are qualified for regulated professions and succeed in really practicing them (physicians, lawyers, architects, etc.) (+)</td>
</tr>
<tr>
<td>3. Unemployed or inactive immigrants with high qualifications. (-)</td>
</tr>
<tr>
<td>4. Employed skilled immigrants who have lower salaries and social benefits than natives, despite the performance of the same tasks. (-)</td>
</tr>
<tr>
<td>5. The existence of a personnel demand in areas of skilled employment. (+)</td>
</tr>
<tr>
<td>6. Difficulty to obtain legal recognition for qualifications attained abroad. (-)</td>
</tr>
<tr>
<td>7. Employment services' commitment to do their utmost to insert immigrants in employed positions, which are appropriate for their qualifications. (+)</td>
</tr>
<tr>
<td>8. Employers who recognise the education and competences attained abroad (+)</td>
</tr>
<tr>
<td>9. Employers' prejudice even towards immigrants who have graduated in the country of residence. (-)</td>
</tr>
<tr>
<td>10. Firms and other employer organizations' ability to take in and manage skilled immigrant personnel. (+)</td>
</tr>
<tr>
<td>11. Skilled immigrants who do not find good employment due to the inadequate knowledge of the language. (-)</td>
</tr>
</tbody>
</table>
3. Operational directions

The following specifications and directions are provided concerning the interpretation and application of the indicators just proposed.

**Indicator 1**

Managers mentioned in this indicator are employed by firms and organizations; entrepreneurs who direct their own firms are considered in factor B.

The indicator is gauged by considering the number of skilled immigrants present; i.e. if skilled immigrants are few, but they succeed in being employed mostly as managers and professionals, the indicator must be considered “very widespread”.

**Indicator 2**

Those who “are qualified for regulated professions” include also those who were such in their native country but not yet in the receiving country.

The indicator is measured considering how many skilled immigrants there are as professionals; i.e. if skilled immigrants are few in certain professions, but most of them succeed in practicing their profession, the indicator is considered “very widespread”.

Poor access to regulated professions can also depend on legal restrictions related to the citizenship requisite; this indicator directly gauges the outcome, whatever the causes.

It may occur that some skilled immigrants who were professionals in their native country need to attend refresher courses or full academic programmes to return to practice their profession in the receiving country. Once again, what matters in this context is the final outcome (how many immigrants finally succeed in practicing their profession).

**Indicator 3**

Students are not included.

Asylum seekers who are not authorised to work are excluded.
Immigrants who are officially unemployed, but in practice perform irregular work, are excluded.

This indicator also considers women who are inactive because they are housewives; even if native women's participation in the labour market may be equally low, what matters is that a *brain waste* takes place in any case.

**Indicator 4**

This indicator also considers immigrants who are paid low salaries or have less social benefits because they are illegally employed.

**Indicator 5**

At times there is data gathered by special surveys conducted on companies concerning their intention to recruit new personnel.

**Indicator 6**

Difficulties may be for example those related to the lack of information, to complicated bureaucratic policies or to the absence of bilateral agreements.

**Indicator 7**

"Doing the utmost" means acting within the limits placed by legal obstacles and the local job demand. Consider in this context especially whether a true assessment of the competences of skilled immigrants has been made, whether their education and qualifications attained in the native country are recorded, and whether this information is placed at the disposal of any interested employer.

Also consider whether skilled immigrants are given information on courses they must attend to fill in any training gaps to obtain the receiving country's recognition of qualifications possessed.

**Indicator 8**

Competences mean skilled immigrants' high level competences (not, *any* competence, e.g. the intermediate ones of skilled labourers or artisans).
Indicator 9
This indicator must also consider second generations and those who have gained citizenship.

Indicator 10
Such ability includes, for example, the skill to value the cultural and social identity, which immigrants bring to their professional work, but also the skill to prevent and repress forms of discrimination between peers or on the part of bosses. It may also refer to employer-promoted integration measures.

Indicator 11
Immigrants’ different situations can be observed depending on the nationality (hence on the mother tongue). In this case make a sort of “average” of the existing situations.
Chapter Seven  
**Factor B “High Profile Entrepreneurship”**

1. **The factor and the validation process**

   The high profile entrepreneurship factor concerns the presence of firms created by immigrants with features, which make it clear that it is insertion into skilled work and not a second best solution to ensure survival. The creation of enterprises is often one of the main outlets for highly skilled immigrants, especially failing opportunities in skilled employed work. On the other hand many immigrants are characterised by a strong orientation towards entrepreneurship and risk-taking (d’Andrea, 2002). This can however mask forms of self-employment which do not guarantee a decent income and reasonable prospects of improving one’s economic position (Colonnello and Mastropietro, 2003).

   However, in certain cases, as in that of an immigrant entrepreneur who also employs natives (Confartigianato, 2003), we can speak of successful integration, as entrepreneurial activities require skills in community and social relations and the ability to convey a sense of trust in co-workers. When such skills exist, it is unlikely that the entrepreneurs feels him/herself living a precarious and temporary experience. The creation of firms, which have powerful knowledge contents or are able to commit high skills and social capital even in a transnational dimension, is also significant for skilled immigrants (Centre for Family Cooperation, 2000).

   The model’s provisional version proposed the following indicators for the entrepreneurial factor.
| Presence of immigrant businesses numbering native employees (+) | Country: Italy  
Source: Confartigianato, 2003 |
|---------------------------------------------------------------|----------------------------------|
| Growth of immigrant entrepreneurship in some high profile sectors (+) | Country: Italy  
Source: Centro di Cooperazione Familiare, 2000 |
| Presence of policies and programmes to promote high profile immigrant entrepreneurship (+) | Country: Italy  
Source: Centro di Cooperazione Familiare, 2000 |

Experts have expressed diverging opinions concerning entrepreneurship a valuable option for skilled workers' integration: some believe that it is just another form of downgrading, especially for people with high academic titles, while others believe that it can be included among the indicators without further specifications.

In this context, we think that the option, proposed in the model’s provisional version, not to number all entrepreneurial initiatives among integration indicators, but only the high profile ones -- judged from a business perspective or from their degree of internationalization – and those which succeed in attracting native employees, is a good compromise between these two extreme stands.

Some experts have also suggested considering access to credit in this framework as it is a decisive element for the development of high profile entrepreneurship. This element has thus been included with a special indicator.

The results of the factor's assessment in the four municipalities are reported in the figure below.
To judge by the results, the factor is virtually absent (below 0.33) in the municipalities of Rome IX, and Eindhoven, and with moderate intensity (between 0.33 and 0.66) in the cities of Viterbo and Leuven, where this result is instead influenced by the value 'not answered' given to an item (see above). The presence of firms directed by immigrants with native employees has been reported as quite a widespread trend only in the city of Rome.

To better understand this result, we also report the focus groups' evaluations on individual indicators.

<table>
<thead>
<tr>
<th>Factor B</th>
<th>Rome IX</th>
<th>Viterbo</th>
<th>Leuven</th>
<th>Eindhoven</th>
</tr>
</thead>
<tbody>
<tr>
<td>High profile entrepreneurship</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Presence of immigrant businesses numbering native employees (+)</td>
<td>W</td>
<td>2</td>
<td>PW</td>
<td>1</td>
</tr>
<tr>
<td>Growth of immigrant entrepreneurship in some high profile sectors (+)</td>
<td>ABS</td>
<td>0</td>
<td>PW</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: Laboratorio di Scienze della Cittadinanza 2005
Presence of policies and programmes to promote high profile immigrant entrepreneurship (+)

<table>
<thead>
<tr>
<th>Indicator</th>
<th>VW</th>
<th>W</th>
<th>PW</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL</td>
<td>2</td>
<td>3</td>
<td>3.5</td>
<td>1</td>
</tr>
<tr>
<td>ENTREPRENEURIAL FACTOR INDEX</td>
<td>0.22</td>
<td>1</td>
<td>0.39</td>
<td>0.11</td>
</tr>
</tbody>
</table>

Legenda: VW=VERY WIDESPREAD; W=WIDESPREAD PW=POORLY WIDESPREAD; A=ABSENT

Besides the evaluations just reported, focus groups made further remarks.

Some participants in focus groups in Viterbo presented the need to clarify the meaning of “policies and programmes”: a simple thematization of the problem on the part of public authorities, or the implementation of real training actions. The decision was made to follow the second option, hence the attempt to word the indicator in a clearer manner.

The Eindhoven focus group noticed a further difficulty in the existence of legal and bureaucratic barriers for refugees who seek to start a business. This element, as others related to the regulatory framework, must thus be taken into consideration when results are interpreted.

2. The validated factor and its indicators

The “high profile entrepreneurship” factor concerns skilled immigrants’ access to business creation with features clearly indicating that it is insertion into skilled work and not a second best solution to ensure survival.

Reported below are the indicators proposed to gauge this factor.
### Indicators of High Profile Entrepreneurship

12. Presence of immigrant businesses numbering native employees. (+)
13. Presence of immigrant entrepreneurship in some high profile sectors. (+)
14. Presence of programmes to support immigrants who want to start a business in high profile sectors. (+)
15. Presence of financial intermediaries willing to give credit to immigrant entrepreneurs. (+)

### 3. Operational directions

The following specifications and directions are provided concerning the interpretation and application of the indicators just proposed.

**Indicator 13**

In collecting statistical data prior to the focus group, we can consider as high profile firms those belonging to the NACE K class “Real estate, renting and business activities”.

Even import-export activities, which are based on skilled immigrants’ transnational connections, can be considered as high profile.

**Indicator 14**

They can be programmes financed with public funds (European, national or local), which are expressly targeted at immigrants.

**Indicator 15**

The fluid asset element must be assessed considering, if possible, banks’ actual behaviour towards immigrants who ask for credit to open a firm, beyond the absence of formal discrimination; e.g. the higher request for real guarantees.
Chapter Eight
Factor C “Cultural Consumption”

1. The factor and the validation process

The adoption of consumption standards resembling those of natives, despite the traditional inclination to save, typical of immigrants during the early phases of their stay in the new country or when migration projects have still a short term feature, is at times considered as a sign of integration (Reyneri, 1997). The presence of cultural or technological consumption, or however of consumption that is not dictated by immediate needs and is typical of the educated middle classes, can be considered significant for the quality integration of skilled immigrants.

The model’s preliminary version listed the following indicators under this factor.

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Country</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of a computer (+)</td>
<td>Italy</td>
<td>Montefalcone, 2002</td>
</tr>
<tr>
<td>Use of the internet (+)</td>
<td>Italy</td>
<td>Montefalcone, 2002</td>
</tr>
<tr>
<td>Ownership of DVD readers (+)</td>
<td>Italy</td>
<td>Laboratorio di Scienze della Cittadinanza</td>
</tr>
<tr>
<td>Attendance of cultural and musical events (non &quot;ethnic&quot;) (+)</td>
<td>The Netherlands</td>
<td>interviews to key informants (LSC 2005)</td>
</tr>
<tr>
<td>Reading books (+)</td>
<td>Italy</td>
<td>Laboratorio di Scienze della Cittadinanza</td>
</tr>
</tbody>
</table>
Most objections raised by experts about this factor concern its indicating two different trends: on the one hand the level of wealth reached by immigrants (a sort of proxy of their income); on the other, their interest in the receiving country’s culture. Rightly, someone remarked that the use or even the possession of certain technological devices is widespread among educated classes at all latitudes. It is not necessarily after their arrival in the host country that skilled immigrants get acquainted with computers, the Internet, DVDs and so on.

Other experts have stressed the importance of cultural consumption and access to new technologies as a prerequisite for full social inclusion of skilled immigrants. Today in European societies, those who remain outside the use of ICT risk marginalization in the labour world and outside it too (the digital divide is also produced within advanced societies).

Then the attempt was made to reduce the abovementioned ambiguity, stressing that this factor means to evaluate above all immigrants’ standard of life as it is mirrored in consumption models, and only secondarily it assesses relations with the host culture. The results of measuring this factor in the municipalities where the test was conducted are reported below.

![Cultural Consumption Chart]

Source: Laboratorio di Scienze della Cittadinanza 2005
Data only refers to Rome IX, Viterbo and Leuven. Concerning Eindhoven the focus group did not respond to the questions proposed in the outline concerning cultural consumption. Participants did not consider this factor significant to evaluate immigrants’ level of integration in the receiving society and believed they did not have sufficient information on the issue.

We can however note that in all three districts the presence of the factor is strong (index over 0.66, and equal to the maximum possible in the city of Viterbo). Cultural and technological consumption thus seem high among skilled immigrants in these cities.

To better understand the formation of this result, the following table reports focus groups’ evaluations on the individual indicators.

<table>
<thead>
<tr>
<th>Factor F</th>
<th>Rome IX</th>
<th>Viterbo</th>
<th>Leuven</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Cultural consumption</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ownership of a computer</td>
<td>VW 3</td>
<td>VW 3</td>
<td>VW 3</td>
</tr>
<tr>
<td>Use of the internet</td>
<td>VW 3</td>
<td>VW 3</td>
<td>VW 3</td>
</tr>
<tr>
<td>Ownership of DVD readers</td>
<td>VW 3</td>
<td>VW 3</td>
<td>VW 3</td>
</tr>
<tr>
<td>Attendance of cultural and musical events (non &quot;ethnic&quot;)</td>
<td>PW 1</td>
<td>VW 3</td>
<td>VW 3</td>
</tr>
<tr>
<td>Reading books</td>
<td>VW 3</td>
<td>VW 3</td>
<td>PW 1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>13</td>
<td>15</td>
<td>13</td>
</tr>
<tr>
<td><strong>CULTURAL CONSUMPTION FACTOR INDEX</strong></td>
<td>0.87</td>
<td>1.00</td>
<td>0.87</td>
</tr>
</tbody>
</table>

Legenda: VW=VERY WIDESPREAD W=WIDESPREAD PW=POORLY WIDESPREAD A=ABSENT

The remarks made by focus groups especially centred on the indicator concerning book reading. The team was requested to specify whether it was meant books in the host country’s language or in their native tongue. A key informant in Leuven declared that it was almost offensive to ask graduate immigrants whether they read books, though she later understood the indicator’s meaning. However, in the light of this experience, this and other similar items were modified to make more evident that they only gauge the standard of life and do not focus on
judging immigrants’ personal cultural level or, worse still, their habits related to reading and leisure time activities in an overall key.

In this sense, compared to the first list of indicators, the new version of the model emphasizes the ownership of certain goods and the expense individuals face to have certain services, over simple access to technological and cultural consumption (which can also not be costly).

Concerning the attendance at non ethnic cultural events (concerts, shows etc.), when poor participation was reported by focus groups, it was specified that it is due to the cost of the tickets, while immigrants participate with interest in free events.

2. The validated factor and its indicators

The "cultural consumption" factor refers to the spreading among skilled immigrants of consumption patterns not dictated by immediate need but which can be considered typical of the educated middle classes, and thus firstly technological and cultural consumption, which is a sign of a certain level of affluence.

The indicators proposed to measure the factor are thus the following.

<table>
<thead>
<tr>
<th>Indicators of Cultural Consumption</th>
</tr>
</thead>
<tbody>
<tr>
<td>16. Ownership of a computer at home. (+)</td>
</tr>
<tr>
<td>17. Ownership of a privately paid Internet subscription. (+)</td>
</tr>
<tr>
<td>18. Ownership of a DVD reader at home. (+)</td>
</tr>
<tr>
<td>19. Attendance of cultural and musical events, which require the payment of an entrance ticket. (+)</td>
</tr>
<tr>
<td>20. Frequency of the purchase of books. (+)</td>
</tr>
</tbody>
</table>
3. Operational directions

Indicator 18

DVD readers could also be replaced by other types of equipment, e.g. digital cameras or video cameras.

Indicator 19

The specification that they are cultural events on payment makes the requirement of the non-ethnic character of these initiatives unnecessary: festivals and cultural initiatives organised by national associations and communities usually do not require payment of an entrance ticket, hence they are not considered in this context, despite their high value and importance.

Indicator 20

Having replaced book reading with their purchase, the language in which books are published loose relevance; what counts is that an expense is faced to make use of them.
Chapter Nine

**Factor D “Access to High Level Training”**

1. The factor and the validation process

Skilled immigrants generally give great relevance to studies and professional updates, though not always do they live in conditions, which encourage intellectual work (Van der Ree, Afework, 2002, cit. in Tabibian, 2005). Often immigrants with 1st level university education either wish to continue their studies or they are forced to repeat or complete their university education due either to lack of recognition or to a partial recognition of qualifications. The existence of high level training opportunities, both professional and of higher education at large, is hence decisive for skilled immigrants’ integration, even in view of their appropriate working and social integration. Language training, which often has an excessively practical and basic character or is too costly and not financed by public integration services - when it is appropriate - is particularly important in this context (Tabinian, 2005).

The model’s provisional version proposed to measure the factor (called “high level training policies”) through the following indicators.

| Immigrants’ full use of existing high level training opportunities (+) | Countries: various  
Source: interviews to key informants (LSC 2005) |
|---|---|
| Existence of high level training programmes specifically directed to skilled immigrants (+) | Countries: Belgium, UK, Italy, The Netherlands, Poland, Spain  
Source: interviews to key informants (LSC 2005) |
| High costs of higher education (-) | Countries: The Netherlands  
Source: interviews to key informants (LSC 2005) |
Welcoming and orientation services’ trend to provide information about high level training opportunities (+)  
Countries: France, The Netherlands  
Source: Enel, Delasalle, 2001

Existence of specialist or advanced language courses at accessible costs (+)  
Countries: The Netherlands  
Source: van Arkel, Engelkes, 2003; Brink, 1997, cit. in Tabibian, 2005

Concerning this factor experts, who have however recognised its great relevance, made no special comments. In fact it concerns the very optimization and enhancement of that cognitive capital, which is wasted in the various forms of downgrading that strike immigrants.

Measurement of the factor in the four municipalities produced the results reported in the following graph.

As we can notice from the graph, the index related to the factor takes on an intermediate value (between 0.33 and 0.66) in Rome IX, Viterbo and Leuven. In Eindhoven the value is lower though we must keep in mind the greater number of unanswered items in this city’s focus group.

In this regard, to better understand how it reaches such values, the table below reports focus groups’ evaluations concerning individual indicators.
Participants in focus groups stressed this factor's importance for skilled immigrants’ advancement in the receiving society. The Eindhoven group denounced the lack of training opportunities specifically targeted at skilled immigrants. The Rome group highlighted that a very limited number of professions are envisaged for immigrants (they are basically cultural mediators or entrepreneurs in sectors, which are traditionally reserved to the immigrant labour force, such as household services). The Leuven group mentioned that high level training is a problem, which concerns both new immigrants and "old" ones.
The Rome focus group highlighted skilled immigrants' high level of motivation to study and that this makes the lack of a training offer even more deplorable.

The reference to the lack of high level language training, which does not only enable survival in daily life or the performance of low skilled work, but also the use of the language in more complex and sophisticated social and professional contexts, was considered particularly relevant.

2. The validated factor and its indicators

The factor “access to high level training” concerns the possibility of continuing university studies or attending professional and language training by accessing a high level offer, which is consistent with the high degree of education possessed and prospects of integration in skilled employment.

The indicators proposed to measure the model are those already mentioned, hence the following.

<table>
<thead>
<tr>
<th>Indicators of Access to High Level Training</th>
</tr>
</thead>
<tbody>
<tr>
<td>21. Immigrants’ full use of existing high level training opportunities (+)</td>
</tr>
<tr>
<td>22. Existence of high level training programmes specifically directed to skilled immigrants (+)</td>
</tr>
<tr>
<td>23. The existence of high level training courses, which immigrants can participate in at accessible costs. (+)</td>
</tr>
<tr>
<td>24. Public welcoming and orientation services provide information about high level training opportunities (+)</td>
</tr>
<tr>
<td>25. Existence of specialist or advanced language courses at accessible costs (+)</td>
</tr>
</tbody>
</table>
3. Operational directions

Indicator 23

We must consider both the cost of university fees or other contributions requested to attend courses, and the overall cost of supporting oneself while at university (i.e. cost of lodgings in the case of courses outside the place of residence) and the existence and ease of obtaining study grants and total or partial exemptions from the payment of the requested fees or contributions.

Indicator 24

This indicator detects both the overall attitude of orientation services to consider the possibility of access to high level training on the part of their users, and the implementation of special measures (such as arranging for information leaflets on course offers, on procedures for the recognition of qualifications, study grants etc.).
Chapter Ten

Factor E “Practice of the Culture of Origin and Transnational Dimension”

1. The factor and the validation process

The factor “practice of the culture or origin and transnational dimension” concerns elements, which indicate skilled immigrants’ possession of a "dual identity", embodying both the receiving society’s typical elements and links with the native country, and taking on cosmopolitan features in many cases. Often maintaining links with the native culture does not hinder integration, but rather facilitates it (Montefalcone, 2002). The factor expresses itself in trends of a cognitive nature (practice of the language, culture, traditions, knowledge of current news) and of an operational type (travels, business, cultural, intellectual and social relations, etc.).

This factor represents the summary of two aspects developed separately in the first version of the model: practice of the culture of origin and “transnationality”.

The first refers to skilled immigrants’ possibility to introduce themselves with a strong cultural identity, which can form relations with other identities on an equal footing. This possibility also depends on the practical opportunities available in the local area, such as for example places of worship of one’s own religion -- and the possibility to attend them in conditions of safety -- or the availability of means of information concerning one’s native country.

The second aspect, which is partly linked to the first one as it involves relations with the native country, concerns experience of the transnational dimension, attained through journeys, professional relations, friends and
business relations (Losi et al., 2002). Often skilled immigrants produce added value for the receiving society and for their native country through their ability to link different countries, places and cultures. This also enhances their integration. In this case too, the possibility of experiencing the transnational dimension can be influenced by practical elements such as the possibility to return to their own country without loosing their residence permit, besides the cost of telecommunications and travelling expenses.

The model’s provisional version proposed assessing practice of the culture of origin on the basis of the following indicators.

| Transmission of the language and culture of origin to children (+) | Country: Italy  
Source: interviews to skilled informants |
| Skilled immigrants’ participation in organizing cultural ethnic events (+) | Countries: Italy, The Netherlands  
Source: interviews to skilled informants |
| Offer of satellite and cable TV channels of immigrants’ native countries (+) | Country: Italy  
Source: Laboratorio di Scienze della Cittadinanza |
| Availability of printed matter from immigrants’ native countries (+) | Country: Italy  
Source: Laboratorio di Scienze della Cittadinanza |
| Existence of safe places of worship for minority creeds, which immigrants belong to (+) | Countries: UK, Hungary, Poland  
Source: interviews to skilled informants |

Experts consulted about the model made some remarks on the overall factor and its individual indicators.

A first remark concerns the need to interpret relations with the culture as dynamic relations, which can also foresee forms of renegotiation of the cultural identity (e.g. in the case of women who emigrate also to gain greater freedom, compared to what they had in their native society).
Some instead have stressed how much the intention to show one’s cultural identity can be influenced by the receiving society’s image of one’s “ethnic group” (the better the image, greater the willingness to introduce oneself with one’s native culture).

These remarks all focus on greater consideration of specific national features in analysing relations between skilled immigrants and their native culture. While it is hard to add the ‘nationality’ variable to the model, it should be kept in mind when interpreting results (i.e. if it means understanding why there is greater practice of native culture in a certain place, we must consider which are the national communities that are most present and how these are perceived by the receiving society).

Some experts have objected to the inclusion of this factor, reproposing the concept according to which, the more one is linked to his culture and native country, the less he is integrated. This objection cannot be accepted as it is inspired by an assimilationist concept of integration, which this model seeks to overcome.

But at the same time a certain degree of realism prevents the inclusion of indicators such as state’s participation in funding activities organised by ethnic communities, which was suggested by an expert. Policies and the very philosophy concerning the extent of state support to cultural activities vary from country to country (or even from city to city), which makes this indicator unsuitable in an European comparative context.

A remark that was accepted instead concerns the overlapping between practice of culture of origin and transnational features at the level of certain indicators. This problem was solved by merging the two factors.

Results from the factor’s measurement in the four municipalities are reported in the figure below.
As we can notice, the practice of the native culture appears to be intense in all four municipalities (index over 0.66).

Focus groups have expressed the following detailed evaluations concerning the proposed indicators.

<table>
<thead>
<tr>
<th>Factor E</th>
<th>Practice of the culture of origin</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Rome IX</td>
</tr>
<tr>
<td>Transmission of the language and culture of origin to children</td>
<td>W</td>
</tr>
<tr>
<td>Skilled immigrants’ participation in organizing cultural ethnic events</td>
<td>VW</td>
</tr>
<tr>
<td>Regular viewing of the native country’s TV channels (it was Offer of satellite and cable TV channels of immigrants’ native countries)</td>
<td>VW</td>
</tr>
</tbody>
</table>
Besides evaluating the presence of the indicators just mentioned, focus groups remarked on the problematic aspects of links with one’s native community. It was reminded that at time communities curb initiative (Leuven), hence for this reason too not all immigrants seek contact with their native country and culture (Eindhoven). The problem of relations, which are not always peaceful, between communities from various nations was also presented (Leuven, Rome IX).

The model’s first version measured the factor “transnationality” by starting from the following indicators.

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Countries</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Skilled immigrants who assist their compatriots in entering the labour world or the educational system in the host country (+)</td>
<td>France, Italy, UK, The Netherlands</td>
<td>interviews to key informants (LSC 2005)</td>
</tr>
<tr>
<td>Maintenance of professional and business contacts with the country of origin (+)</td>
<td>UK</td>
<td>NOP Business, 2002</td>
</tr>
<tr>
<td>Presence of the opportunity to travel to the native country at reasonable costs. (+)</td>
<td>Italy</td>
<td>Losi et al., 2002</td>
</tr>
<tr>
<td>Knowledge of many languages (+)</td>
<td>Italy, The Netherlands</td>
<td>d’Andrea, 2002; interviews to key informants (LSC 2005)</td>
</tr>
</tbody>
</table>
| Relations with intellectuals and leaders in the country of origin (+) | Country: Italy  
Source: Montefalcone, 2002 |
|---|---|
| Skilled immigrants’ participation in assisting the native country or region’s development (+) | Countries: UK, The Netherlands, Spain  
Source: interviews to key informants (LSC 2005) |
| Former foreign students’ return to the receiving country (+) | Country: Poland  
Source: Grzymata-Kazlowska-Okolski, 2003 |
| Citizenship required to participate in international aid activities financed by receiving countries with the status of development worker (-) | Country: Italy  
Source: interviews to key informants (LSC 2005) |
| Increased telecommunications offers targeted at immigrants (+) | Countries: Italy, UK, Belgium, The Netherlands, Spain  
Source: interviews to key informants (LSC 2005) |
| Presence of immigrants who cannot return to their native country without risking the withdrawal of their residence permit (+) | Countries: Italy, The Netherlands  
Source: interviews to skilled informants (LSC 2005) |

Experts gathered various comments even concerning the practice of the transnational dimension.

In the first place it was observed that the transnational trend stretches beyond relations between host country and native country to touch networks of professional, scientific and business contacts in countries that are different both from that of origin and from the receiving one. This remark was implemented by modifying the indicators and introducing new ones.

Remittances were also mentioned. The latter are doubtless a relevant trend, both from a social and economic perspective. However they do not represent a special trend of skilled immigrants and could be even considered an indicator of a lesser inclination towards consumption in the host country, which in turn could be traced back to lesser integration (obviously, the use of the conditional tense is a must and things are not necessarily like this).
The diffusion of dual citizenship is another indicator, which could be taken into consideration, as it potentially facilitates practicing the transnational dimension. However, it is strongly influenced by the national legal framework and does not concern the local level the model mainly refers to. The very rates of acquisition of citizenship in receiving countries are influenced by the greater or lesser difficulty to obtain it due to the different principles, which regulate its conferment in the various member states. It is however a context factor, which must doubtless be kept in mind when results are interpreted.

The following figure presents results produced by the field test concerning the "transnational" factor.

![Transnationality Graph]

<table>
<thead>
<tr>
<th>City</th>
<th>Index</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rome IX</td>
<td>0.60</td>
</tr>
<tr>
<td>Viterbo</td>
<td>0.67</td>
</tr>
<tr>
<td>Leuven</td>
<td>0.75</td>
</tr>
<tr>
<td>Eindhoven</td>
<td>0.52</td>
</tr>
</tbody>
</table>

Source: Laboratorio di Scienze della Cittadinanza 2005

The practice of the transnational dimension is present with moderate intensity (index between 0.33 and 0.66) in the municipalities of Rome IX, Viterbo and Eindhoven and with high intensity (index over 0.66) in the municipality of Leuven.

To better understand how this result is reached, the table below lists the evaluations of focus groups conducted in the four cities concerning the presence of individual indicators.
### Factor E

**Transnationality**

<table>
<thead>
<tr>
<th>Description</th>
<th>Rome IX</th>
<th>Viterbo</th>
<th>Leuven</th>
<th>Eindhoven</th>
</tr>
</thead>
<tbody>
<tr>
<td>Skilled immigrants who assist their countrymen in entering the labour world or educational system in the host country</td>
<td>PW 1</td>
<td>VW 3</td>
<td>VW 3</td>
<td>A 0</td>
</tr>
<tr>
<td>Maintenance of professional and business contacts with the country of origin</td>
<td>W 2</td>
<td>W 2</td>
<td>VW 3</td>
<td>Not answ. 1.5</td>
</tr>
<tr>
<td>Presence of opportunities to travel to the native country at a limited cost (it was: Journeys to the country of origin)</td>
<td>Adeq 2</td>
<td>Adeq 2</td>
<td>Part Adeq 1</td>
<td>Adeq 2</td>
</tr>
<tr>
<td>Knowledge of many languages</td>
<td>VW 3</td>
<td>VW 3</td>
<td>VW 3</td>
<td>Not answ. 1.5</td>
</tr>
<tr>
<td>Relations with intellectuals and leaders in the country of origin</td>
<td>W 2</td>
<td>PW 1</td>
<td>VW 3</td>
<td>W 2</td>
</tr>
<tr>
<td>Skilled immigrants’ participation in assisting the native country or region’s development</td>
<td>W 2</td>
<td>PW 1</td>
<td>VW 3</td>
<td>Not answ. 1.5</td>
</tr>
<tr>
<td>Former foreign students’ return to the receiving country</td>
<td>A 0</td>
<td>PW 1</td>
<td>PW 1</td>
<td>Not answ. 1.5</td>
</tr>
<tr>
<td>Citizenship required to participate in international aid activities financed by receiving countries with the status of development worker</td>
<td>YES 0</td>
<td>YES 0</td>
<td>Not answ. 1.5</td>
<td>NO 3</td>
</tr>
<tr>
<td>Presence of cheap telecommunication services for immigrants (it was: Increased telecommunications offers targeted at immigrants)</td>
<td>Ent adeq 3</td>
<td>VW 3</td>
<td>Adeq 2</td>
<td>Adeq 2</td>
</tr>
</tbody>
</table>
Possibilities for immigrants to return to their native country without risking the loss of their authorization to take up residence (it was: Presence of immigrants who cannot return to their native country without risking the withdrawal of their residence permit)

<table>
<thead>
<tr>
<th>Possibilities for immigrants to return to their native country without risking the loss of their authorization to take up residence (it was: Presence of immigrants who cannot return to their native country without risking the withdrawal of their residence permit)</th>
<th>Inad</th>
<th>Part Adeq</th>
<th>1 Adeq</th>
<th>2 Part Adeq</th>
<th>2</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL</td>
<td>15</td>
<td>17</td>
<td>22.5</td>
<td>17</td>
<td></td>
</tr>
</tbody>
</table>

**TRANSNATIONALITY FACTOR INDEX**

| VW=VERY WIDESPREAD W=WIDESPREAD PW=POORLY WIDESPREAD ABS=ABSENT Entirely Adeq.= Entirely adequate; Adeq.=Adequate; Part. Adeq.= partly adeq.; Inadeq.= inadequate |
|---|---|---|---|---|
| 0.50 | 0.57 | 0.75 | 0.57 |

Some remarks made by the focus groups confirm this factor’s relevance for the evaluation of integration. For example, the Rome group reported that participation in aid development initiatives targeted at the native country is greater among those who have best established themselves in the receiving country.

In the same manner, only those who are well integrated are also able to help their compatriots to be integrated in labour and education fields.

Some indicators are hard to apply to refugees, such as those which refer to journeys to the native country or even simply keeping in contact with people who still reside there.

Extending the area of trends related to relations with compatriots who have taken refuge in other countries will probably enable us to better learn this target group’s behaviour.
2. The validated factor and its indicators

The factor “practice of the culture of origin and transnational dimension” concerns the possibility of keeping traits of one’s own national, cultural and religious identity, and of having relations with one’s country of origin, as well as with colleagues, business partners, family members and friends residing in other countries.

Listed below are the indicators, which have been marked out to detect this factor.

<table>
<thead>
<tr>
<th>Indicators of practice of the culture of origin and transnational dimension</th>
</tr>
</thead>
<tbody>
<tr>
<td>26. Transmission of the language and native culture to children (+)</td>
</tr>
<tr>
<td>27. Skilled immigrants’ participation in organising cultural ethnic events (+)</td>
</tr>
<tr>
<td>28. Offer of satellite and cable TV channels of immigrants’ native countries (+)</td>
</tr>
<tr>
<td>29. Availability of printed matter from immigrants’ native countries (+)</td>
</tr>
<tr>
<td>30. Existence of safe places of worship for minority creeds, which immigrants belong to (+)</td>
</tr>
<tr>
<td>31. Skilled immigrants who assist their countrymen in entering the labour world or the educational system in the receiving country (+)</td>
</tr>
<tr>
<td>32. Maintenance of professional and business contacts with the country of origin or with fellow nationals living in other countries (+)</td>
</tr>
<tr>
<td>33. Presence of opportunities to travel to the native country at reasonable costs. (+)</td>
</tr>
<tr>
<td>34. Knowledge of many languages (+)</td>
</tr>
<tr>
<td>35. Relations with intellectuals and leaders of the country of origin resident in the homeland or abroad. (+)</td>
</tr>
<tr>
<td>36. Skilled immigrants’ participation in assisting the native country or region’s development (+)</td>
</tr>
<tr>
<td>37. Former foreign students’ return to the receiving country (+)</td>
</tr>
</tbody>
</table>
38. Presence of cheap telecommunication services for immigrants. (+)
39. Obstacles to travel to the native country due to uncertainties concerning the residence status and bureaucratic delays in issuing or in renewing residence permits (-)

3. Operational directions

Indicator 26

It means effective transmission, which produces real mastery of the native language in children, and not the mere good intention to convey it.

Indicators 28, 29, 33

Use the native countries of the main nationalities present in the area as a landmark.

Indicator 34

It means knowledge of at least another language besides the mother tongue and the receiving country's language.

Indicator 39

This indicator does not apply to political refugees, who, by statutory regulation, often cannot return to their country.
Chapter Eleven
Factor F “Leadership and Social Responsibility”

1. The factor and the validation process

While it is hoped that all immigrants may participate in the receiving society’s political and social life, skilled immigrants generally have the competence and skills required even to play a leading role in political bodies, local government organs, associations, NGOs, trade unions and so on. It can be relevant that this leadership is practised both in immigrant communities’ representative places and in their associations (Montefalcone, 2002; Withol de Wenden and Leveau, 2001), but also in decisional frameworks where the interests of the population as a whole are at stake. At the same time, the probability that immigrants are included in decision-making bodies is higher when there is an immigrant constituency, which can make party and trade union leaders feel its weight. This is made possible, inter alia, by the right to vote in local elections.

The first version of the model envisaged gauging this factor through the following indicators.

| Presence of immigrant leaders in consultative bodies attached to the municipal government (+) | Countries: Belgio, Italy, The Netherlands, Poland, Spain |
| Source: interviews to key informants (LSC 2005) |

| Presence of immigrant leaders in regional or provincial governments’ consultative bodies (or in a body at the level of the chosen GAR) (+) | Countries: Italy, The Netherlands, Spain |
| Source: interviews to skilled informants (LSC 2005) |
| Presence of immigrant leaders in NGOs and in voluntary associations (+) | Countries: all  
Source: interviews to key informants (LSC 2005) |
|---|---|
| Presence of immigrant leaders in trade union organizations (+) | Countries: Italy, Belgium, The Netherlands  
Source: interviews to key informants (LSC 2005) |
| Presence of immigrant leaders in entrepreneurs’ organizations (+) | Countries: The Netherlands  
Source: interviews to key informants (LSC 2005) |
| Presence of immigrant leaders in political parties or candidates in elections (+) | Countries: The Netherlands, UK  
Source: interviews to key informants (LSC 2005) |
| Presence of strong, well organised immigrant associations (+) | Country: Italy  
Source: Caritas, 2003; AECA, 2003 |
| Presence of immigrant artists and writers who have won awards and recognition (+) | Country: Italy  
Source: Laboratory of citizenship sciences |

Concerning this factor and its related indicators, experts made the following remarks.

In the first place, concerning associationism and voluntary service, the suggestion was not to focus on a type of leadership that represents immigrant communities as such, but on leadership practiced in ethnically neutral contexts, i.e in the professional framework. Hence relative indicator has been subsequently modified.

The proposal was made to add representative roles in school bodies, since the presence of immigrant parents can produce a better management of the integration process of children at school. This item has thus been added to the list.

Someone also proposed including among leadership indicators the presence of immigrants elected in national parliaments. However political participation is still so limited in countries, which are new to immigration
that this indicator risks being little relevant; besides it would not refer to
the regional or local level to which the model applies.

We must also stress, as some experts remarked, that some indicators of
leadership or social responsibility may also be found under other factors
(i.e. participation in activities focused on promoting the development of
native countries, which appears in the “transnationality” factor).

Results produced by the test concerning the “leadership and social
responsibility” factor are reported in the graph below.

![Leadership and social responsibility graph]

Source: Laboratorio di Scienze della Cittadinanza 2005

The leadership factor is virtually absent in the two Italian districts Rome
IX and Viterbo (below 0.33), while it is present with moderate intensity
(between 0.34 and 0.66) in the cities of Eindhoven and Leuven; it reaches its
highest peak especially in the latter. However on the whole none of the
four cities counts a strong presence of immigrant leaders.

Listed below are the detailed evaluations expressed by focus groups
concerning individual indicators.
<table>
<thead>
<tr>
<th>Factor F</th>
<th>Rome IX</th>
<th>Viterbo</th>
<th>Leuven</th>
<th>Eindhoven</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leadership and social responsibility</td>
<td>PW 1 A 0 D 2 not answ</td>
<td>PW 1 PW 1 W 2 not answ</td>
<td>PW 1 PW 1 PW 1 PW</td>
<td>PW 1 PW 1 PW 1 PW</td>
</tr>
<tr>
<td>Immigrant leaders in consultative bodies attached to the municipal government</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Immigrant leaders in regional or provincial governments’ consultative bodies (or in a body at the level of the chosen GAR)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Immigrant leaders in ngos and in voluntary associations</td>
<td>A 0 PW 1 PW 1 PW</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Immigrant leaders in trade union organizations</td>
<td>PW 1 PW 1 PW 1 A 0</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Immigrant leaders in entrepreneurs' organizations</td>
<td>A 0 A 0 PW 1 A 0</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Immigrant leaders in political parties or candidates in elections</td>
<td>A 0 PW 1 W 2 PW 1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Presence of strong, well organised immigrant associations</td>
<td>PW 1 W 2 W 2 MW 3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Immigrant artists and writers who have won awards and recognition</td>
<td>A 0 PW 1 W 2 PW 1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>4 7 13 8</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**LEADERSHIP AND SOCIAL RESPONSIBILITY FACTOR**

VW=VERY WIDESPREAD W=WIDESPREAD PW=POORLY WIDESPREAD A=ABSENT
Enti Adeq.= Entirely adequate; Adeq.=Adequate; Part Adeq. = partly adeq.; Inadeq= inadequate
Focus groups further remarked on individual indicators and, in a broad sense, on the topic of immigrants leadership, especially in the political framework.

In the first place the group stressed the close link between the right to vote and the possibility of reaching leadership positions in this context not only in elective bodies, but also in political parties and other political formations. In fact, as already said it is extremely difficult for parties to find it rewarding to promote immigrants to the top of their decisional bodies, till they are integrated as an electoral base.

Italian focus groups also strongly criticised experiences with deputy town and municipal councillors who had only been elected by the immigrant population and in fact were an expression only of the latter (especially of the best organised associations and communities). It has been stressed that immigrants who have long resided in a city or a district should instead represent citizens at large. This could be implemented by extending the population of passive and active voters in a full sense for administrative elections to immigrants who have long resided in the country. It also emerged that the deputy councillors have very little power and intervention tools. Hence it is very important to evaluate leadership considering both the coverage of appointments and the authority that has been effectively exercised.

2. The validated factor and its indicators

The factor concerns having leadership functions within political organisations, local government bodies, associations, NGOs, trade unions, etc., not only as regards immigrant community representation, but also in decision-making concerning the overall population.

The indicators proposed to measure the factor are listed below.
## Indicators of Leadership and social responsibility

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>40.</td>
<td>Presence of immigrant leaders in consultative bodies attached to the municipal government (+)</td>
</tr>
<tr>
<td>41.</td>
<td>Presence of immigrant town councillors or municipal councillors (+)</td>
</tr>
<tr>
<td>42.</td>
<td>Presence of immigrant leaders in non-ethnic NGOs and voluntary associations (+)</td>
</tr>
<tr>
<td>43.</td>
<td>Presence of immigrant leaders in trade union organizations (+)</td>
</tr>
<tr>
<td>44.</td>
<td>Presence of immigrant leaders in entrepreneurs' organizations (+)</td>
</tr>
<tr>
<td>45.</td>
<td>Presence of immigrant leaders in political parties or candidates in elections (+)</td>
</tr>
<tr>
<td>46.</td>
<td>Presence of strong, well organised immigrant associations (+)</td>
</tr>
<tr>
<td>47.</td>
<td>Presence of immigrant artists and writers who have won awards and recognition (+)</td>
</tr>
<tr>
<td>48.</td>
<td>Presence of immigrant leaders in school representative bodies. (+)</td>
</tr>
</tbody>
</table>

### 3. Operational directions

**Indicator 40**

They can be deputy municipal councillors (present in some Italian municipalities) or presidents of commissions and councils, which assist the local government.

**Indicator 41**

It concerns immigrants who are not citizens of the receiving country. It is clearly possible only if immigrants have the administrative right to vote.

**Indicator 42**

Those associations, which represent only one community or a limited number of national communities, are considered as “ethnic”.
**Indicators 43, 44, 45**

Immigrant leaders are people who are appointed or elected inside the executive bodies.

**Indicator 47**

Clearly the evaluation must consider the fact that the achievement of awards and recognitions necessarily concerns few individuals. The statement 'little' or 'very widespread' must take into account to the relative weight of the immigrant communities within the population.

**Indicator 48**

It especially considers parents who are elected in school committees, but also students who are elected to represent middle and high school students.
Chapter Twelve

Factor G “Public Respect”

1. The factor and the validation process

The fact that skilled immigrants are not only accepted by the receiving society but also respected for their skills and potential, can be considered relevant towards their integration process. In particular, it is important that the general public accepts the possibility that skilled immigrants may hold high level jobs (Institute of Studies on Public Opinion, 2000).

Public respect towards skilled immigrants is expressed by assigning them a social status that is comparable with that of natives having the same qualifications. At times skilled immigrants suffer deeply due to the inconsistency between their status in their native country and the current one (Gunnesteinsdottir, 2004).

However, in a society characterised by status and role relativization, respect is also and especially expressed by the recognition of the value of work and of social action, which skilled immigrants perform or could perform in the various frameworks they have entered. Besides the receiving society’s respect towards immigrants is expressed by marking them out as potential voters, users and consumers and by interest towards the culture they bring. In this sense the image of the typical immigrant conveyed by the media is essential and it is often quite the opposite of a competent skilled person (ERCOMER, 2002). Finally the persistence of public respect is translated into immigrants’ possibility to move from one place to another of the country without particular reintegration problems.

Reported below are the indicators, which were marked out to detect this factor in the model’s first version.
<table>
<thead>
<tr>
<th>Category</th>
<th>Country</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Opinions of citizens who are favourable to qualified immigrants' taking up highly skilled jobs (+)</td>
<td>Italy</td>
<td>Institute of studies on public Opinion, 2000</td>
</tr>
<tr>
<td>Opinions of citizens who are favourable to immigrants’ playing leading roles in the local government’s framework (+)</td>
<td>Italy</td>
<td>Laboratorio di Scienze della Cittadinanza</td>
</tr>
<tr>
<td>Citizens’ knowledge of immigrant leaders and intellectuals (+)</td>
<td>Italy</td>
<td>Laboratorio di Scienze della Cittadinanza</td>
</tr>
<tr>
<td>Presence of immigrants holding qualified posts in the media (+)</td>
<td>Italy</td>
<td>Laboratorio di Scienze della Cittadinanza</td>
</tr>
<tr>
<td>Spreading of introductory courses designed for common citizens on immigrant communities’ language and culture (+)</td>
<td>Italy</td>
<td>Laboratorio di Scienze della Cittadinanza</td>
</tr>
<tr>
<td>Immigrants’ right to vote locally (+)</td>
<td>The Netherlands</td>
<td>Interviews to skilled informants (LSC 2005)</td>
</tr>
<tr>
<td>Restricted access to employment in the civil service (-)</td>
<td>United Kingdom, Belgium (and others)</td>
<td>Glover et al., 2004; interviews to skilled informants (LSC 2005)</td>
</tr>
<tr>
<td>The marketing sector’s focus on immigrants and ethnic minorities (+)</td>
<td>Italy, France, Spain</td>
<td>Interviews to skilled informants (LSC 2005)</td>
</tr>
<tr>
<td>Skilled immigrants’ mobility in the national territory without reintegration problems (-)</td>
<td>Italy</td>
<td>Laboratorio di Scienze della Cittadinanza</td>
</tr>
</tbody>
</table>

As some experts who were consulted on the model rightly observed, the proposed indicators are different in nature. Some attempt to gather public opinion directly. However since the latter is hard to report, unless in the presence of targeted surveys and researches (whose implementation lies outside this model’s competence), indicators have been also
introduced, which refer to how the esteem of a society towards immigrants is translated:

— by legislators and administrators, into measures designed to expand the sphere of their political rights and to consider them reliable to perform activities of public interest;

— by economic and financial operators, into actions which consider skilled immigrants as an interesting and relevant category of consumers;

— by media operators into images of immigrants, which place them in skilled positions.

These indicators are probably less close to the trend of public esteem than those based on citizens’ public opinion, but they can instead be observed more directly.

Another general consideration we must keep in mind is that esteem towards immigrants often varies depending on the nationality, thus creating a sort of appreciation “hierarchy” of the various national communities.

Some specific considerations made by experts concerned single indicators.

Concerning restrictions to access public employment, it has been judged excessive to consider them as a sign of low esteem towards immigrants, since such restrictions are widespread in more or less all European countries and they are even applied to EU citizens.

Concerning marketing targeted at immigrants, it has been stressed that the latter is influenced both by the perception that economic operators have of it and by the presence of an adequate number of individuals to form a market segment that firms find interesting. This element must doubtless be kept in mind when we interpret this indicator’s results, especially in countries, which still lack a strong presence of immigrant population.

It was then proposed to add the spreading of xenophobic discourse in public communication (political, institutional, media, etc.) to the indicators. This suggestion was implemented with a special indicator.

The factor measured in the four municipalities where the test was conducted produced the following results.
As we can notice from the figure, the 'public respect' factor index is present with moderate intensity (between 0.33 and 0.66) in all four municipalities. In detail, focus groups have expressed the following assessments of individual indicators.

<table>
<thead>
<tr>
<th>Factor G</th>
<th>Public respect</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rome IX</td>
<td>Viterbo</td>
</tr>
<tr>
<td>Opinions of citizens who are favourable to qualified immigrants' taking up highly skilled jobs</td>
<td>PW 1</td>
</tr>
<tr>
<td>Opinions of citizens who are favourable to immigrants' playing leading roles in the local government’s framework</td>
<td>PW 1</td>
</tr>
<tr>
<td>Citizens' knowledge of immigrant leaders and intellectuals</td>
<td>PW 1</td>
</tr>
<tr>
<td>Presence of immigrants holding qualified posts in the media</td>
<td>W 2</td>
</tr>
</tbody>
</table>

Source: Laboratorio di Scienze della Cittadinanza 2005
Spreading of introductory courses designed for common citizens on immigrant communities’ language and culture  

<table>
<thead>
<tr>
<th></th>
<th>PW</th>
<th>W</th>
<th>2</th>
<th>PW</th>
<th>1</th>
<th>PW</th>
<th>1</th>
</tr>
</thead>
</table>

Immigrants’ right to vote locally  

|                            | NO | A | 0 | YES | 3 | YES | 3 |

Restricted access to employment in the civil service  

|                                | YES | 0 | YES | 0 | YES | 0 |

The marketing sector’s focus on immigrants and ethnic minorities  

|                                      | VW  | 3 | W  | 2 | W  | 2 |

Skilled immigrants who move from one area to another without special integration difficulties (it was: Skilled immigrants’ mobility in the national territory without reintegration problems)  

|                                                  | PW  | 1 | PW  | 1 | VW  | 3 | not answ | 1.5 |

TOTAL  

|                        | 10 | 11 | 13 | 7 |

PUBLIC RESPECT FACTOR INDEX  

|                          | 0.37 | 0.41 | 0.48 | 0.44 |

VW=VERY WIDESPREAD W=WIDESPREAD PW=POORLY WIDESPREAD A=ABSENT YES=PRESENT 
Tot. adeq= Totally adequate; Adeq=Adequate; Part. Adeq= partly adequate; Inadeq= inadequate

Focus groups made further remarks, besides the evaluations just reported.

In the first place groups in Leuven and in Eindhoven reported the presence of a problem upstream, i.e. citizens’ poor perception of skilled immigrants as a separate group, which can be distinguished from the rest of the immigrant population. In Eindhoven it was reported that immigrants are rarely seen as individuals but as a homogeneous group.

The ability to distinguish skilled immigrants should hence be inserted as a separate item. This defect in perception also explains why the Rome IX and Leuven focus groups answered "poorly widespread" concerning citizens' favourable opinion to skilled immigrants' integration into high
working positions. The Rome IX group stressed Italians’ fear of competition with native graduates in the labour market, despite the presence of a minority of citizens who are favourable to immigrants’ professional improvement. The Eindhoven group stated that skilled immigrants who are successful in work environments are accepted as colleagues. This is true despite some cases of discrimination, i.e. on the part of employers who have had bad experiences with immigrants in the past. It is, if at all in the neighbourhood, that professionally successful skilled immigrants can give rise to the envy of some groups of native populations, especially in low income districts.

Another indicator, which gave rise to comments, concerns the ease to change residence and be integrated once again in the local community. In Rome the group reported that there were difficulties to move from one area of the city to another, and these difficulties were not only social (e.g. acceptance of new arrivals on the part of other mothers in the district school), but also bureaucratic (e.g. domicile change procedures).

Indeed, only the former should be considered under this factor. In Leuven the focus group stressed the fact that the problem of acceptance in the neighbourhood has been greatly resized by modern urban life, in which relations between neighbours are increasingly rare. But it has been recognised that this problem does exist, especially for immigrants who belong to the most “visible” minorities.

Some difficulties have also been found concerning the interpretation of the marketing indicator. It was asked whether it referred to marketing performed by local, national or transnational firms, through the media or only locally.

The new wording of the indicator proposed below should contribute to overcome these difficulties.
2. The validated factor and its indicators

The 'public respect' factor can be defined as the existence of an adequate recognition of skilled migrants’ presence, skills and potential by citizens as a whole and by political, economic and social actors, that is seen starting with representations, opinions, images, forms of public recognition, manifestations of respect and interest, and so on.

In the light of what has just been described, we suggest measuring the public esteem factor through the following indicators.

<table>
<thead>
<tr>
<th>Indicators of Public Respect</th>
</tr>
</thead>
<tbody>
<tr>
<td>49. Citizens' knowledge of many immigrants' high educational qualifications. (+)</td>
</tr>
<tr>
<td>50. Presence of xenophobic discourse in local public communication. (-)</td>
</tr>
<tr>
<td>51. Citizens’ knowledge of immigrant leaders and intellectuals. (+)</td>
</tr>
<tr>
<td>52. Immigrants represented in qualified positions in the media. (+)</td>
</tr>
<tr>
<td>53. The success of lifelong learning initiatives guided by immigrants (language courses, culture, dancing, music, etc.). (+)</td>
</tr>
<tr>
<td>54. Immigrants’ right to vote locally. (+)</td>
</tr>
<tr>
<td>55. Focus on immigrants and ethnic minorities in marketing of firms operating at local level (+)</td>
</tr>
<tr>
<td>56. Skilled immigrants' difficulties to be socially integrated in middle class districts. (-)</td>
</tr>
</tbody>
</table>
3. Operational directions

Indicator 50

We can consider, for example, xenophobic statements publicly made by local politicians, religious leaders, heads of district organizations, etc., or reported by the most circulated local media.

Indicator 51

It may focus on contact with immigrant leaders and intellectuals who reside in the area and those residing elsewhere (e.g. who have participated in cultural initiatives and events organised in the area).

Indicator 52

We refer to fiction, in which immigrants are presented in skilled roles (physicians, nurses, policemen etc.) and to news read, for example, by immigrant newsreaders. Both national media with a wide local audience, and local media are to be considered.

Indicator 55

It may also be the case of multinational or national firms with local branches (i.e. branches of banks). The most obvious marketing activities performed by “ethnic” firms towards their own reference community are to be excluded.

Indicator 56

An example of the difficulties can be the presence of prejudice on the part of the owners of lodgings towards the families of skilled immigrants who wish to rent out or purchase a home. Another example can be native parents’ wary attitude towards the immigrant fathers and mothers of new students at kindergarten or elementary school.
Chapter Thirteen

Factor H “Skilled Immigrants’ Opinions Concerning the Receiving Society”

1. The factor and the validation process

Integration’s subjective dimension, linked to changes and reshaped identities, is particularly important, in general, for all immigrants. It is even more so for individuals with a high degree of agency such as skilled immigrants. This dimension is influenced by immigrants’ opinions and representations of the host country, its institutions, bureaucracy, citizens and so on. These representations are linked to expectations related to their integration in the labour and social world, the development of adjustment processes, the implementation of behavioural patterns based on self-isolation or open-mindedness and so on.

Of course, these are aspects that can be investigated in depth only by questioning the individuals, hence through special surveys (Reinsch, 2001). Anyhow, since opinions and images tend to express themselves socially, we can gather some information on them even through key-informants who are in close contact with skilled immigrants.

In some cases they are translated into practice, as the request for citizenship (NOP Business, 2002). On the other hand, the omission of the inner aspects of integration would be a serious gap in a model such as the SMIAM.

The model’s provisional version marked out the following indicators to gauge the factor in question.
Perception of having economic advancement opportunities in the host country (+)  
**Country:** The Netherlands  
**Source:** interviews to skilled informants (LSC 2005)

Negative opinions of skilled immigrants on the host country following the impact with bureaucracy (-)  
**Country:** Italy  
**Source:** interviews to skilled informants (LSC 2005)

Skilled immigrants’ low expectations to access high level employment (-)  
**Country:** Italy  
**Source:** interviews to skilled informants (LSC 2005) (LSC 2005)

Immigrant leaders’ disappointment concerning consultative bodies on immigration  
**Country:** Italy  
**Source:** interviews to skilled informants (LSC 2005)

Skilled immigrants’ satisfaction concerning their condition in the host society (+)  
**Country:** The Netherlands  
**Source:** interviews to skilled informants (LSC 2005)

Propensity to long-term stay in the host country (+)  
**Country:** UK  
**Source:** NOP Business, 2002.

Propensity to apply for naturalisation (+)  
**Country:** UK  
**Source:** NOP Business, 2002.

Few remarks have been received from experts on this factor and its indicators. Concerning the inclination to request citizenship, experts have advised to keep in mind the different regime, which regulates its concession in various countries and, in particular, the possibility of maintaining a dual citizenship. This is a variable that must be kept in mind to explain varying results from one national reality to another. However it is not the only element that influences the trend to request it. The ease with which it can be obtained, for example, is another relevant variable.

The factor “skilled immigrants' opinion of the host society” in the four municipalities where the test was conducted produced the results reported in the graph below.
Skilled Immigrant’s Opinions Concerning the Hosting Society

![Bar chart showing skilled immigrant's opinions in Rome IX, Viterbo, Leuven, and Eindhoven]

Source: Laboratorio di Scienze della Cittadinanza 2005

On the whole this factor's presence appears to be average in the four municipalities with an index between 0.33 and 0.66 in all four cases.

Evaluations expressed by focus groups concerning individual indicators are given below to understand the individual items, which contribute towards this result.

<table>
<thead>
<tr>
<th>Factor H</th>
<th>Skilled immigrants’ opinions concerning the receiving society</th>
<th>Rome IX</th>
<th>Viterbo</th>
<th>Leuven</th>
<th>Eindhoven</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Perception of having economic advancement opportunities in the host country</td>
<td>VW 3</td>
<td>W 2</td>
<td>PW 1</td>
<td>not answ</td>
</tr>
<tr>
<td></td>
<td>Negative opinions of skilled immigrants on the host country following the impact with bureaucracy</td>
<td>VW 0</td>
<td>VW 0</td>
<td>VW 0</td>
<td>not answ</td>
</tr>
<tr>
<td></td>
<td>Skilled immigrants’ low expectations to access high level employment</td>
<td>VW 0</td>
<td>VW 0</td>
<td>PW 2</td>
<td>W 2</td>
</tr>
</tbody>
</table>
Concerning the abovementioned points, the Viterbo focus group remarked that citizenship is indeed requested, but not so often granted. In Rome IX the poor inclination to ask for it in a specific national group, the Filipinos, was reported.

Concerning relations with bureaucratic aspects, which have generally proved to be difficult, the objection brought forward in Leuven was that complaints are common even among the native population.

Italian focus groups have concurrently reported low expectations concerning the possibility of entering high level employment and optimistic attitudes concerning their own prospects of economic advancement. Clearly, many skilled immigrants seek and often find alternatives to employment to raise their economic position, in the first place self-employment and entrepreneurship – which is in fact strongly growing in Italy. This result confirms that there is some sense in maintaining two distinct indicators. There is another interesting contradiction between dissatisfaction for one’s own condition and the inclination to stay. As a partial explanation, the Rome IX focus group observed that the will to remain also depends on the security conditions in the native country (in other words on push factors, besides the pull ones). This can explain some situations – especially those concerning political refugees – but not others in which there can really be affection towards the receiving country “despite everything”, which can be a very important sign of integration.
2. The Validated Factor and Its Indicators

The factor ‘skilled immigrants’ opinions on the receiving society’ thus centres on the set of judgements, expectations and representations that immigrants have of their receiving country, its institutions, bureaucracy, citizens and possibilities of integration.

We thus suggest using the following indicators to measure the factor.

<table>
<thead>
<tr>
<th>Indicators of Skilled immigrants’ opinions on the receiving society</th>
</tr>
</thead>
<tbody>
<tr>
<td>57. Perception of having economic advancement opportunities in the receiving country. (+)</td>
</tr>
<tr>
<td>58. Negative opinions of skilled immigrants on the receiving country following the impact with bureaucracy. (-)</td>
</tr>
<tr>
<td>59. Skilled immigrants’ low expectations to access high level employment. (-)</td>
</tr>
<tr>
<td>60. Immigrant leaders’ disappointment concerning consultative bodies on immigration. (-)</td>
</tr>
<tr>
<td>61. Skilled immigrants' satisfaction concerning their condition in the receiving society. (+)</td>
</tr>
<tr>
<td>62. Propensity to long-term stay in the receiving country. (+)</td>
</tr>
<tr>
<td>63. Propensity to apply for naturalisation. (+)</td>
</tr>
</tbody>
</table>

3. Operational Directions

Indicator 60

In a broad sense this indicator measures skilled immigrants' appreciation concerning integration policies, which they are proposed, especially those which attempt to involve them through forms of direct participation or representation.
**Indicator 62**

Such propensity may also be inferred from statistical data like the average length of stay.

**Indicator 63**

It is important to consider the requests, not the number of people it is given to, which can be much lower in some countries.
PART FOUR

METHODOLOGY AND INDEXES
Chapter Fourteen

The Model’s Methodology in General

This section of the document will enlarge on the SMIAM’s methodological organisation. In this chapter we shall rapidly present the suggested method from an overall perspective. The following chapters will respectively describe in detail the choice of minimum territorial units to collect information and implement focus groups (chapter fifteen), the processing of results into indexes (chapter sixteen) and the draft of profiles to compare results (chapter seventeen), using practical examples resulting from the model’s application test.

Some elements of the model’s general methodological setting were already mentioned in chapter three. In this regard we can recall that the SMIAM is a model and, at the same time, a procedure designed to consult key persons present in a certain geographical area by mobilising them and to rebuild a reliable picture of the situation of some specific aspects of skilled immigrants’ integration in view of marking out the strong and weak points, which characterise this process. These can be the focus of interventions on the part of public policies, in a more general context of policies centring on integration and other issues. The SMIAM, in a broad sense, tends to make the utmost use of all existing sources of information concerning the trend studied, encouraging their mutual integration and especially an interpretation focused on giving this information a meaning.

As explained in chapter four, the SMIAM does not claim to evaluate to what degree skilled immigrants’ integration process has been implemented, but rather to check this process’ quality. To do this, rather than consider the quality of integration as a sort of continuous variable, the decision was made to concretely mark out a taxonomy of the factors, which contribute to produce it. The latter represent an equal number of frameworks in which the quality of integration can be evaluated separately, on the basis of a series of discrete indicators.
1. The geographical area of reference

To start the application of the model, the evaluation’s geographical area of reference (GAR) must first be marked out.

This framework should coincide with the one in which integration policies are planned and implemented. Following the administrative decentralisation process, in many states this area tends to correspond to the region or province (or similar parties with different names – corresponding to level NUTS 2 of the statistical classification of European regions).

2. Minimum territorial unit

In the geographical area of reference we must define the minimum territorial units (MTU) (the model’s “individuals”). These minimum territorial units must, as far as possible, be consistent, and they must especially be small enough to spot reliable sources to gain information on investigated phenomena.

Research has revealed how, at least concerning live sources (key informants), national and regional levels are too high for parties operating therein to have direct knowledge of the experience of skilled immigrants. The most appropriate level instead seems to be the municipal one.

In the GAR for the assessment we must hence select sample municipalities, which possibly represent the many social and economic realities present therein (see chapter fifteen).

The number of MTUs selected in every GAR depends on the resources available and on the dimension and demographic extension of the very GAR. However, it can be conventionally established that it must not be less than 6 units. In the case of large urban areas, it is best to select smaller areas inside them on the basis of existing administrative subdivisions.
3. Sources

Two source types are to be used for the model’s application:

— documentary sources (i.e. statistical reports, legislation, public policy documents, reports, research);
— live sources (key informants), by means of a focus group discussion.

The focus group method consists in a way to consult live sources that can be defined as:

— coordinated or managed by an expert researcher (moderator), following standard procedures and tools;
— multilateral, i.e. involving key informants who represent the many perspectives at stake;
— interactive, i.e. encouraging interaction and discussion between consulted individuals so that the respective perspectives are compared.

These characteristics enhance the intersubjective foundation of information resulting from consultation, thus increasing its reliability. Focus groups comprise 8-10 key informants, in other words people, whose social or professional position gives them one or more access keys to information pools on the subject of the survey (e.g. skilled immigrants and/or operators of employment services). Key informants must agree on the existence (or in some cases the degree of propagation) of indicator phenomena used by the model in the minimum reference territorial unit. The focus group proposed here, as already mentioned in chapter three, is distinguished by special features or at least by very specific characteristics, numbering heterogeneous participants, a higher degree of structuration compared to traditional focus groups and the use of standard technical procedures and tools.

The key persons to be summoned to each focus group will thus be:

• for a 50% (4-5 people), skilled immigrants with various nationalities;
• for a 50% (4-5 people), officials and service workers whose professional or organisational position gives them precious information on the phenomenon studied, i.e.: representatives of services and institutions, which handle immigrants’ integration; employment service operators; members of trade
union and entrepreneurs’ organizations; leaders of NGOs or voluntary worker associations (this list of organization types is not exhaustive and must be studied to suit each town/region. It is however important to balance the governmental and non-governmental side and to maintain comparability between MTUs).

4. **Technical tools**

Listed below are the tools that will be used to consult sources:

- A **grid to collect and analyse documentation**, based on the model’s series of factors and indicators;

- An **outline for focus group discussions**, which partly resembles a semi-structured questionnaire – on the one hand the model’s single indicators are presented as questions to participants in the focus group; while on the other hand there is extensive blank space to record observations and free explanations to complete the assessments made.

5. **Procedure**

The procedure to collect information, which will be described in detail in chapter fifteen, envisages in the first place the **collection and analysis of documentary sources** (e.g. lists and reports of Chambers of Commerce concerning immigrant entrepreneurship, legislation concerning restricted access to professions), which provide information related to the (small) part of indicators concerning which data can be found both at a GAR level and at the level of individual MTUs.

A **focus group** will later be summoned for every MTU and all indicators will be proposed once again in the form of questions contained in the discussion outline. The information collected through the analysis of the documentation is reported in a grid used by the moderator as an aid for the discussion and statement of opinions (see chapter fifteen).
6. Indicator scores

Answers given by the focus group to questions contained in the discussion outline and which correspond to the model’s indicators, are encoded with a score system, which assigns each answer a value between 0 and 3 (from a minimum to a maximum of integration quality) (see chapter sixteen).

7. Index calculation

The procedure envisages the calculation of partial indexes related to each of the eight factors considered in the model (see chapter two) and of a general integration quality index for skilled immigrants (IQI).

The following criteria apply to the calculation of both index types:
— every index is measured at the level of a minimum territorial unit;
— all indexes have a 0 /1 variation range.

See chapter sixteen for individual factors’ partial index calculation method.

Lastly, the IQI is calculated for every MTU through an arithmetic mean of individual factors’ indexes in which however the quality of employment factor has a double weight. This choice results from one of the model’s theoretical foundations, in other words the central nature of employment in skilled immigrants' integration. More sophisticated evaluation systems may be perfected in the future following an adequate number of applications of the model.

8. Profiles

Besides calculating indexes, the data gained concerning immigrants’ levels of integration will enable us to trace profiles:
— for each integration factor by placing MTUs in the abscissa and factor intensities in the ordinates;
— for the integration factor series by placing such integration factors in the abscissa and their related intensity in the ordinates.
The profiles can be traced both for the individual MTUs and for more aggregated groups (e.g. all MTUs in a GAR).

For comparative purposes many profiles may be traced on the same figure (i.e. individual profiles of all MTUs in a GAR). This figure will hence enable comparisons between MTUs (defining, for example, the most problematic integration factors case by case).

Profile formulation is described in detail in chapter sixteen.

9. Output

The model’s application through the calculation of partial indexes and of the Integration Quality Index and the drawing of profiles will provide information on the presence of single integration factors and on skilled immigrants’ general level of integration. This information will be valuable in a comparative context – between minimum territorial units, between various GARs or between different periods within the same MTU or the same GAR. Considering the way they are collected and formalised such information can hardly have an absolute value, e.g in measuring the distance from a theoretical “optimal” quality of integration.

The results of the model’s application can be formalised through tables, plots etc. and they can be subject of a discussion in a final report. On the basis of the analysis of the different presence of integration factors in the various MTUs and in the GARs it would be possible to formulate recommendations on the aspects of integration which must be given priority in policies.

10. Phases and timetable

It is estimated that the model can be implemented in approximately three – six months, divided into three main phases, each with a one or two months duration.

Phase 1
a. Define GAR;
b. Collect documentation in the GAR;
c. Define MTUs;
d. Arrange technical tools;
e. Collect and analyse documentation on MTUs;
f. Process information present in documentation to be used in focus groups.

**Phase 2**

a. Define key informants (define the type and the people);
b. Summon focus groups;
c. Implement focus groups.

**Phase 3**

a. Process focus group results by calculating partial indexes (related to individual factors) and the IQI index (related to skilled immigrants’ overall level of integration quality) in MTUs;
b. Create representations (tables, profiles, etc) that are functional towards the comparison;
c. Draft a final report.
Chapter Fifteen
The Choice of MTUs and Focus Groups

1. The choice of minimum territorial units

As already mentioned in the previous chapter, the SMIAM envisages that the quality of integration should be evaluated in a geographical area of reference (GAR), which corresponds to the region, the province or an equivalent territorial unit (NUTS 2 level), save reasons justified by the special situation of individual countries.

But from an operational perspective it is necessary to mark out, in a chosen area, minimum territorial units (MTU) that are relatively homogeneous within and, especially, small enough to spot reliable sources to gain information on investigated phenomena. Always save exceptions justified by special situations, the most appropriate level seems to be the municipal one. In the case of large urban areas, it can be best to select smaller areas by using already existing administrative divisions and to consider them as MTUs.

We must hence select sample places, which possibly represent the many social and economic realities present in the GAR and are hence layered according to criteria such as (the list is not exhaustive):

— small / medium / large municipalities (from the perspective of demographic and territorial extension);
— urban/rural municipalities (urban areas, which often present a greater concentration of immigrants and services, will however be privileged);
— central or peripheral municipalities compared to the main routes of communications;
— municipalities characterised by the prevalence of agricultural / industrial / tertiary activities;
— municipalities characterised by various types of immigration.

<table>
<thead>
<tr>
<th>CHARACTERISTICS OF THE MTUs USED IN THE APPLICATION TEST</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipalities, which differ in size and features, have been selected in the project's three partner countries – Italy, Belgium, Holland – for the model’s application test.</td>
</tr>
</tbody>
</table>

**Eindhoven**

Eindhoven is a city, which counts 207,900 inhabitants. It is in the province of Noord-Brabant (The Netherlands).

The foreign population's percentage is 25.8% and foreigners from non western countries are 14.4% (compared to a national percentage of 8.7%).

The nationalities, which are most present are: Turkish (4.4%), Indonesian (3.2%), Moroccan (2.3%), Surinamese (1.7%) and Antillean (1.1%).

Refugees are mainly Somalis (0.4%), Afghans (0.3%), Iranians (0.2%) and Iraqis (0.2%).

It is an important industrial centre.

Source: CBS, 2004

**Leuven**

Leuven is a city, which counts 89,777 inhabitants and it is situated in the Flanders (Belgium).

Its percentage of resident foreigners is 9% of the population. The largest foreign group is formed by EU citizens (30%), followed by Asians (25%) and other Europeans (12%). The African community is 8%.

The largest non EU nationality present is Chinese, followed by United States citizens and Indians (National Institute of Statistics, 2004).

It is mainly a city, which provides tertiary services, and the site of an important university. The capital Brussels is easily reached from Leuven.
**Viterbo**

Viterbo is a city, which counts 59,860 inhabitants. It is situated in the Lazio region (Italy).

Its percentage of foreigners was 2.4% on 31.12.2003. This information is doubtless an underestimate as it is prior to the last regularisation.

Nationalities, which prevail nationally are Romanian, Albanian, Ukraine, Moroccan and Macedonian (Caritas, 2005).

The city is the capital of a province, which is characterised by a strong presence of agricultural activities, and is the site of an university.

Though it is less than a hundred kilometres away from the capital, the routes of communication are not very good; however they are not such as to facilitate commuting (the train takes one hour 40 minutes, while cars take over an hour).

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**Rome IX**

The city of Rome (2,547,000 inhabitants at the 2001 census) numbers 230,000 registered foreigners, which is equivalent to 7% of the resident population (Municipality of Rome, The city’s citizens, March 2005). According to a study conducted a few years ago, graduates would be 19.4% of the city’s foreign population (Brandi, 2000).

One of the nineteen municipalities in which the city is divided - the ninth - was selected for the experiment.

The municipality of Rome IX counts a population of 130,520 inhabitants. Its percentage of foreigners is 6.7% (on 31.12.2004). Filipinos (15%), Peruvians (8%), Romanians (7%) and Egyptians (4%) are the main groups in this municipality (City of Rome, 2005).

Tertiary activities prevail in the area, just as in the rest of the city. It is a semicentral municipality crossed by one of the two subway routes; hence it is easy to reach the city centre, which the municipality’s northern border neighbours with, in just a few minutes.
2. Preparation

Once MTUs have been marked out, some preparatory operations must be performed to organise the focus groups. A first operation is the start up of contact with institutions, agencies, local associations and individual skilled immigrants. They are all functional in providing participants for the meeting.

As already mentioned in the previous chapter, there are two types of key persons required:

— at least 50% (4-5 people) of skilled immigrants with various nationalities;
— at least 50% (4-5 people) of officials or service workers, whose professional or organisational position gives them precious information on the phenomenon studied, e.g.: representatives of services and institutions, which handle immigrants’ integration; employment service workers; members of trade union and entrepreneurs’ organizations; leaders of NGOs or voluntary worker associations (this list of organization types is not exhaustive and must be studied to suit each town/region. It is however important to balance the governmental and non-governmental side and maintain comparability between MTUs).

We must speak of at least half because in practice the two groups often overlap (e.g. skilled immigrants who work for employment services).

Concerning skilled immigrants, we must pay great care to ensure they really have the requisites to be considered such (they must really hold a university degree recognised at least in their country of origin).

<table>
<thead>
<tr>
<th>PARTICIPANTS IN FOCUS GROUPS INVOLVED IN THE APPLICATION TEST</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leuven</td>
</tr>
<tr>
<td>— Male, student taking his doctorate at the Catholic University of Leuven, former university assistant professor in Burundi;</td>
</tr>
<tr>
<td>— Male, graphics designer, a Teheran University graduate;</td>
</tr>
<tr>
<td>— Female, painter, a Teheran University graduate;</td>
</tr>
<tr>
<td>— Male, regional coordinator of integration policies, Indian;</td>
</tr>
<tr>
<td>— Female, didactics assistant at the Faculty of Political Science, University of Leuven, Ukraine;</td>
</tr>
</tbody>
</table>
— Female, coordinator of the Huis van het Nederlands (Dutch Languages Assessment Centre);
— Male, operator at the PRIC (Provincial Integration Centre);
— Female, coordinator of the Reception Office (Onthaalbureau);
— Female, working for the association Wonen en Werken (200 skilled immigrant women).

**Eindhoven**
— Female, student performing an internship period at the Dutch Council of Refugees in Eindhoven, Afghan;
— Female, expert in education and labour, Dutch Council of Refugees in Eindhoven;
— Female, working for Undutchables Eindhoven, a recruitment agency for foreigners;
— Male, expert in education and government for the Abvakabo (Workers’ trade union);
— Female, manager of the integration office, Municipality of Eindhoven;
— Female, training at the Integration Office, Municipality of Eindhoven;
— Female, student in welfare services working for the Dutch Council of Refugees, Iranian.

**Rome IX**
— Female, trade union executive, Guatemalan;
— Female, intern at the trade union’s immigration service, Philippine;
— Female, sociologist and working for the local employment centre, Croatian;
— Male, leader of the Association of North African Immigrants, Algerian;
— Female, secretary for the Association of Filipino Women;
— Female, working at the Municipal Centre for Work Guidance.

**Viterbo**
1) Female, municipal social worker;
— Female, researcher and manager at the Centre for Work Orientation, Caritas;
— Female, cultural mediator at the Provincial Administration’s intercultural centre, Brazilian;
— Female, cultural mediator at the Provincial Administration’s intercultural centre, Ethiopian;
— Male, officer of a voluntary association, which organises training projects targeted at immigrants;
— Male, cultural mediator for the Provincial Administration’s Employment Centre, Algerian;
— Female, graduate in engineering, Turkish;
— Female, graduate, Romanian;
— Female, orchestra director, Ukraine.
For both types of individuals it is best to start from one or two key contacts to then proceed with a “snow ball” effect. In fact most probably those who operate in the world of immigration within the same municipal reality know each other. But it is also necessary to avoid the risk of this process, which leads to the aggregation of people who are too homogeneous among them from the perspective of national, political or cultural area of reference. It is in fact essential that various view points are represented in the focus groups.

Key contacts can also be used to find the site where the focus group is held, if the organising institution either does not have one at its disposal or has a site that participants find inconvenient to reach (e.g. not located in the MTU).

While contact is established to mark out key people, these preliminary interviews can also be exploited to collect documentation and the statistical information available (which often coincides with that of institutions the contacted individuals belong to).

The documentation and information collected will necessarily vary depending on the situation and in any case they will concern a small part of the model’s indicators. Information may be available on the indicators presented in the following box (however the list must absolutely not be considered as exhaustive).

The information collected, whether it is context specific or whether it belongs to the SMIAM’s individual indicators, must be recorded in a special grid, which will later be used in the focus group and for data analyses.
### EXAMPLES OF INDICATORS ON WHICH STATISTICAL AND DOCUMENTARY INFORMATION SHOULD BE SOUGHT AND POSSIBLE SOURCES

#### a) General and context specific information on the social and economic situation of MTUs at large and on the immigrant population residing in the territory

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Possible Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resident population and % of immigrants.</td>
<td>Municipal statistics on the population and migratory movements.</td>
</tr>
<tr>
<td>Prevalent categories among immigrants (refugees, immigrants for work purposes, family reunification).</td>
<td>Municipal statistics on the population and migratory movements.</td>
</tr>
<tr>
<td>The most important nationalities.</td>
<td>Municipal statistics on the population and migratory movements.</td>
</tr>
<tr>
<td>Information on qualifications of immigrants according to their tipology, if they exist.</td>
<td>Targeted local surveys on immigrants with information on qualifications.</td>
</tr>
<tr>
<td>Rates of employment, activities and unemployment of natives and immigrants.</td>
<td>Local surveys on the labour force with the nationality considered as a variable factor.</td>
</tr>
<tr>
<td>Other relevant features of the local economy</td>
<td>Local surveys and policy reports.</td>
</tr>
</tbody>
</table>

#### b) Information for the measurement of factors and indicators

**Factor A - Quality of Employment**

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Possible Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Skilled immigrants employed as executives, managers or professionals by firms and organizations.</td>
<td>Local surveys on the labour force with the nationality considered as a variable factor; targeted surveys on immigrants.</td>
</tr>
<tr>
<td>Skilled immigrants who are qualified for regulated professions who really practice them</td>
<td>Local surveys on the labour force with the nationality considered as a variable factor; targeted surveys on immigrants.</td>
</tr>
<tr>
<td>Existence of a demand for personnel in skilled employment areas.</td>
<td>Any periodical surveys conducted by firms on planned recruitment and on the recruitment of non-EC immigrants.</td>
</tr>
<tr>
<td><strong>Factor B – Entrepreneurship</strong></td>
<td></td>
</tr>
<tr>
<td>-------------------------------</td>
<td>--</td>
</tr>
<tr>
<td>Presence of immigrant businesses numbering native employees.</td>
<td>Statistics on foreign firms filed by chambers of commerce; targeted surveys on immigrant entrepreneurship.</td>
</tr>
<tr>
<td>Growth of immigrant entrepreneurship in some high profile sectors.</td>
<td>Statistics on foreign firms filed by chambers of commerce; targeted surveys on immigrant entrepreneurship.</td>
</tr>
<tr>
<td>Presence of programmes supporting immigrants in business start-up in high profile sectors.</td>
<td>Documentation on training programmes for enterprise creation by public administration departments or other competent public agencies.</td>
</tr>
</tbody>
</table>

| **Factor C – Cultural Consumption (none)** |  |
| **Factor D – Access to High Level Training** |  |
| Immigrants’ full use of existing high level training opportunities | Documentation on high level integration and training programmes filed by competent local authorities and agencies (e.g. vocational training departments, offices for immigrants’ integration; universities – offices for foreign students). |
| Existence of high level training programmes specifically directed to skilled immigrants | Documentation on high level training programmes filed by competent local authorities and agencies. |
| Existence of high level training courses, which immigrants can participate in at reasonable costs. | Documentation on high level training programmes filed by competent local authorities and agencies. |
| Existence of specialist or advanced language courses at accessible costs | Documentation on language training programmes financed by public authorities or by large non profit associations filed by competent local authorities and agencies. |

<p>| <strong>Factor E - Practice of the Culture of Origin and Transnational Dimension (none)</strong> |  |
| <strong>Factor F – Leadership and Social Responsibility</strong> |  |
| Presence of immigrant leaders in consultative bodies attached to the municipal government | Documentation on local consultative bodies for immigration (existence, duties, composition). |</p>
<table>
<thead>
<tr>
<th>Presence of immigrant town and municipal councillors</th>
<th>Lists on the composition of town and municipal councils.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Presence of strong, and well organised immigrant associations</td>
<td>Directories and lists of local associations.</td>
</tr>
</tbody>
</table>

**Factor G - Public Respect**

<table>
<thead>
<tr>
<th>Immigrants’ right to vote locally</th>
<th>Check the existence of immigrants’ right to vote in the municipality.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Citizens’ knowledge of of many immigrants’ high level of education.</td>
<td>Any surveys and opinion surveys conducted in the (local) MTU on the population’s relations with immigrants.</td>
</tr>
<tr>
<td>Presence of xenophobic discourse in local public communication.</td>
<td>Targeted research, posters, the press, the television.</td>
</tr>
<tr>
<td>Success of life-long learning initiatives guided by immigrants (courses on language, culture, dance, music, etc.).</td>
<td>Documentation of promoters of life-long learning initiatives (associations, training institutions, competent public administration departments, etc.).</td>
</tr>
<tr>
<td>Immigrant leaders’ disappointment concerning consultative bodies on immigration</td>
<td>Documentation on the consultative bodies for immigration filed by competent authorities.</td>
</tr>
<tr>
<td>Propensity to long-term stay in the host country</td>
<td>Statistics on the length of immigrants’ stay.</td>
</tr>
<tr>
<td>Propensity to apply for naturalisation</td>
<td>Statistics on requests for citizenship presented to the competent local office or national or regional statistical reports, which mention the place.</td>
</tr>
</tbody>
</table>

**Factor H – Skilled Immigrants’ Opinions Concerning the Receiving Society (none)**

Concerning operators in institutions and public services, it is generally necessary to establish an early official contact with executives and people in charge of the sectors involved to present the project and to have their agreement to send someone to the meeting. However they must also be informed that the focus group requires the presence of a person who has direct daily relations with a certain number of immigrants. The nature of the information requested in the focus groups is in fact such that often
those who participate cannot gain them from official sources and must hence mostly rely on their memory, knowledge and direct experience.

It is important to fix a date and a schedule for the focus group meeting as soon as possible with an alternative date as well to adjust to participants’ schedule. Usually civil service workers are easier to involve during working days and hours, while the opposite could apply to skilled immigrants, although they do not always work during traditional office hours. A compromise should be found to maximize the invited individuals’ possibilities of participation. Key people must be aware that they must keep about two and a half hours free (this is in fact the average duration of a focus group) and arrive punctually. Delayed arrivals and early departures interrupt the discussion, require summaries, which can be distracting, and make the quality of the information gained on individual indicators heterogeneous.

It is a good practice to invite a larger number of participants than the minimum number desired: last minute absentees are always a possibility and must not compromise the focus group’s validity.

It is also recommended that the focus group’s organizer (who will probably also be its moderator) speaks individually to every participant, at least by telephone, before the meeting to clarify objectives and what is required from those who attend the meeting. This will encourage conscious participation, reducing the need for preliminary explanations on the day of the meeting.

Once an adequate and representative number of participants has been ensured (with possible reserves, as said before), the moderator can confirm the date, site and time with a telephone call or preferably with a written notice (so that it remains as a reminder). It is a good practice, in any case, to make a series of confirmation calls the day before the meeting to remind all and to be prepared for any last minute absentees.

The moderator should consider the possibility of giving participants an outline in advance for the focus groups’ discussion, to enable them to come prepared. But one should take care to:

• give all participants the same treatment (so that none are favoured concerning preliminary information);
• avoid performing this operation if it is perceived that participants could “take fright” by the number and variety of topics present in the grid. In this sense, during preliminary contacts the focus group’s organizer should repeatedly state that participants are not required to know “everything” on the topics of discussion and that he is aware that the information provided by them will be considered “unofficial”.

Before the meeting it is necessary to arrange the **material** for the moderator and for participants.

The **material for the moderator** comprises:

— SMIAM guidelines;
— introductory notes on the project;
— an outline for the focus group’s discussion;
— grid with statistical and documentary information collected – it must be reported to participants during the meeting;
— form to record participants’ names and addresses with some basic data (i.e. nationality, age, sex, professional and disciplinary background).

Each **participant** should have:

— a copy of the outline for the discussion; the latter will not be filled out by them (it is in fact only the moderator who records evaluations – see below), but it will help them understand questions concerning indicators and the model’s general structure (the eight factors);
— any illustrative material on the project and organising institution.

A problem that can be discussed and which must be foreseen ahead concerns the **working language**. In most cases the choice will be the language of the country of residence, as this is the vector language for the various nationalities, which are present in focus groups, but if most participants are not fluent in the host country’s language and know another language well (i.e. English or French) and the moderator too can speak this language, it is possible to opt for the latter. If one or two participants have a good passive knowledge of the language, which is prevalent in the group, but find it hard to use it for active speech, they can be invited to use another one, in their interventions, if the group and the moderator understand it. For example, in the Leuven focus group a French
speaking participant intervened in French, while the discussion was mainly conducted in Flemish.

3. How it works

The discussion outline is ready, the grid with the statistical and documentary information is prepared, participants in the focus group meet the requirements and are all invited. Hence the long-expected day of the focus group’s meeting arrives. Stated below are some suggestions for its implementation, resulting from the experiment conducted during the project.

Clearly the focus group’s good composition and the technical tool for discussion are essential towards its success, but the moderator’s role is decisive. He/she:

— starts the meeting with a brief explanation of the project the focus group belongs to;
— he invites participants to introduce themselves, if they have not done so before the meeting;
— he briefly enlarges on the structure of the outline and the “rules of the game”:
— he asks the questions in the outline, following the same order and reporting any information gathered from documentary sources.

The focus group’s moderator should be a social researcher, possibly with previous experience in handling this type of procedure. Ideally he/she should be a person who is at ease – both from a social and language perspective – with participants in the focus group. It is preferable to use the same moderator for all the focus groups of a GAR; if it were not possible, moderators must agree ahead on the method to be adopted to handle the focus group.

Reported below, as an example, is a section of the outline for the focus group’s discussion concerning the high profile entrepreneurship factor.
FIG. Section of the outline for focus group discussions

**Factor B - ENTREPRENEURSHIP**

Could you please indicate how widespread in this municipality are the following situations related to immigrant entrepreneurship.

<table>
<thead>
<tr>
<th>Presence of immigrant businesses numbering local employees</th>
<th>absent</th>
<th>scarcely widespread</th>
<th>moderately widespread</th>
<th>very widespread</th>
</tr>
</thead>
<tbody>
<tr>
<td>Growth of immigrant entrepreneurship in some high profile sectors (i.e. technologically innovative or with a strong degree of internationalisation)</td>
<td>○</td>
<td>•</td>
<td>••</td>
<td>•••</td>
</tr>
<tr>
<td>Presence of policies and programmes to promote high profile immigrant entrepreneurship</td>
<td>○</td>
<td>•</td>
<td>••</td>
<td>•••</td>
</tr>
</tbody>
</table>

**NOTES**

The discussion can be conducted with **two different methods**.

A **first method** consists is considering the outline as a questionnaire, which must be filled out collectively by reading the individual questions one by one and requesting participants to select the most appropriate answer. Then give them the possibility to express themselves to explain the reason for the choice (to be reported as a separate note in the outline).

A **second method** consists in formulating a brief introduction on a factor and, at the same time, on items related to this factor encouraging the overall discussion on it. But in this case at the close of every factor, a summary is required to make explicit with the group the answer given to each question (if necessary; the moderator can make a proposal on which the group is asked to agree).

The first method is more structured and apparently more directive, as it binds the discussion to a greater extent, but it has the advantage of
enabling more precise and probably faster data collection, and probably greater transparency in the choice of answers (which is made directly and immediately by the group).

The second method is less structured and directed, it inhibits the discussion less and enables to collect information and remarks, which are not directly linked to the individual questions.

However, it stresses subjective attitudes and the moderator’s interpretational role, especially if he/she is the one who summarises and translates what was said into answers to the questions in the grid, though he/she presents them to the group for approval. In this case the moderator must be particularly careful and to faithfully report what the group said.

It is important to take care that:

— all participants speak, at least a few times (though unavoidably some will prove to be more competent and informed on certain topics);

— never-ending discussions on individual items are avoided (participants tire after a certain time and this would influence the discussion on the following points).

Practical experience has proved that hard to solve disagreements on individual indicators are quite rare. As the questions in the outline refer to factual elements and not to opinions, it is extremely improbable to hear one participant say that difficulties to recognise qualifications are “very widespread” and that another says that they are “not at all widespread”. We will often find that differences in opinion are more subtle. In this case as participants are forced to interact by contributing information and experience to motivate their choice, they usually end up by mutually adopting their evaluations, thus reaching a compromise – which can also be proposed by the moderator. In short, theoretically the focus group’s decisional mechanism works with a majority criteria (the stand approved by the majority of participants is recorded keeping record of minority opinions), but it will be noticed that consensual dynamics often prevail (a common stand is spontaneously reached).

As far as possible the moderator should encourage the group to answer all the questions. Failure to answer individual indicators can in fact make it difficult to calculate the index to compare it with other focus groups. Clearly answers should not be invented, but those present them should make the most of their experience and knowledge, even anecdotal.
Especially among service workers there can be some hesitation to word evaluations due to the “unofficial” nature of the information collected or to each one’s unavoidably limited experience. It is important to stress that the focus group is formed because there are no better sources of information (apart from a survey conducted on individuals, which would be far more costly), besides, if each one has a piece of truth, pieced together they can reconstruct a reliable picture of the situation. Clearly if participants in the focus group should prove unable to answer a large number of questions, it means that they have been wrongly selected and that the focus group must probably be formed once again.

Participants may establish contact for future collaboration among them after the close of the focus group. The list of participants with their addresses can both be passed round and filled out before the meeting starts, during a break or at the end of the meeting. It can later be sent again by e-mail to all, besides remaining a document for the moderator.
Chapter Sixteen
Indicator Scores and Index Calculation

As already mentioned in chapter fourteen, information collected through focus groups is processed and translated into indicators and indexes, which can gauge the quality of skilled immigrants’ integration in MTUs for each factor and as a whole.

Hence we have envisaged the attribution of scores to indicators and the calculation of partial indexes related to each of the factors considered in the model and an index of skilled immigrants’ quality of integration (IQI).

The following criteria apply to the calculation of both index types:

— every index is measured at the level of a minimum territorial unit;
— all indexes have a 0 /1 variation range.

The following procedure should be followed to calculate partial indexes related to individual factors.

a) A score is given to every answer given by MTU focus groups to each question which is posed in the discussion outline and corresponds to only one indicator. The scoring system varies depending on whether it is a presence-absence indicator or an indicator to be measured through a scale, but scores are however comprised between 0 and 3.

Positive indicators - presence/absence:
  presence = 3
  absence = 0

Negative indicators - presence/absence:
  presence = 0
  absence = 3
Positive indicators – answer in scale:
- very widespread (or totally adequate) = 3
- widespread (or adequate) = 2
- little widespread (or partly adequate) = 1
- absent (or inadequate) = 0

Negative indicators – answer in scale:
- very widespread (or totally adequate) = 0
- widespread (or adequate) = 1
- little widespread (or partly adequate) = 2
- absent (or inadequate) = 3

b) The index of the presence of every integration factor will later be calculated in every territorial unit. The index, whose value ranges between 0 and 1, is equal to the ratio between every factor’s total score (i.e. the sum of the score of the various indicators related to this factor) and this score’s maximum possible value, which can vary by factor depending on the number of positive and negative indicators (no. indicators of the factor x 3).

c) Lastly, every factor is classified as “present with strong intensity”, "present with moderate intensity” or “absent”, when the factor’s index is respectively: 0.67 or more (in other words over 2/3 of the total number of indicators); between 0.33 and 0.66 (in other words over 1/3); and, less than 0.33.

Every territorial unit’s Integration Quality Index (IQI) is calculated through a simple arithmetic mean of each factor’s indexes.

The weighting of the various factors is a crucial and sensitive issue. The model’s provisional version established that all factors should have the same weight. Later and following the consultation of experts, it was instead deemed advisable to give the ‘quality of employment’ factor double weight compared to the others. This choice results from one of the model’s theoretical fundamentals, i.e. the central nature of employment for skilled immigrants’ integration.

To give an idea of this procedure’s possible results, an example of its application to data obtained in the test conducted in the Viterbo municipality is provided below. The factors and related gauging system
are those adopted in the model’s final version, however we cannot avoid to use the old version’s indicators, as it is the latter that were surveyed during the test – conducted prior to the SMIAM’s final revision (64 indicators).

The following table reports, beside each indicator, the intensity and related score, calculated as specified in point b.

The index, calculated as specified in point c, is reported beside each factor; this factor is classified as "present with strong intensity”, "present with moderate intensity” or "absent”, as per specifications in point d.

<table>
<thead>
<tr>
<th>QUALITY OF INTEGRATION IN THE CITY OF VITERBO</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Legend:</strong></td>
</tr>
<tr>
<td>VW=VERY WIDESPREAD; W=WIDESPREAD; PW=POORLY WIDESPREAD; A=ABSENT</td>
</tr>
<tr>
<td>YES=PRESENT</td>
</tr>
<tr>
<td>Ent. Ad.= Entirely adequate; Ad=Adequate; Part. Ad= partly adequate; Inad= inadequate</td>
</tr>
<tr>
<td><strong>Factor A - QUALITY OF EMPLOYMENT</strong></td>
</tr>
<tr>
<td>Immigrant workers integrated as managers or professionals PW 1</td>
</tr>
<tr>
<td>Quota of immigrants in skilled specialist professions PW 1</td>
</tr>
<tr>
<td>Downgrading of highly qualified immigrants VW 0</td>
</tr>
<tr>
<td>Lack of personnel in skilled employment areas PW 1</td>
</tr>
<tr>
<td>Legal restrictions to access professions YES 0</td>
</tr>
<tr>
<td>Failure to recognise qualifications or their recognition at a lower level VW 0</td>
</tr>
<tr>
<td>Orientation services’ trend to direct skilled immigrants towards low-skilled jobs PW 2</td>
</tr>
<tr>
<td>Employers’ trend to evaluate education and skills gained abroad differently VW 0</td>
</tr>
<tr>
<td>Employers’ prejudice even towards foreigners who have graduated in the host country W 1</td>
</tr>
<tr>
<td>Widespread use of diversity management programmes in companies PW 1</td>
</tr>
<tr>
<td>Poor presence of ethnic minorities holding leading posts in the labour world PW 1</td>
</tr>
<tr>
<td>Poor knowledge of the language as an obstacle to integration PW 2</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
</tr>
<tr>
<td>10</td>
</tr>
<tr>
<td><strong>EMPLOYMENT FACTOR INDEX =10/(12*3) = 0.28 (absent)</strong></td>
</tr>
</tbody>
</table>

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Factor B - Entrepreneurship

| Presence of immigrant businesses numbering native employees | PW | 1 |
| Growth of immigrant entrepreneurship in some high profile sectors | PW | 1 |
| Presence of policies and programmes designed to promote high profile entrepreneurship | PW | 1 |
| **TOTAL** | 3 |

**ENTREPRENEURSHIP FACTOR INDEX** = $\frac{3}{(3*3)} = 0.33$ (present with moderate intensity)

Factor C - Cultural Consumption

| Ownership of a computer | VW | 3 |
| Use of the Internet | VW | 3 |
| Ownership of DVD readers | VW | 3 |
| Attendance of cultural and musical events (non "ethnic") | VW | 3 |
| Reading books | VW | 3 |
| **TOTAL** | 15 |

**CULTURAL CONSUMPTION FACTOR INDEX** = $\frac{15}{(5*3)} = 1.00$ (present with strong intensity)

Factor D - Access to High Level Training

| Immigrants’ full use of existing high level training opportunities | W | 2 |
| Existence of high level training programmes specifically targeted at skilled immigrants | A | 0 |
| Existence of high level courses immigrants can participate in at a reasonable cost (it was: High costs of higher education) | PW | 1 |
| Welcoming and orientation services’ trend to provide information about high level training opportunities | VW | 3 |
| Existence of specialist or advanced language courses at accessible costs | PW | 1 |
| **TOTAL** | 7 |

**TRAINING FACTOR INDEX** = $\frac{7}{(5*3)} = 0.47$ (present with moderately intense)

Factor E - Practice of the Culture of Origin and Transnational Dimension

| Transmission of the language and culture of origin to children | W | 2 |
| Skilled immigrants’ participation in organising cultural ethnic events | VW | 3 |
| Offer of satellite and cable TV channels of immigrants’ native countries | VW | 3 |
| Availability of printed matter from immigrants’ native countries | AD | 2 |
| Existence and feasibility of places of worship for minority creeds, which immigrants belong to | INAD | 0 |
| Skilled immigrants who assist their countrymen in entering the labour world or educational system in the host country | VW | 3 |
| Maintenance of professional and business contacts with the country of origin | W | 2 |
| Presence of opportunities to travel to the native country at a reasonable cost (it was: Journeys to the country of origin) | AD | 2 |
| Knowledge of many languages | VW | 3 |
| Relations with intellectuals and leaders in the country of origin | PW | 1 |
| Skilled immigrants’ participation in assisting the native country or region’s development | PW | 1 |
| Former foreign students’ return to the host country | PW | 1 |
| Citizenship required to participate in international aid activities financed by hosting countries with the status of development worker | YES | 0 |
| Increased telecommunications offers targeted at immigrants | VW | 3 |
| Immigrants’ possibility to return to their native country without risking the loss of their authorisation to take up residence (it was: Presence of immigrants who cannot return to their native country without risking the withdrawal of their residence permit) | PART. AD | 1 |
| TOTAL | | 27 |

**CULTURE AND TRANSNATIONALITY FACTOR INDEX = 27/(15*3) = 0.60**
(present with moderate intensity)

**Factor F - LEADERSHIP AND SOCIAL RESPONSIBILITY**

| Immigrant leaders in consultative bodies attached to the municipal government | A | 0 |
| Immigrant leaders in regional or provincial governments’ consultative bodies (or in a body at the level of the chosen GAR) | PW | 1 |
| Immigrant leaders in NGOs and in ethnically neutral voluntary service | PW | 1 |
| Immigrant leaders in trade union organisations | PW | 1 |
| Immigrant leaders in entrepreneurs’ organisations | A | 0 |
| Immigrant leaders in political parties or candidates in elections | PW | 1 |
| Presence of strong, well organised immigrant associations | W | 2 |
| Immigrant artists and writers who have won awards and recognition | PW | 1 |
| TOTAL | | 7 |

**LEADERSHIP AND SOCIAL RESPONSIBILITY FACTOR INDEX = 7/(8*3 ) = 0.29**
(weak or absent)
**Factor G - Public Respect**

<table>
<thead>
<tr>
<th>Opinion</th>
<th>Relevance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Opinions of citizens who are favourable to skilled immigrants taking up highly skilled jobs</td>
<td>W</td>
</tr>
<tr>
<td>Opinions of citizens who are favourable to immigrants’ playing leading roles in the local government’s framework</td>
<td>PW</td>
</tr>
<tr>
<td>Citizens’ knowledge of immigrant leaders and intellectuals</td>
<td>PW</td>
</tr>
<tr>
<td>Presence of immigrants holding qualified posts in the media</td>
<td>W</td>
</tr>
<tr>
<td>Spreading of introductory courses designed for common citizens on immigrant communities’ language and culture</td>
<td>W</td>
</tr>
<tr>
<td>Immigrants’ right to vote locally</td>
<td>A</td>
</tr>
<tr>
<td>Restricted access to employment in the civil service</td>
<td>YES</td>
</tr>
<tr>
<td>The marketing sector’s focus on immigrants and ethnic minorities</td>
<td>W</td>
</tr>
<tr>
<td>Skilled immigrants’ mobility in the national territory without reintegration problems</td>
<td>PW</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>11</td>
</tr>
</tbody>
</table>

PUBLIC RESPECT FACTOR INDEX = $11/(9\times3) = 0.41$ (present with moderate intensity)

**Factor H - Skilled Immigrants’ Opinions Concerning the Hosting Society**

<table>
<thead>
<tr>
<th>Opinion</th>
<th>Relevance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Perception of having economic advancement opportunities in the host country</td>
<td>W</td>
</tr>
<tr>
<td>Skilled immigrants’ negative opinions on the host country following the impact with bureaucracy</td>
<td>VW</td>
</tr>
<tr>
<td>Skilled immigrants’ low expectations to access high level employment</td>
<td>VW</td>
</tr>
<tr>
<td>Immigrant leaders’ disappointment concerning consultative bodies on immigration</td>
<td>VW</td>
</tr>
<tr>
<td>Skilled immigrants’ satisfaction concerning their condition in the host society</td>
<td>PW</td>
</tr>
<tr>
<td>Propensity to long-term stay in the host country</td>
<td>VW</td>
</tr>
<tr>
<td>Propensity to apply for naturalisation</td>
<td>VW</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>9</td>
</tr>
</tbody>
</table>

FACTOR OPINIONS INDEX = $9/(7\times3) = 0.43$ (present with moderate intensity)

We can thus calculate the IQI. As mentioned, the IQI is the arithmetic mean of all factors and it is calculated by giving the ‘quality of work’ factor double relevance, compared to the others. Hence in the Viterbo municipality:

$$\text{IQI} = (0.28\times2 + 0.33 + 1.00 + 0.47 + 0.60 + 0.29 + 0.41 + 0.43) / 9 = 0.45$$
Using the usual intervals (low: <0.33; medium: >= 0.33 <0.67; high: >=0.67) we can thus state that the IQI in Viterbo has an average value. But this information is not very significant if the topic of comparison is not faced. It will be discussed in the following chapter.
Chapter Seventeen
Comparison and its Limits

Profiles of the quality of skilled immigrants’ integration can be traced once the indexes have been calculated:

— for every individual factor or integration, placing the various MTUs in the abscissa line and the factor’s intensity in the ordinate line;
— for the set of integration factors, placing these factors of integration in the abscissa line and their related intensity in the ordinate line.

Profiles can be outlined both for every MTU and for more aggregated groups (i.e. all MTUs in a GAR).

Many profiles can be traced on the same figure, for comparative purposes (i.e. the single profiles of all MTUs in a GAR). Hence this enables to compare MTUs (i.e. specifying the most problematic integration factors, case by case).

In the validation process the model was tested in just one MTU for each country (two in Italy).

The four municipalities’ results related to every single factor have been reported in part three – though according to the model’s old version based on nine factors.

Proposed below is a comparison of profiles related to the presence of factors and to the IQI in the four MTUs involved in the test, in other words the municipalities of Rome IX, Viterbo, Leuven and Eindhoven. These four results must be compared with extreme caution as they derive from the application of a method, which is still in the trial stage and, more in general, from the different conditions and characteristics of the realities surveyed.
The profiles refer to the application of the model’s current version, hence to eight factors, with IQI resulting from the attribution of double weight to the ‘quality of employment’ factor. However, as already said, the indicators used to measure the factors are those applied in the model’s preliminary version, which was used to implement the experiment.

The previous graph on the municipality of Rome IX highlights only cultural consumption as a strongly present factor; culture, the transnational factor, access to high level training, public esteem and immigrants’ opinions on the host country have an average presence, while the factors quality of work, high profile entrepreneurship and leadership are poorly present. The average IQI is 0.40.

The picture just described seems rather problematic: the poor quality of employment, weakness of entrepreneurial activity and absence from of leadership (with an access to high level training, which is not impossible, but not easy) in fact risk reducing the relevance of positive aspects (i.e.
good relations with culture, both their own and that of the native country, and new technologies), which apparently depend more on the initiative of individual immigrants than on enabling public policies. In this context, immigrants’ opinion of the receiving society and the esteem they receive in turn seem to be characterised by the coexistence of positive and negative aspects, thus creating a situation, which can neither be defined as full integration, nor as mutual tolerance.

Viterbo

Source: Laboratorio di Scienze della Cittadinanza 2005

The profile of the various factors in the city of Viterbo tends to resemble Rome IX. Cultural consumption tends to be high, but there is a lack of quality of employment and (though to a lesser degree than in Rome IX) leadership, while the presence of high profile entrepreneurship is just slightly better than in the Italian capital’s municipality. Other factors and IQI have steady intermediate values (IQI=0.45).
The picture of the city of Leuven presents some differences. Both the cultural consumption factor and practice both of the native culture and of the transnational dimension are strongly present; significantly inclusion in leading roles seems to be more relevant than in the two Italian cities (the factor is present, but with moderate intensity). The quality of employment, which was absent in the previous municipalities, is present with moderate intensity. The other factors are present with moderate intensity as in the two previous MTUs.

The IQI is predictably higher (0.54) than in the two cities in Lazio and, as we shall see further on, even compared to Eindhoven. This is a sign of better integration quality as a whole. Remarks made by participants in focus groups confirmed that immigrants’ situation in Leuven is better than in the rest of Belgium, especially due to social and cultural open-mindedness, which is encouraged by the presence of an internationally renowned university.
The situation in the city of Eindhoven presents some similar characteristics with the previous MTUs, especially with the moderate intensity of factors concerning practice of the native culture and the type of transnational dimension, public respect and skilled immigrants' opinions concerning the receiving society. The quality of employment (which is slightly better than in other municipalities), leadership (which is higher than Italian cities but not higher than Leuven), and training factors are situated in the intermediate score category, but with few percentage points, while access to high profile entrepreneurship is low.

The IQI value is similar to that of Rome IX (0.39) and lower than the value for Viterbo and Leuven, but one should keep in mind that it was only gauged on seven of the eight factors (the cultural consumption factor was not surveyed, as already explained in chapter eight), thus it is not fully comparable with values recorded in other MTUs.

The four overlapping profiles are reported below to better understand the differences between the four municipalities.
We can notice that the overall profile of factors in the four municipalities is quite similar. The greatest difference is found in the leadership factor, which is higher in the city of Leuven than in the other three cities. This difference is especially due to the different presence of immigrant leaders in consultative bodies linked to the local or regional government, to the power of immigrant associations and to the presence of immigrant authors and artists, who have obtained prizes and acknowledgements (for data concerning the individual indicators, see chapter eleven too).

Differences - even very small ones - can also be found concerning entrepreneurship and access to high level training, practice of the native culture and of the transnational dimension, besides opinions on the receiving country. The negative situation of the quality of employment and the less negative, but not optimal one of public respect towards skilled immigrants is very similar in the four cities. This result in its small scale confirms that the trend to professionally downgrade immigrants is transnationally relevant.

Source: Laboratorio di Scienze della Cittadinanza 2005
Before closing this chapter on comparison we deem it necessary to specify the meaning it should be given.

The comparison between profiles and the observation of their resemblance highlights the **need to always use indexes in a comparative key**, both referred to time and space. In fact, a high index (let us say 1) takes on a different meaning depending on whether it is a special result of an MTU compared to the others surveyed (let us say if the value were below 0.33 in all others) or instead a recurrent result in all MTUs. In the first case the information will be more relevant.

Even the evaluation of the different results obtained for each factor differs if the range of factors is always more or less the same (which seems to be the case of the application that was just presented) or there are significant changes from one MTU to another. The difference will in fact be most relevant in this second case.

Anyhow even similar profiles contain some “news”, especially when there was the expectation of a different result (as often occurs, for example, in comparisons between realities in the north and south of Europe, between countries that are old and new to immigration, etc.). The fact that, for example, the quality of employment is low everywhere suggests how possible and advisable it is to coordinate actions at a European level in the field of immigrants’ work integration policies. However with this statement we do not wish to stray from this chapter’s goal, which is to provide an early modest example of how the SMIAM can really be applied and give useful results to local policy makers in marking out areas (integration quality factors) requiring urgent and appropriate measures.
The SMIAM Model: A Summary Description

This project had the purpose of developing and disseminating a model for the assessment of the quality of integration of skilled immigrants in European countries. In the previous chapters, the foundations and essential lines of the model were presented. Below a summary description of the whole SMIAM model is provided.

Theoretical foundations

✓ Who are skilled migrants

The SMIAM model refers to all those immigrants who, whatever the reason for their arrival, are carriers of high standards of knowledge and skills, even if they may not be immediately usable, having attained an academic qualification which is equivalent to at least a first degree of tertiary education (abroad or in the destination country itself).

✓ A “wise” integration

The SMIAM especially assesses the quality of integration and its being “wise” integration. Integration can be considered such when it enables skilled immigrants to reach a social, economic and professional condition that is adequate for their education, status or rightful expectations, besides further developing their cognitive capital. Besides this absolute criterion there is also a relative one, which concerns the possibility of reaching a position that is comparable to the one of locals who have the same qualifications.
The centrality of job integration

The model adopts a multidimensional approach to integration. At the same time, there is awareness of the central quality, for skilled immigrants, of insertion in the labour market and its appropriateness vis-à-vis the possessed skills and abilities.

The multidimensional and biographical approach

Even assuming the centrality of job integration, the model – in line with most current proposals – does not consider this dimension as the only significant one but also introduces others in which a full use of skilled migrants’ skills can occur (such as participation with leadership functions in social and institutional organisations).

In defining the various dimensions of integration, the SMIAM adopts what may be called a biographical approach whose perspective is from the side of the immigrant and his/her subjective experience, rather than from the angle of policies and institutions working for integration.

The concept of integration quality

To obtain an operational definition of integration quality, rather than producing a holistic one and treating this phenomenon as a sort of continuous variable, it was considered preferable to concretely identify a taxonomy of factors going to make it up. These factors represent spheres in which the quality of integration can be assessed separately, according to a set of discrete indicators.

The factors correspond to an equal number of important processes in which quality manifests itself. They point to indirect, measurable effects of a good integration. They highlight a positive potential, but do not predict the outcome for the individual skilled immigrant.
The taxonomy (factors and indicators)

**The factors**

The proposed taxonomy includes eight factors:

A. Quality of employment  
B. High profile entrepreneurship  
C. Cultural consumption  
D. Access to high level training  
E. Practice of the culture of origin and transnational dimension  
F. Leadership and social responsibility  
G. Public respect  
H. Skilled immigrants’ opinions concerning the receiving society

**The indicators**

Sixty-three indicators, selected and validated with the research study, are proposed to detect the presence of these factors, hence the quality of integration in well defined geographical areas. These are direct or indirect indicators, which highlight either positive or negative points (resistances and barriers to integration).

**Methodology**

A special procedure is proposed to check whether and to what extent these phenomena are present.

**Document collection and analysis**

First of all it is necessary to collect and analyse the documentation and statistical information available on the geographical area of reference (GAR), generally the region, province or however the most relevant level for policies related to the eight factors.
**MTU sampling**

At the same time a sample of municipalities is defined to be used as minimum territorial units (MTU) in the assessment, and it is verified whether at their level there are further documents and statistics related to the eight factors (and to the 63 indicators).

**Focus groups**

The information gained from the analysis of documentary and statistical sources (both in the GAR and MTU) is reported by an expert researcher with the function of moderator in the framework of focus groups summoned in every sample municipality. Focus groups comprise 8-10 people, half of which are skilled immigrants, while the other half are other key informants (service workers and local experts). Focus groups are conducted with the aid of an outline for the discussion, which resembles a semistructured questionnaire reviewing the eight factors and 63 indicators.

**Scoring indicators and calculating indexes**

The answers on the presence and diffusion of the indicator phenomena collected in focus groups are encoded through a scoring system. These scores are used for the calculation of partial indexes related to the eight factors and an overall Integration Quality Index at MTU level.

**Profile formulation and benchmarking**

At this point it is possible to compare the various MTUs in the GAR, and even the various GARs on the basis of the respective MTUs’ situation. It is especially the comparison which offers directions concerning integration quality according to the various factors, hence in some way also concerning integration policies’ priorities. Lastly, the analysis can be repeated in time to detect changes that have occurred in each MTU (and hence in the GAR as a whole).

**Timing**

It is envisaged that the entire procedure can occur in a relatively limited period of time – i.e. three-six months. The first phase is dedicated to preparations, the second to collecting information on the field and the third to its processing, interpretation and presentation in a final report.
## The Model

### Theoretical Foundations

1. The Definition of Skilled Migrants
2. The Definition of “Wise Integration”
3. The Centrality of Job Integration
4. The Multidimensional and Biographical Approach
5. The Concept of Integration Quality

### The Taxonomy (Factors and Indicators)

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### Methodology

1. Document Collection and Analysis
2. MTU Sampling
3. Focus Groups
4. Scoring Indicators and Calculating Indexes
5. Profile Formulation and Benchmarking
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ANNEX 1
Note for the establishment of the Core Group of the Skilled Migrations European research and policy Network (SMEN)
Laboratorio di Scienze della Cittadinanza

Skilled Migrants’ Integration Assessment Model  
Project JAI/2003/INTI/078  
(RAIQU)

Note for the establishment of the Core Group of the Skilled Migrations European research and policy Network (SMEN)

International Seminar  
A Wise Integration  
Brussels, October 5, 2005
This note is a contribution to the founding meeting of the Core Group of the Skilled Migrations European research and policy Network – SMEN, which will be held in Brussels on October 5, 2005 during the Seminar “A wise integration”. The seminar and the meeting of the SMEN’s Core Group will take place at the close of the project “Skilled Migrants’ Integration Assessment Model – SMIAM”, which was implemented with a contribution from the INTI (Integration of Third Countries Nationals) Programme of the European Commission by the Laboratory of Citizenship Sciences of Rome in partnership with the Higher Institute of Labour Studies – Catholic University of Leuven and the Verwey Jonker Institute of Utrecht. In particular, the proposal to form the SMEN is designed to meet some requirements highlighted by the project concerning theoretical and strategic orientations developed at a Community level and related to the governance of migrations and the integration of citizens from third countries in European societies.

1. The Need for an European Governance of Migrations

In recent years, the growing relevance gained by the migratory trend, both globally and within the European Union, has given rise to the need for Community governance of migratory flows through the harmonization of regulations and policies of member states, which for historical and cultural reasons are to date characterised by deeply different and at times diverging approaches.

In this regard Community institutions are promoting a complex debate – involving many actors – to reach the definition of a common reference framework for regulations and principles shared by policies. This debate concerns both legal migrations and the admission of migrants for economic reasons (see the “Green Paper” on the approach to the management of economic migration), and the integration of citizens from third countries who reside and work in EU member states (see the “2004 Handbook on Integration” and the recent “Common Agenda on Integration” released in September 2005).

One of the debate’s conclusion is the recognition of the importance of integration of citizens from third countries in the European social space for purposes of governance of the entire migratory trend and the need to strengthen and enhance related policies.

However a noticeable limit in current formulations concerning integration is that these tend to neglect the differences, which characterise
target individuals, focusing immigrant residents as a homogeneous, undifferentiated group.

We however find it hard to believe that an approach to integration can be effective if it does not adequately thematize the special characteristics and needs of the immigrant population’s different segments. In this regard we believe that special attention should be given to skilled immigrants, who are instead virtually absent from the current debate.

2. The Central Nature of Skilled Immigrants’ Integration

The topic of skilled immigrants’ integration and especially of this integration’s quality takes on an objective central nature for at least two reasons.

In the first place, the failure to recognise or the partial recognition of the skilled component of migratory flows towards Europe involves the trend to underuse or abandon individuals, whose professional skills and intellectual resources could contribute more significantly to the economic and social growth of receiving countries. A loss that also tends to aggravate the depletion native countries undergo due to the migration of intellectuals. In fact many studies highlight that professional success in the country of residence can also involve forms of ‘repayment’ to the native country, while failure or downgrading is translated into a net loss of intellectual resources (brain waste) from one extreme to the other of the migratory flow. The recognition of skilled immigrants’ human and professional quality thus contributes to enrich the debate on the return of competences towards the native countries (see paragraph 5).

Then there is a second category of considerations, which concern host countries’ social cohesion and safety. We must be aware of the role, which individuals who belong to the middle class and to the so-called “knowledge class” can play in encouraging the entire migratory flow’s social integration processes. Yet, one may also note that those who give rise to trends of deviant and “dysfunctional” social and collective action or even establish links with international terrorism, of course just in few cases and under certain conditions, are almost always skilled individuals.

But we must avoid making the mistake of believing that there is a direct link between bad quality of integration and political or criminal deviance.
On the contrary, we should keep in mind what we could define the “Leeds test”, in other words the “discovery” of adhesion to terrorism on the part of a British citizen who is native of a third country with good integration in his community (teaching in public schools, good consumption levels, participation in social life and sports activities, public esteem, etc.). This example should make us think over the fact that integration as a complex and not linear trend tends to be managed freely by individuals and does not per se represent a guarantee of a positive orientation towards the society in which it is implemented, but if at all depends on the skill to move inside it.

On the other hand this consideration also highlights the relevance of integration processes, which consider both social functions and the presence/absence of expressions of relative frustration or deprivation, and typically cognitive factors. In this regard the value and symbolic reference framework can be decisive in the context of a transnational “knowledge society”, in which - besides the many possibilities for positive communication and networking between individuals of different countries and cultures – a handful of organised groups can spread even the most paranoid world vision, with consistent flows of messages that can virtually reach any community.

3. Skilled Immigrants’ Marginal Feature in the European Debate on Integration

As we mentioned in the first paragraph, despite the relevance skilled immigrants may have in the social fabric of host countries, the “place” given by the current Community debate to this component of migratory flows is mainly that of regulating work-related access or a possible return to the native country. Consideration in this regard unfortunately tends to be limited to the definition of a new reference framework for economic migration and to relations with third countries. Hence on the one hand it focuses on better methods of attracting and using skilled human resources and on the other hand on how to prevent the brain drain, which such initiatives increase in practice (see the abovementioned Green Paper on Economic Migrations and the draft report to the European Parliament in this regard).

The definition “skilled” thus tends to be applied reductively only to segments of the immigrant labour force to be hosted on the basis of special
recruitment projects organised by European firms and organizations to fill in personnel gaps in key economic sectors. It is however true that a reference to further issues, such as ascertaining the qualifications of immigrants present in European countries and the full use of their competences, appears in documents like the “Handbook on Integration” dated November 2004 and the recent “Common Agenda for Integration” published by the European Commission (September 2005). They are however punctual and asystematic references, while an overall thematization of “qualification” as a key variable in integration issues is still lacking.

4. Skilled Immigrants as Social Actors

Focus on skilled immigrants’ access for work-related reasons tends to conceal the fact that a relevant segment of the immigrant population already residing in European countries is represented by individuals who have very high standards of knowledge and skills, whatever the reasons for their entrance in the host country and the type of activity they really perform therein (hence also including refugees). Surveys conducted in different national and local contexts tend to converge on the fact that about half of them have at least an upper secondary school certificate and the number of graduates can in some cases even reach 25-30%. It is this poorly visible component of skilled immigrants, which is currently present in countries of the Union, that creates a special challenge both from a cognitive and political perspective.

These individuals’ relevance is not only linked to the observation that they are underused human capital, but also to their being social actors, which can potentially play an important role in the European and international scene.

Besides the integration of skilled immigrants can present special characteristics and requirements, which at least partly differ from those, which apply to immigrants who have low qualifications because expectations and potential are generally higher. These characteristics and requirements should be given due consideration in designing and implementing integration policies.

Hence a commitment to mainstream the issue of skilled individuals in debates and policies focused on integration seems necessary both from a development perspective and considering social cohesion and safety. This
would also be consistent with the holistic approach to integration, which is recommended in all documents of the European Union on this issue.

5. Contributing to Fill the Knowledge Gap

The narrow-mindedness found so far in the Community debate can be at least partly traced back to a knowledge gap concerning the real consistency of the trend of skilled immigration and the quality of related integration processes.

The lack of reliable or comparable data on immigrants’ qualifications is certainly no help and it adds to the overall confusion concerning the definition of immigrant (and skilled immigrant) and possible integration standards and indicators.

In particular, there is a lack of information on the interaction between reception and integration policies currently implemented by member states and skilled immigrants’ social and collective action, both inside host societies and outside them (i.e. targeted at native countries in the context of transnational relations).

Skilled immigrants can for example play a distinct role as valuable human resources meeting specific needs in receiving societies’ key economic sectors, such as ICT and health care. In this role, besides contributing their specific skills, they can offer European employers the added value resulting from their complex identity, their involvement in more than one cultural and linguistic world, and their suitability to manage transnational dynamics, that are essential in contemporary economy and societies.

Skilled immigrants can also be an important factor in the entire migratory flow’s integration process, as their social and collective action can lead initiatives targeted at social and economic integration, besides acting as a reference group and role models for other immigrant categories.

Lastly skilled immigrants can perform a relevant role also in relations between host countries and their native country; especially to favour the latter’s development, both individually and by promoting transnational networks. In this scene, besides money remittances, which are a relevant part in the economy of many developing countries, they can be the bearers of what could be called “cognitive remittances” or “technological
remittances”, figuratively speaking. For example, intellectual diasporas tend to form networks to assist the development of native countries in sectors characterised by a deeper technological divide between North and South. In this regard experiences like the “Digital Entrepreneurs” network through which immigrant Indian citizens who are active in the ICT sector have assisted their country’s technological revolution are significant. A similar role is being played by the more recent Digital Diaspora Network for Africa.

6. Skilled Migrations European Research and Policy Network

The Skilled Migrations European research and policy Network – SMEN, which was promoted in the project’s framework, proposes to bring together individuals who wish to “make a step forward” to increase knowledge on skilled immigrants as European social actors and to analyse and study their integration as a complex social trend in which many individuals converge and whose quality must be gauged to study in detail the type of social and collective actions performed by them. Marking out skilled immigrants’ specific features, expectations and potential is in fact the first necessary step towards their “wise” integration in European societies. By using the adjective “wise” we wish to stress that individuals involved in the integration process have a high cognitive capital, but also that their integration policies must be based on knowledge and along criteria of reasonableness and attention to human aspects.

The SMEN proposes to aggregate a network of experts, practitioners, decision makers and other individuals who are interested in deepening knowledge of the topic with an analytical approach based on the use of social sciences – mainly sociology, with contributions from other disciplinary fields.

Through the Network, social research could also contribute by providing a voice of reasonableness and calmness in a context, such as that of the European debate on international migration, which is often inflamed by ideological controversies and irrational fears. At times phantoms of clashes between civilizations or economic crises are evoked, in which the interest of European citizens and of those belonging to third countries would be irreconcilable. In this context, it is the duty of scientists and researchers to help our societies’ leaders to consider and tackle in a more serene and rational key a trend which gives rise to extreme fear and
passion, despite being an integral part of contemporary societies’ conditions of existence. Naturally this should not hide or deny the many problems, which rightly worry European societies and their political classes, but rather face and solve them through a governance style founded on knowledge and involving the whole range of stakeholders.

7. A First Proposal: the SMIAM

The analysis and the measure of skilled immigrants’ integration evoke some complex theoretical and methodological issues, which have been repeatedly raised by studies in this field. Theoretical problems concern, among other things, the definition of integration and the difficulty to overcome the ideological load the term carries to translate it into observable phenomena. Methodological issues refer to the production and use of official statistics, to the definition of indicators, indexes and standards, to the integration of qualitative and quantitative approaches and to the definition of the appropriate geographical scale of analysis. The detailed study of these issues to solve them will necessarily require many years and constant interaction between researchers, decision makers, those in charge of European and national statistical services and so on.

A small contribution to this effort may be the continuation of the experiment started with the SMIAM, the model for the evaluation of skilled immigrants’ quality of integration developed by the LSC and its partners and subsequently revised and validated on the basis of field tests conducted in three countries (Italy, Belgium and Holland) and feedback from several European experts. The network could offer the opportunity to apply the SMIAM model in many countries to further perfect it and to compare its results with those produced by other approaches.

The model makes use of a multidimensional and biographical approach, in other words it focuses on the subjective experience of individuals. In an attempt to avoid an all inclusive and ideological definition of integration, it renounces to consider it a measurable trend in itself and mainly focuses on evaluating its quality in some well defined areas. Hence it uses a taxonomy - formed on the basis of previous research, analyses of studies and documents and interviews to key informants – based on eight factors, which are gauged by a certain number of indicators: quality of employment, entrepreneurship, cultural consumption, access to high level training, the practice of leadership and of social responsibility, the practice of the culture or origin and of the
transnational dimension, public respect and immigrants’ opinions concerning the receiving country. Factors are surveyed in a geographical reference framework, which is the same one that implements the most relevant integration policies (generally at a regional or provincial level), and in a sample of municipalities.

The SMIAM is both a model and a procedure to consult key individuals present in a certain territory by mobilising them and summoning them to special focus groups, to reconstruct an as reliable as possible picture of specific features of skilled immigrants’ quality of integration. If this method will not enable to exactly gauge the degree of integration, it will at least spot some strong and weak points, which characterise it and which can be the focus of interventions on the part of public policies.

8. A Contribution to Policy Formulation

Making use, among other things, of the results of the application of the SMIAM model, the Network can contribute towards the governance of the migratory trend by intervening in all sites where the European Union’s considerations on this issue are being conducted (electronic forums, multi-stakeholders dialogue platforms, meetings of the European Parliament, etc.). In this way it will provide directions and recommendations which may be useful to the formulation of European policies concerning skilled immigration and the strengthening of the competent institutions’ capabilities.

A first contribution should be given to those policies, which are targeted at skilled immigrants as such. In this regard we must move beyond the ascertainment and the validation of qualifications and competences, which however still present many problematic aspects and need harmonization between the various EU member states. Policies should also focus on removing obstacles and on enhancing facilitating elements (both exogenous and endogenous), which are related to those factors whose relevance for integration is considered in the SMIAM model.

Then we must consider policies designed to optimise skilled immigrants’ contribution to the entire immigrant population’s integration. In this regard we must consider both the leadership and representative role the intellectual elite can play in their respective
communities and the possibility, which has already been experimented and implemented, to use skilled immigrants in professional posts centring on cultural and linguistic mediation.

Lastly consideration should be given to policies which focus on using skilled immigrants’ contribution in relations with third countries, thus enhancing their special inclination to act as a bridge between many cultures as natural transnational actors. In this regard the already mentioned inclination of intellectual diasporas, especially from African and Asian nations, to engage in initiatives focused on technological and scientific networking, besides the creation of companies and corporations targeted at their native countries, should be fully exploited. It would also be worth ascertaining whether and to what extent European aid institutions are aware and make use in their programmes of this particular type of intellectual personnel available in the European labour market.
ANNEX 2

Study on the conditions of skilled immigrants
Skilled Migrants Integration Assessment Model – SMIAM
(JAI/2003/INTI/078)
(RAIQU)

Study on the conditions of skilled immigrants

September 2005
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IV
**Introduction**

This document reports the results of the study conducted within the **SMIAM project (Skilled Migrations Integration Assessment Model)**, carried out by the Laboratory of Citizenship Sciences (LSC) in partnership with the Verwey-Jonker Institute and the University of Leuven’s Higher Institute for Labour Studies, with a grant from the European Commission – Directorate-General for Justice, Security and Freedom in the framework of the INTI programme (JAI/2003/INTI/078).

Besides drafting and disseminating the model, which is the main goal, the project also aims to contribute to increasing knowledge on skilled migration in Europe and to support the political and scientific debate on integration in receiving countries as regards this important component of immigration.

The project, which lasted seventeen months, moved through a complex of activities that include: reading and analysing studies and documents; administering questionnaires to key informants – both governmental and non-governmental officials – of eight European countries having different features as regards the type and extent of the migration phenomenon (Belgium, France, Hungary, Italy, the Netherlands, Poland, Spain and the United Kingdom); analysing the information gathered and drafting an initial version of the model; validating it by collecting comments and observations from 30 experts, on the one hand, and by experimenting it in four European municipalities; revising the model and drafting the present version, which is the object of discussion within an international seminar in Brussels (5 October 2005).

This study, which includes the results of documentation analysis and of consultation of key informants, contributed, together with other activities, to set up a model for assessing the quality of integration of skilled migrants produced within the project. The study involved gathering and systematising the existing information on the situation of skilled migrants in eight European countries (Belgium, France, Hungary, Italy, the Netherlands, Poland, Spain and the United Kingdom).

The study was based on documentary analysis, on the one hand, and on the administration of questionnaires to key informants at national level, on the other.

The **documentation** analysed included:
— Public policy documents (only those containing information on the current situation).
— Statistical dossiers, reports and study reviews.
— Empirical studies conducted by the partner institutes.
— Other studies carried out at national, local and transnational level.

About a third of the documents analysed referred to the transnational sphere (generally European), while two-thirds examined national or local situations.

Overall, the documentation analysed amounted to about ten thousand pages.

Documentary analysis for the national texts was carried out by using a specific grid to assess the main phenomena characterising skilled migrant integration for each country, in order to condense a set of information and knowledge on a subject that is generally little dealt with by specific studies.

In the Netherlands, analysis was also made of a set of data produced within one of the very few statistical national studies conducted in Europe that examines in detail the socio-economic integration of immigrants – the SPVA (Sociale positie en voorzieningengebruik allochtonen). An equally relevant source was not found for the other countries concerned (although the project only envisaged the consultation of second tier sources).

The picture was subsequently completed by an analysis of the information and data existing at European and transnational level – these also being rather limited with respect to the specific target population of the project, as well as an analysis of the main models developed at European level for assessing migrants’ integration.

Another source of the study has been a group of key informants interviewed in-depth at national level through semi-structured questionnaires. In particular, these questionnaires involved the following people: 10 officials of national governments, 9 officials of NGOs, and 3 other people (journalists and experts).

As expected, some key informants were interviewed face-to-face, while others e-mailed their questionnaire answers. The list of respondents and the interviewing modality are reported in the following table.
<table>
<thead>
<tr>
<th>No.</th>
<th>Country</th>
<th>Organisation</th>
<th>Person</th>
<th>Type</th>
<th>Modality (FtF or Email)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>BE</td>
<td>Ministry of the Flemish Community</td>
<td>Staff member of the Integration Department</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>2.</td>
<td>BE</td>
<td>Ministry of the Flemish Community</td>
<td>Staff member of the Integration Department</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>3.</td>
<td>BE</td>
<td>Flemish Refugee Council</td>
<td>Staff member of the Integration Department</td>
<td>NGO</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>4.</td>
<td>SP</td>
<td>Ministry of Labour and Social Affairs</td>
<td>Javier Bernaldez, Jefe de Servicio Observatorio Políticas Inmigración y Refugio</td>
<td>Gov</td>
<td>Email</td>
</tr>
<tr>
<td>5.</td>
<td>SP</td>
<td>Consorcio de Entidades para la Acción Integral con Migrantes</td>
<td>Juan Antonio Segura, Coordinator</td>
<td>NGO</td>
<td>Email</td>
</tr>
<tr>
<td>6.</td>
<td>FR</td>
<td>Fonds d'action et de soutien pour l'intégration et la lutte contre les discriminations</td>
<td>Laurence Mayeur, Direction des Etudes et de la Documentation</td>
<td>Gov</td>
<td>Email</td>
</tr>
<tr>
<td>7.</td>
<td>HU</td>
<td>Office of Immigration and Nationality of the Ministry of the Interior</td>
<td>Bencsik Zita, Office of EU Cooperation</td>
<td>Gov</td>
<td>Email</td>
</tr>
<tr>
<td>8.</td>
<td>IT</td>
<td>Centro Italiano Educazione allo Sviluppo</td>
<td>Alvaro Sanchez, project manager</td>
<td>NGO</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>9.</td>
<td>IT</td>
<td>Commission for Filipino Migrant Workers</td>
<td>Charito Basa, leader of various immigrant organisations</td>
<td>NGO</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>10.</td>
<td>IT</td>
<td>Confederazione Generale Italiana del Lavoro</td>
<td>Deborah Leiva, officer</td>
<td>NGO</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>11.</td>
<td>IT</td>
<td>Ministry of the Interior</td>
<td>Assunta Rosa, Carmelita Ammendola, officers</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>12.</td>
<td>IT</td>
<td>Ministry of Welfare</td>
<td>Giulia Henry, Sara Monterisi, officers</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>13.</td>
<td>IT</td>
<td>RAI – TV (Italian public broadcasting corporation)</td>
<td>Jean Léonard Touadi, author</td>
<td>other</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>14.</td>
<td>IT</td>
<td>Ufficio Centrale Studenti Esteri in Italia</td>
<td>Rosetta Pellegrini, project manager</td>
<td>NGO</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>15.</td>
<td>NL</td>
<td>Institute for Migration and Ethnic Studies University of Amsterdam</td>
<td>Anja Van Heelsum, researcher</td>
<td>other</td>
<td>Email</td>
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<tr>
<td>16.</td>
<td>NL</td>
<td>Ministry of Justice, Minorities Integration Policy Department,</td>
<td>Thomas Hessels, Senior Policy Advisor</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>17.</td>
<td>NL</td>
<td>European Research Centre on Migration and Ethnic Relations, Erasmus University</td>
<td>Han Entzinger, researcher</td>
<td>other</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>18.</td>
<td>NL</td>
<td>City of Lelystad</td>
<td>Peter Reinsch, head of Research Department</td>
<td>Gov</td>
<td>Face-to-face</td>
</tr>
<tr>
<td>19.</td>
<td>PL</td>
<td>Association for integration and protection of foreigners ‘Proxenia’</td>
<td>Adam Bernatowicz, President</td>
<td>NGO</td>
<td>Email</td>
</tr>
<tr>
<td>20.</td>
<td>PL</td>
<td>Jagiellonian University Human Rights Centre</td>
<td>Jadwiga Maczynska, researcher</td>
<td>NGO</td>
<td>Email</td>
</tr>
<tr>
<td>21.</td>
<td>PL</td>
<td>Ministry of Social Policy Department of Social Assistance and Integration</td>
<td>Magdalena Muras, officer</td>
<td>Gov</td>
<td>Email</td>
</tr>
<tr>
<td>22.</td>
<td>UK</td>
<td>Employability Forum</td>
<td>Patrick Wintour, Director</td>
<td>NGO</td>
<td>Email</td>
</tr>
</tbody>
</table>

The results of the study are reported in this document, drafted by Alessandra Cancedda (sociologist, direction of the project), which includes the following paragraphs. In particular, the next paragraph provides some elements on the scale of the skilled migrant phenomenon, while the ones thereafter provide some information gathered on the aspects of the quality of skilled migrants’ integration. This information was formalised in areas corresponding to the eight factors used in the SMIAM model, and namely:

— quality of employment;
— entrepreneurship;
— access to high level training;
— cultural consumption;
— practice of the culture of origin and transnational dimension;
— the practice of leadership and social responsibility;
— public respect;
— opinions concerning the receiving country.
1. The Skilled Migrant Phenomenon

In the SMIAM project, it was decided to use the operational definition of skilled immigrants which includes all those immigrants who, whatever the reason for their arrival, are carriers of high standards of knowledge and skills, even if they may not be immediately usable, having attained an academic qualification which is equivalent to at least a first degree of tertiary education (abroad or in the destination country itself).

This is a broader definition than the one used for those who explicitly come on the invitation of European firms or organisations, or through governmental programmes, to fill the lack of skilled personnel in key sectors, such as information technologies and communication or health. These people, as with participants in programmes for the highly-skilled implemented by some countries, are only a fraction of the skilled migration phenomenon.

- At European level, data from the European Labour Force Survey (ELFS) of 2002 show that 20% of the immigrant population with a known country of birth have completed higher education: this percentage tends to differ depending on the continental areas involved (17.2% EU 15; 19.7% Central and Eastern Europe; 17.0 Africa and Middle East; 53.8% USA, Canada and Australia; 33.0% Latin America and the Caribbean; 17.5% Asia; 8.4% Turkey) (Muenz, 2004).

- This percentage falls to 12.3% if we consider only those people who still have a foreign nationality, but this obviously does not include all those who managed to obtain citizenship while still keeping their social visibility of immigrant/ethnic minority with the relative integration difficulties.

- The ELFS data also show that the proportion of highly skilled migrants entering in European countries every year grew from 15% in 1986 to 18% in 1993 and reached 25% in 2001 (European Commission, 2003).

This data may, however, underestimate the phenomenon (categories like asylum seekers and refugees may not always be accounted for in the survey, nor those who may not have declared their academic qualifications because they are not recognised in the host country), and are at times lacking for some European countries (data for Germany and Italy, for example, are missing in the 2002 survey).
For further insights into the scale of the skilled migrant phenomenon, in its various forms, reference must be made to a rather fragmentary data set, but having some elements of convergence, concerning national or local studies carried out in the various countries.

- In Italy, an IOM survey on a sample of 360 immigrants in 9 provinces highlighted that: 40% of the respondents have at least a high school diploma; almost 24% have done university level studies, with a prevalence for technical-scientific subjects (Losi et al., 2002).

- Still in Italy, a survey on 2000 immigrants interviewed in four cities (Turin, Genoa, Brescia and Modena) showed that: less than 25% declared having had an education of less than 8 years; 47% declared between 9 and 13 years of education; over 28% declared at least 14 years of education (Ambrosini, 2000; Commission for Immigrant Integration Policies, 2000).

- A study on a sample of 231 immigrants in Umbria – an Italian region with a large rural sector and thus presumably less appealing for highly skilled people – still reported 42% of high school diploma-holders and 15% of university graduates in the immigrant population (Marini, 2004).

- Two-thirds of the foreigners registered in the population lists of the municipality of Rome have a medium-to-high level of education: about 50% have a high school diploma and one in five (19.8%) has a university degree (Gatti, Todisco, 2002; Brandi, 2001).

- A research on foreign women providing domestic help in Italy shows that only 7.1% has no qualification, 46% holds a high school degree, 25% a university degree, and 1.8% followed a post university master; among the Philippine group, 44% of women hold a university degree (Turco, 2005).

- In Belgium, a study carried out by the Provincial Integration Centre of West Flanders, published on 27 January 2005, on 206 people belonging to ethnic and cultural minorities highlights that three quarters of the respondents (75.8%) have a high school diploma (Wets, 2005).

- In Poland, in 2001, one out of every four immigrants aged 15 years or more had completed higher education (Source: Grzymata-Każłowska-Okolski, 2003).

The presence of skilled migrants is found significantly also in the family reunification category.
A qualitative study on 100 immigrants having just arrived in France mainly in order to reunite with their families, in two localities (Seine-Saint Denis, Ile de France; and Le Bas-Rhin, Alsace), showed that 15% of the sample in Seine Saint-Denis and 25% in Le Bas-Rhin had an education level equal to or higher than the Bac +2 (Brun, Saacher, 2004).

Irregular immigrants should have a lower percentage of university graduates since they exclude all those who, owing to their skills, are invited to work in host country firms. Yet, this category of immigrants often has a fair number of qualified people.

In France, a study on 207 French immigrants regularised in 1997 reports that over 60% of the respondents had had at least six years’ schooling while 10% had had higher education; this figure rises to 15% for people aged over 35 years (Brun, Saacher, 2001).

In Spain, a recent study – cited in El Pais of 6 October 2001 – reports that 18% of the regularised immigrants in Spain have a university qualification and 42.3% have a high school diploma (not counting EU countries, Switzerland, Japan and the USA). The figures for natives of the country aged over 15 years are lower and, respectively, 11% of university graduates and 41.9% with a high school diploma (Rojo-Sols, 2003).

In Poland, a survey on a sample of 152 irregular migrants living in Warsaw in 1996 showed that 19% had completed higher education (Source: Iglicka et al., 1997 cit. in Grzymata-Kazlowska-Okolski, 2003).

It is also true that among skilled migrants working in high level positions there are also irregular immigrants.

In the UK, these people include those who had paid agencies to enter the country with a work permit and later discovered on their arrival that there was no such job available – thus then having to live and work illegally in the host country. This problem concerns IT experts, engineers, doctors and nurses working as consultants or who do other forms of temporary or irregular jobs (Duevell, 2005).

One particularly significant group accounting for most “new migrations” in some countries is refugees. This category often contains large numbers of highly skilled people.

In the Netherlands, a survey carried out on four national groups of refugees highlighted a strong presence of people who had completed
university studies: 31% in the Iranian community; 27% in the Iraqi community; 23% of refugees from the former Yugoslavia and 22% of Afghans; a lower figure was found only for those coming from Somalia (8%) (Van de Maagdenberg, 2004, Cited in Tabibian, 2005).

- In the UK, a Home Office study shows that asylum seekers and illegal immigrants are heterogeneous as regards qualifications, but still include a significant number of professional people (CRE, 2002).

Thus, on the whole, it may be concluded that, despite the fragmented nature and many limits of the available information, skilled migrants – as defined in the present study and in the SMIAM project – are a considerable phenomenon that deserves consideration and attention on the part of policy-makers.

Once this phenomenon has been placed within an overall significant perspective, it is then possible to go into detail on the aspects that go to determine the greater or lower quality of skilled migrants’ integration processes.

We shall dwell a lot more on employment, since this is crucial in determining the personal integration quality of highly skilled people and is also an aspect which is taken closely into account by most studies on the phenomenon.

2. Quality of Employment

The survey conducted in the eight European countries revealed that a first, essential element of integration quality for skilled immigrants is to gain a job placement which is consistent with their level of university education. Hence, on this issue and especially on the factors to be found on the path of skilled professional integration, we have reported below some points resulting from interviews with key informants and from the analysis of the literature and research.
Few European countries monitor the job integration of immigrants and ethnic minorities with high qualifications, and this aspect is still insufficiently dealt with in the European Union (EU) as a whole.

- At EU level there are data showing how highly skilled immigrants – although finding it easier to find a job than unskilled migrants – have considerably lower employment rates with respect to highly skilled citizens of member states (66.9% as against 83.4% of EU citizens in 2002) and higher unemployment rates (11.3% as against 4.3%) (European Commission, 2003).

- One should also stress the scant data available on job integration for refugees, who are a considerable percentage of the immigrant population in many European countries. Moreover, in some countries asylum seekers are not authorised to obtain employment before their refugee status is recognised. As regards individual countries, a positive exception to the overall poor tendency to monitor the deskillng of refugees is represented by an SPVA study in the Netherlands. A periodical survey called SPVA is performed on the immigrant population in the country. The SPVA-1003 concentrated on the position of the five largest groups of new immigrants in Dutch society. These groups, all refugees, are: Iranians, Iraqis, Somalis, ex-Yugoslavians and Afghans. From among these groups in this SPVA survey, it is possible to select the highly educated people and trace their labour market outcomes.

- In any case, knowledge of the levels of immigrant participation, employment and unemployment – apart from the well-known problems of reliability (the tendency for people on unemployment benefit to say they are unemployed even when they are doing undeclared paid work) – is not enough to illustrate the waste of qualified human resources found in European countries. One should, in fact, know the kind of job done by immigrants who have received a university education and, in particular, what percentage of them have a high skills job in comparison with the native population (who may themselves even be subject to deskillng). The European Labour Force Survey, which assesses both variables (level of education according to the ISCED classification, position in the profession according to the ISCO classification), theoretically enables us to do this; however, the sample size is not large enough to carry out these analyses in the various European countries.
There is also the problem of how to identify the two populations to be compared. In this regard, some researchers (such as Muenz, 2004) criticise the use of the nationality criterion (e.g., distinguishing between “EU nationals” and “Non-EU nationals”), which tends to hide forms of deskilling affecting people of immigrant origin who have obtained citizenship of a European country, and instead suggest using the “country of birth” variable (Muenz, 2004). In this case, too, there remains the problem of citizens of European countries who were born abroad for various reasons, but using this variable alongside the former one undoubtedly enables refining the overall view of the phenomenon.

Alongside this statistical kind of information one should also analyse administrative type information on qualifications that is collected in almost all the countries within immigrant first contact services. However, in most cases, this information is not processed or even used in integration strategy programming.

Despite the lack of data we must, however, note that the downgrading trend, in other words, job insertion at a level below one’s qualifications, appears systematically in national and local surveys conducted in many countries.

In Italy a survey conducted by the CCF and by the CERFE in 1999 on a total number of 979 immigrants who had at least a high school diploma revealed that 77% of women and 66% of men suffered a downgrading process (d’Andrea, 2002).

Still in Italy, a study conducted by the ISMU in 2000 (on a sample of 8,000 immigrants) revealed that 17.4% of immigrants with a degree are employed as general labourers (Stocchiero, 2004).

In the United Kingdom, many studies have shown that, despite a high quota of skilled people and higher competences among refugees than in the local population, refugees and political asylum seekers are the groups with the highest rate of unemployment. Besides, their potential is not fully exploited when they are employed (Dobson et al., 2001).

In Spain the Encuesta poblacion activa’s 4th trimester for 2001 highlighted that, although they often have high qualifications, 41.3% of immigrants perform non skilled work (Rojo-Sols, 2003).

In the Netherlands, the aforementioned survey on five national groups of immigrants also asked respondents about the congruence between their job and the education they had received. Of those with
a university education, 35% feel they have a higher education than
the skills required for their job, 46% think their job reflects their
education level, 13% consider their education inadequate for their
job, while 6% had been trained in another field with respect to the
one they work in (SPVA, 2003, cited in Tabibian 2005).

The Work Permit System

Save for what has been said so far, we must, however, highlight that
some countries tend to make greater use of immigrants’ skills. But this
occurs mainly where there are selection procedures at the very entrance of
the migratory flow. These procedures involve a system, which issues
work permits designed with skilled employment in mind, that is largely
guided by job demand.

• This scene comprises the system of British Work Permits, which is
considered avant-garde (Dobson et al., 2004) and whose standards and
time required to complete procedures are improving (NOP Business,
2002). In the UK, the selection of qualified workers for hire is employer-
driven, and the authorities do not establish predefined quotas but limit
themselves, at most, to supporting employers’ demands.

• Along with this system based on job demand and following similar
systems applied in OECD countries, the UK also has a score system
which grants entrance to people with high skills even when there is no
job offer (Highly-Skilled Migrants Programme) (Dobson et al., 2004;
Dumont, Lamaitre, 2005).

We can suppose that it is thanks to the existence of such systems that the
United Kingdom has a high percentage of foreigners integrated as
employers, managers and professionals.

• According to the Labour Force Survey, in the year 2000 professionally
skilled posts were held by 20.7% of African workers, 24.1% of workers
from the Indian subcontinent, 37.5% workers from other Asian countries
and 27% of workers from European countries other than northern and
southern Europe (the data for Latin America combines the two
Americas, totalling 48.1%). The element of comparison is 25.3% of the
employed population’s “professionals” in the United Kingdom (Dobson
et al., 2004).

• This ability to attract high skills has given the United Kingdom a
considerable brain gain. In the period 1995-1999, the net balance of
immigrant managers and professionals, in fact, equalled 109,000 individuals (Dobson et al, 2004).

Initiatives for facilitating skilled immigrant recruitment concern many European countries, with mixed outcomes:

- in Denmark, France, Ireland, the Netherlands, besides the United Kingdom, the application of labour-market-testing criteria has been relaxed for those occupations reflecting current labour market needs. These occupations include IT specialists, highly skilled workers and, in some cases, biotechnology, medicine, healthcare and education professionals. Germany has developed a special programme to recruit IT specialists. In addition to immigration policy measures, some OECD countries, including the European member states Austria, Belgium, Denmark, Finland, France, the Netherlands, Sweden and the United Kingdom have introduced specific tax incentives to attract highly skilled migrants (Dumont, Lamaître, 2005).

**Demand for High Skills**

The lack of personnel with high skills is undoubtedly a factor that facilitates job integration of skilled immigrant personnel.

- According to the Employers' Skills Survey, in 2001 there were about 100,000 vacant skilled posts in the United Kingdom, concentrated especially in the professional and skilled sectors (56 %) (NOP Business, 2002).

- Vice-versa, in Italy we record a poor demand for graduate immigrant personnel on the part of firms. For example, according to the Excelsior survey conducted in 1999: 60% of requests made by firms in the Lombardy region for non-EC personnel concerned people with low educational levels (up to middle school) and only 2% of people with a degree or university diploma (Municipality of Milan, 2002). For these reasons, too, Italy has not managed to fill the scheduled quota of skilled immigrants, which it had introduced in the annual decree for the regulation of migratory flows (Chaloff, 2003).

**Qualifications**

An obstacle, which is often mentioned, to skilled immigrants’ job integration is the difficult recognition of qualifications attained in the
country of origin. According to key informants’ interviewed, these difficulties are considerable in all countries.

- Immigrants are often little aware of the possibility of obtaining recognition of their titles and of the necessary procedures.
- There also arise complications in getting the necessary documents (i.e. the need to request them from the native country when the immigrant is not in a position to return to it, to follow up the process).
- Recognition is often given at a lower level (e.g. junior high school or first degree of university education, rather than an advanced degree).
- The problem of the recognition of qualifications is greater for certain skills (i.e. medicine) than for others (e.g. computer science). In any case, even concerning professional skills that do not require certification, there remains the problem of employers’ poor knowledge of the value of diplomas and their tendency to give less importance to education and skills gained abroad (Freidberg, 2000, cit. in CRE, 2002).
- The recognition of qualifications is facilitated for some professions and nationalities by the presence of bilateral agreements between countries.
- Adaptation courses for nurses organised in the UK are a positive example of making the most of qualifications already possessed by skilled migrants (Duevell, Jordan, 2002).
- In some contexts, it has been observed that recognition of academic qualifications increases the possibility of occupational integration for skilled migrants. In Flanders, 53.4% of immigrants with a recognised high school diploma are employed, against a figure of just 19.9% for those who have not regularised their qualifications (Wets, 2005).

Language

Another obstacle often referred to is the skilled immigrants’ poor knowledge of their host country’s language or the lack of fluency required to meet skilled professions’ demands (although now skilled immigrants find it easier to gain basic language knowledge and, in some countries such as Germany and the Netherlands, it is by now an integral part of compulsory integration programmes).

- At times, improving language skills is facilitated for immigrants who already have a more than average knowledge of the language on their arrival (e.g. they used it during their studies). This occurs especially in
countries whose languages are widespread in the world (i.e. Britain, France and Spain). But even in the UK, for example, a relevant quota of refugees ranging from one-third to two-thirds do not know or know very little English on their arrival (Kelly, Joly, 1999).

- The language problem is a real barrier in countries whose language is less known. In the Netherlands, for example, many highly skilled refugees are recorded as "hard to employ" due to their poor knowledge of Dutch (Pen en Tissing, 2000, cit. in Tabibian, 2005) and about half the highly skilled refugees interviewed in the research mentioned language courses as the most relevant factor that helped them find work (Kalsbeek, Bleichrodt, 2004; Kalsbeek, 1997, cit. in Tabibian, 2005).

Law Legal Restrictions

Explanations concerning integration difficulties based on the lack of language skills or recognised credentials describe only some of the barriers to skilled immigrants' integration. In fact, there are others which are equally significant. We must bear in mind, for example, that most countries have legal restrictions to access certain types of employment.

- In France, a study group on discrimination calculated that foreigners cannot be selected (or there are restrictions) for about 7 million jobs (approx. 30% of all job openings). In the private sector, 50 jobs (615,000 job openings) are not open to foreigners and 30 jobs require a French diploma (625,000 jobs) (Agence pour le développement des relations interculturelles, 2003).

- In some countries (e.g., Italy), citizenship is a requisite for registration in the registers of the main regulated professions.

Law Discrimination

Moreover, we must take note that European countries still have forms of discrimination when it comes to recruiting immigrants for skilled jobs, notwithstanding the recognition problem of the value of qualifications. The existence of this discrimination is reported by key informants in Italy, Belgium, the Netherlands, France and the United Kingdom. Decisive evidence in this field is the existence of prejudice even towards first or second generation immigrants who have graduated in universities in the receiving country.
• According to members of the Forlì trade union (Italy), many young immigrants who have graduated in Italy do not find jobs even as office clerks, since having a strange surname is enough to hinder finding work (AECA, 2004).

• Similar situations are found in France, where youth with an immigrant background who graduated from French universities were also found more exposed to temporary employment than native youth (Borgogno et al. 2004).

Not always does the regulation on non-discrimination succeed in limiting these trends. Rather, in some cases, effects that are quite the reverse of the ones desired have been reported.

• In France, for example, many employers are now less willing to call young candidates of immigrant origin to job interviews because they are afraid of being accused of discrimination if the interview should take a negative turn (Borgogno et al. 2004).

< Intermediation Services

Misunderstanding and underestimation of skilled immigrants’ expertise often begins before selection interviews, at the level of intermediation services between the demand and the supply of jobs.

• There have been reports in France of employment services’ poor capacity to recognise differences between immigrants and to translate them into customised career projects (Enel F., Delasalle C., 2004).

• In the United Kingdom, key informants have reported that some skilled immigrants do not resort to Job Centres to avoid being forced to accept jobs below their qualifications.

• According to some studies conducted in the Netherlands, intermediaries tend to focus more on people who are easier to employ and they direct immigrants towards subsidized jobs and employment in the non-profit sector, rather than in the private sector. They also direct immigrants towards "ethnic" careers contributing to what is called the “ethnic mobility trap” (Tabibian, 2005; interviews with key informants, Belgium).
< Gender

Misunderstandings are double for skilled immigrant women.

• Some Dutch studies report that employers and intermediaries are surprised and incredulous when they are faced with the fact that many women coming from developing countries successfully completed technical and scientific studies in southern countries; besides, some of them have an inner projection of stereotypes that see women belonging to immigrant couples as submissive and poorly educated. (Botman, 1999, cit in Tabibian, 2005).

• The existence of a double discrimination, as regards both gender and being a foreigner, has been highlighted in an Italian study on skilled immigrants (Colonnello, 2000).

• Besides, we cannot fail to mention that the lack of childcare services in all European countries is a further obstacle towards immigrant women’s career advancement (Balk, Boerma, Kusche, 1998, cit. in Tabibian, 2005).

< Glass Ceiling

Along with recruitment discrimination there is also career discrimination, which leads to a “glass ceiling” for immigrants and ethnic minorities.

• Even in a country like the United Kingdom, which has a long-standing multicultural tradition, ethnic minorities are 6.4% of the population, but only 5.4% of employed persons, 3.2% of junior and middle managers and 1% of senior managers, according to a survey conducted by the Runnymede Trust on 100 firms (CRE, 2002).

< Diversity Management

In many countries, it has been noted that employers and workplaces lack preparation on how to integrate workers with immigrant origins.

• A Dutch study revealed that this lack of preparation is expressed by employers' preference for natives, the lack of reference models or tracks for professional growth, the poor preparation of colleagues to the arrival of an immigrant worker, poor attention for cultural differences in the
workplace and the lack of assistance/training for working immigrants. (Pen en Tissing, cit. in Tabibian, 2005).

• However, in most European countries, diversity management programmes in firms is inadequate (considering the study’s eight countries, their considerable use was reported only in the Netherlands and in the United Kingdom).

• On the positive side, one should note the measures for integrating skilled migrants promoted by employers in the UK, which yield positive results and are particularly liked by the beneficiaries (Jordan, Duevell, 2002).

• On the other hand, according to a key informant talking about Ireland, although it probably happens in other EU member countries as well, there are firms that tend to use external agencies for hiring workers of other countries, and then give these workers a different treatment (in particular, Indian technicians in the software industry).

< Immigrants’ “Inappropriate” Behavioural Patterns

Besides theories, which emphasise exogenous factors to explain skilled immigrants’ poor professional success, some theories also blame it on endogenous obstacles: in other words, the immigrants’ actual deficiencies, attitudes and behavioural patterns.

• A typical obstacle is the need for immediate income. For example, a survey conducted in Milan revealed that, despite having attained an Italian degree, some Eritrean professionals (physicians, teachers and engineers) are never able to practice their profession, either because they lack the means to start as freelancers or because they need an income to maintain themselves and their families soon after completing their studies (Stocchiero, 2004).

• At times, misunderstandings arising from cultural differences are also involved. Some studies highlighted that, in job interviews conducted in the Netherlands, immigrants sometimes adopt behavioural patterns and attitudes, which are common to their culture but which recruiting personnel fail to understand and thus consider inappropriate (e.g. excessive modesty or the tendency to make long introductions before coming to the point) (Pen, Tissing, 2000, cit. in Tabibian, 2005).
The following points preventing immigrants from building a career have been identified in France: difficulties in negotiating contracts and wages; paradoxical adjustment behaviour (e.g. excessive zeal in work, self-depreciation, playing the role of the “joker” to be accepted by the work group etc); a tendency to describe personal qualities in moral terms rather than in terms of professional expertise; and, lack of mastery of social codes (Enel, Delasalle, 2004).

One should, however, consider that, with a view to a two-way conception of integration, there is also the problem of a lack of intercultural skills on employers’ part (also see above: “diversity management”), which contributes to making interactions with immigrants difficult.

*Ethnic Networks*

Still as regards obstacles resulting from immigrants themselves, many countries highlight the possible negative role played by associationism and ethnic networks in perpetuating downgrading.

- A qualitative study conducted on a small group of Filipinos in Spain highlighted the national community’s trend to push even skilled immigrants towards domestic work (Pongiluppi, 2004).
- In Italy, certain studies have revealed the host country nationals’ poor incidence in facilitating certain immigrants’ access to skilled employment (d’Andrea, 2002).
- It has been found that skilled workers recruited abroad for work in the UK deliberately refrain from joining any ethnic community or network, but prefer to emphasise their professional identity by mixing with their middle class colleagues (Jordan, Duevell, 2002).

*Personal Qualities*

On the other hand, there are also some positive “endogenous” points, in the sense now mentioned, which facilitate integration - personal qualities developed by skilled immigrants, which seem to facilitate their job integration.
• In the Netherlands, refugees’ “personal skills” gained through the experience of exile are many: flexibility, initiative, extreme perseverance, patience, communication skills, a positive attitude, self-confidence and the ability to leave at least part of their culture behind, to make the most of opportunities and to set themselves goals (Kalsbeek, Bleichrodt, 2004, cit. in Tabibian, 2005).

• In Italy, flexibility and the skill to adjust are features which skilled immigrants consider important for good integration (d’Andrea, 1999).

3. Entrepreneurship

One of the reasons why many consider entrepreneurship an integration factor is that the creation of a firm is often one of the main outlets for highly skilled immigrants, especially failing skilled integration opportunities in employed work. On the other hand, many immigrants are characterised by a strong orientation towards entrepreneurship and risk-taking (d’Andrea, 2002).

• For example, the trend appears to be growing in Italy: the total number of company owners in mid-2004 highlighted an increase of about 27% compared to the previous year, which is very significant if we consider that the variation observed for all company owners in Italy during the same period was 0.5% (Caritas, 2004).

• Some, however, suggest using a certain degree of caution in considering this phenomenon (Colonnello, Mastropietro, 2003). In fact, immigrants, like other social groups with employability problems, are often encouraged to create companies, thus exposing to considerable risk people who neither have the resources nor the expertise to become entrepreneurs. Some forms of immigrant entrepreneurship currently present in European countries also conceal temporary self-employment or economic activities at a subsistence level.

• However, as observed by a key informant interviewed in the present study, when an entrepreneur exceeds certain important thresholds with his activities and, for example, starts recruiting natives in his business, this can be considered a sign of successful integration. It means that he has acquired skills in community and social relations as well as the ability to convey a sense of trust in his employees. This feature is
incompatible with a self-perception related to precarious temporary conditions.

• Besides, some also consider significant for skilled immigrants the presence of high profile firms, which have powerful knowledge contents or are able to commit high skills and social capital even in a transnational dimension (Colonnello, 2000).

4. Access to High Level Training

Both research and key informants reveal that skilled immigrants tend to give much importance to study and to being professionally updated. At times, those who have a first degree university education wish to continue their studies. Other immigrants are forced to repeat or integrate university training due to recognition problems or partial recognition of qualifications. The existence of high level training opportunities, both professional and academic, is thus decisive for skilled immigrants’ integration, even in view of an appropriate job and social integration. On the other hand, we still find many problems in this domain.

• In the Netherlands, besides the difficulty of recognising diplomas and examinations taken in their homeland, the problem of the high cost of higher education and the poor chance of receiving financial support, such as study grants, even due to the fact that many immigrants are too old for this type of assistance, has been reported.

• Another issue is language training. It was reported in the Netherlands that many refugees are forced to attend language courses which are over practical and which do not provide the language training required to access skilled employment. This occurs because there are no specialist courses or, when they do exist, they are too expensive. Besides, attending these courses is often not financed by services designed to assist certain immigrant categories (e.g. refugees) (Tabibian, 2005)

• The situation of vocational training is different. In many countries, e.g. Belgium, the United Kingdom, Italy, the Netherlands, Poland and Spain, the existence of vocational training programmes geared to skilled immigrants or which prepare immigrants for skilled employment, or for business creation, has been reported.
• Cultural mediation, information and communication are some of the sectors, which are most frequently proposed to skilled immigrants. In Italy, cultural mediation especially seems to be one of the most promising outlets for highly educated immigrants. However, some key informants stated that this profession is still at the early stages and that it has developed in public administration but not adequately in the private sector. Besides, the status of those who practice it still remains low, even wage-wise.

• Concerning training to start new businesses, there is the risk of creating a new "ethnic" mobility trap. Often, immigrants are encouraged to choose activity sectors strictly related to their presumed ethnic specializations (e.g. care of the elderly).

• On the whole, however, it seems that attending vocational training courses has positive effects for the job integration of skilled immigrants (d’Andrea, 2002). Hence, the failure to make the most of existing educational opportunities, which seems a common factor in most countries, is a problem.

• Lastly, it is worth mentioning a problem that is reported in studies on skilled immigrants’ integration, but hardly considered in training policies: the absence of living conditions that are appropriate for intellectual work. This difficulty especially concerns those immigrants and refugees who are forced to live in hospitality centres or in overcrowded lodgings (Van der Ree, Afework, 2002, cit. in Tabibian, 2005).

5. Cultural Consumption

The adoption of consumption standards resembling those of native populations, despite the traditional inclination to save that is typical of immigrants, is sometimes considered a sign of integration, which especially concerns the most educated immigrants of urban origin (Reyneri, 1997). The presence of cultural consumption or, more broadly, consumption that can be considered typical of the educated middle class is especially significant for skilled immigrants. Cultural consumption has a dual meaning: on the one hand, it denotes interest towards the host society’s culture, while, on the other, it shows that the state of need has been overcome.
Some consumptions proved to be quite high in certain surveys. For example, the survey on skilled immigrants conducted in Tuscany revealed that 92.7% of the respondents follow Italian television programmes and 60.7% radio programmes, more or less like the average Italian population; 94% declared they read during the day; 83% read Italian or foreign dailies (Italians: 63.9% men and 50.6% women); and 35% regularly read essays or other books (Italians: 33.3% men and 43.6% women) (Montefalcone, 2002).

In other countries, too (the Netherlands and the United Kingdom), the key informants contacted within the present study confirmed the immigrants’ tendency to want to be abreast of current national political news or local news by reading newspapers or by watching television news broadcasts.

In the Netherlands, UK, Italy and Spain, qualified informants have reported that skilled immigrants follow entertaining radio and TV shows and that they know the leading figures in show business, sports and TV films.

The ownership and use of electronic means of communication is another interesting indicator adopted by certain studies. The Tuscan study revealed that 42.7% of the target population regularly use a computer, 35.6% the Internet and 34% e-mail (Montefalcone, 2002).

Attendance of non-ethnic cultural, musical and sports events is a further indicator of the level of integration. In this regard, key informants’ opinions differed from country to country: while in the Netherlands the habit of attending these events seems to be quite widespread, this seems to occur more rarely in Belgium and in Italy, also due to the cost of entrance tickets.

6. The Practice of the Culture of Origin and the Transnational Dimension

Some studies have shown that a good integration in the host society and absorbing some of its cultural features is not incompatible with the choice of maintaining links with one’s native culture; rather, it was noticed in some cases that these links facilitate social and professional integration (Montefalcone, 2002). Thus, the practicing of some traits of one’s culture of origin can be considered an important factor.
During this study’s interviews, some key informants stated that the most educated immigrants are the ones who maintain the most positive relations with their cultural identity by trying, for example, to convey their culture and language to children, while those with the least resources and with an underprivileged family background choose to break away from their previous identity to be soon assimilated.

Rediscovering one’s identity is often a resource also for second generation youth. A survey conducted on youth of immigrant origins with a high school diploma revealed that those who suffer less from racism are those who combine solid integration and assertion of their ethnic identity, while those who have chosen the assimilation strategy instead suffer most. (Borgogno et al. 2004).

In Milan, at a certain point many second generation (or generation 1.5 – born abroad) Eritrean youth with a diploma or degree felt the importance and need to re-approach their roots and culture and to meet people of their age and from the same country to share difficulties and contradictions concerning their status, life tracks and integration. This re-approach was implemented, for example, by participating in Eritrean festivals and with summer trips to their native country. (Stocchiero, 2004).

Information gathered by experts in the course of this study tends to agree on the fact that skilled immigrants generally keep abreast of news and events in their own country. This is made easier by the presence of satellite television channels. Instead, the availability in immigrants places of residence of dailies, magazines and monographic works in their own language or from their native country or region cannot be taken for granted.

Another element of cultural identity, which can be hard to maintain today in European countries, is religion. The availability of places of worship of minority creeds in the host country is not the same in all countries and in all areas of residence. Besides, increased religious intolerance towards immigrants, as after September 11, and sporadic local episodes can compromise or make it risky to go to existing places of worship. Key informants reported a certain spreading of intolerance episodes (e.g. acts of vandalism towards mosques) in certain countries (e.g. France, Spain, Belgium, Poland and the Netherlands).

Experience of the transnational dimension through trips or professional, friendly and business relations is one of the most significant features of skilled migration. Often, those who study skilled immigrants tend to stress
how they produce added value for their host society and for their native country through their ability to connect different countries, places and cultures, which also facilitates their integration (Montefalcone, 2002).

• As all immigrants, the most skilled ones tend to maintain contacts with relatives and friends in their native country. According to some studies (e.g., the IOM survey in Italy), educated immigrants maintain these contacts to a greater extent also due to their greater skills in using electronic communication tools. An increased offer of international telecommunications has been reported in all countries in the study, except for Poland and Hungary. This, obviously, does not rule out the presence of temporary skilled workers who act like individual actors and do not show any intention of maintaining ties with their country of origin, as emerged in some studies (Jordan, Duevell, 2002, 2002).

• Even journeys to the native country have, at times, proved more frequent for skilled immigrants (Losi N. et al., 2002).

• What seems to most characterize skilled immigrants is, however, the maintenance of an extensive network of business, professional and cultural relations with people in their native country or even with fellow nationals who have emigrated to other countries. In the United Kingdom, a survey conducted on skilled immigrants who had work permits in the IT and finance sectors revealed that about three-fourths has savings and maintains links with their profession, one-third has a job to go back to and about 4 in 10 have property in their native country. (NOP Business, 2002). In Italy, 28.7% of those interviewed in the previously mentioned study on skilled immigrants in Tuscany stated that they were in contact with leaders and intellectuals in their country (Montefalcone, 2002)

• Networks created through university studies are also significant. In many countries (France, Italy, the UK and the Netherlands), key informants confirmed that many immigrants maintain contacts with fellow nationals with whom they had studied and who help them achieve job integration or find an opportunity for further training in their host country.

• Often, skilled immigrants come and go from their native country to the host country in various phases of their life. For example, Poland’s Vietnamese community, which is very active in the economic and cultural sectors, is guided by an elite of former students who returned to Vietnam after university studies in Poland and then later returned to Poland once again (Grzymata-Kazlowska-Okolski, 2003).
Also very important are activities for helping development in one’s own country of origin that skilled migrants can carry out while continuing to reside abroad – a kind of “analogical return” that takes place instead of their actual physical return to their homeland. This phenomenon has been stressed, in particular, by key informants in the UK, the Netherlands, Spain and Italy.

An environment which is favourable to the optimisation of immigrants’ transnational links is also the ease with which they engage in activities of development aid. In this regard, only in a few countries (e.g., among the eight studied, only in the United Kingdom) do development NGOs and research centres tend to focus on development to integrate a significant quota of immigrants among their personnel.

The requisite of citizenship to participate with the status of development worker in state-funded international aid activities was reported as an obstacle in Italy.

7. The Practice of Leadership and Social Responsibility

While it is to be hoped that all immigrants may participate in the host society’s political and social life, skilled immigrants also have the qualifications and ability to play a leading role in political parties, local government bodies, associations, NGOs, trade unions and so on. Access to leadership is thus one of the recurring criteria to assess the importance that immigrants (and, in a broader sense, people of immigrant origin) have in European countries, and thus their integration, particularly the political integration (Turco, 2005).

The first “natural” place where skilled immigrants practise leadership and social responsibilities is in immigrants’ associations. Such associations have found strong participation in skilled immigrants indeed.

Immigrants holding managerial posts in NGOs and voluntary work associations can now be found in more or less all countries. A survey conducted by the LSC in Tuscany revealed that almost 70% of skilled immigrants actively participate in immigrant associations. (Montefalcone, 2002).
• Another survey conducted in Italy showed that membership in associations, parties and trade unions is higher among skilled immigrants who enjoy a successful occupational integration: 50% of the upgraded declared they joined parties, associations and trade unions vs. 23.6% of the downgraded; women’s associations numbered 40.2% of the upgraded vs. 20.4% of the downgraded (d’Andrea, 2002).

• Immigrant associationism is also a consolidated reality in countries which have a longer immigration tradition, such as the United Kingdom, France, the Netherlands and Belgium (while it is less so in countries new to immigration, such as Italy and Spain). In France, we can even speak in terms of three generations of associationism, which have contributed to the birth of an immigrant bourgeoisie composed of political and media elite, cultural intermediaries, women, tradesmen, entrepreneurs, writers, artists and "new immigrants" from the native country’s middle class (Withol de Wenden, Leveau, 2001).

• But in other countries, too, skilled immigrants tend to form elites and to maintain contacts with leaders and intellectuals from their native country who live in the same state (Montefalcone, 2002).

• In some countries (e.g. Spain and Poland), according to key informants, there are organizations (generally non-governmental ones with state support) which promote the establishment of immigrant associations as an integration tool.

Beyond associationism, forms of participation of skilled immigrants in decision-making has begun to exist in more or less all countries, though to a different degree, depending on the frameworks.

• Consultative bodies representing immigrants (e.g. deputy town councillors) were established in many countries’ local administrations (e.g. Belgium, Italy, the Netherlands, Poland and Spain).

• In some countries (e.g., Italy, the Netherlands and Spain), these bodies were also established at a national level (e.g. national councils on immigration).

• Trade union organizations are another framework which often includes immigrant leaders.

• The presence of immigrant leaders in entrepreneurs' organizations or political parties and the presence of candidates belonging to ethnic minorities at elections is less widespread and only limited to countries with a long-standing experience in immigration. In these countries, too,
however, there is a difficulty for ethnic minorities to achieve really prominent positions (Duevell, 2005).

8. Public Respect

A point which is considered relevant in skilled immigrants’ integration process is the fact of being not only accepted by the host society but also respected due to one’s skills and potential.

- The level of respect towards immigrants, especially skilled immigrants, has at times been gauged by surveying public opinion. For example, according to a study conducted by the ISPO, 66.1% of Italians interviewed would accept an immigrant as their senior or boss, and 63.5% agree with the statement that an immigrant who has graduated in his native country (e.g. a physician, an engineer) must be allowed to practice his/her profession in Italy. Besides, among the criteria to establish who must be given priority when regular resident permits are issued, soon after "already having someone who is willing to offer a job in Italy" the respondents pointed out professional specialization (74.5%) and the level of education (67.5%), placing them before criteria such as having ancestors of Italian origin or knowledge of the language. (Istituto di Studi sull’Opinione Pubblica, 2000).

- In the Netherlands, a survey found the extent to which immigrants perceive being accepted in their host society. It was found that skilled migrants feel a little less accepted than the other immigrants (3.6 as against 3.7 on a scale from 1 to 5). The lowest level of perceived acceptance was found among Somali and Iranian immigrants.

- Public respect towards skilled immigrants can also be meant as having a social status, which can be compared to that of locals with the same qualifications. In this regard, some research has shown the negative effects of experiencing “status incongruence” on the psyche of refugee physicians and on their ability to profitably attend integration programmes (Gunnesteinsdottir, 2004). The loss of status incurred by refugees through exile is also a real hindrance for their integration (Kalsbeek, 1997, cit. in Tabibian, 2005). However, it has been stressed during interviews that in a society characterized by the relativization of statuses and roles, it is not so relevant to be considered as people with a
high social status, but rather seeing one's work and active contribution to the host society recognised.

- Besides, respect towards immigrants on the part of the host society is expressed in the interest towards the culture they bring. In this regard, an important variable can be interest towards immigrants’ languages, which is expressed, for example, in the creation of courses open to an extensive public to study these languages in detail (not only by experts or people with special professional requirements).

- The attitude of public opinion is, at least, partly influenced by the media. In this regard, it has often been observed that the image of immigrants proposed by newspapers, the radio and television overemphasises crime and illegal stay. Rarely do immigrants appear to hold skilled posts either in TV fiction or news programmes (ERCOMER, 2002).

- In a certain sense, it is a sign of respect towards immigrants to consider foreigners a potentially interesting market segment. In this regard, we can analyse the existence of marketing campaigns geared to immigrants and ethnic minorities (these campaigns exist in Italy, France and Spain). This is so even when the existence of these initiatives could also be considered an indicator of incomplete integration of the immigrant component, which makes it a separate consumer category.

- Even opening up of public roles to immigrants, which is still rather limited in many European countries, could be considered a sign of respect towards them on the part of the host society. The same can be said concerning the assignment to immigrants of the right to vote in administrative elections. This right, which has been encouraged by the European Union in the framework of the promotion of civic citizenship, has not been fully implemented in many countries (e.g., Italy).

- Lastly, it may be important to observe the persistence of public respect, which makes it possible for immigrants to move from one place to another without special problems of reintegration and without the prospect of having to start the complex effort of making oneself accepted all over again.

- Naturally, the first element of public respect towards skilled immigrants concerns accepting their presence. In this case, when immigrants suffer the consequences of policies designed to discourage their permanent stay, it is very hard for them to feel respected in the host country.
9. Opinion Concerning the Host Country

For people with a high degree of individuality, as skilled immigrants usually are, integration is also influenced by the opinion they have of the host country, its institutions, bureaucracy, citizens and so on.

• For example, key informants in Italy, interviewed for this study, reported that some immigrants who graduated in East European countries come expecting to find efficient public administrations compared to their own, but they soon change their opinion.

• This dissatisfaction concerns several countries. For example, the length of procedures for obtaining political asylum in the Netherlands leads to immigrants forming negative attitudes towards the host country’s institutions – besides the gradual loss of skills gained due to lack of practice (Tabiniian, 2005).

• In addition, some key informants have reported a disappointment towards participation bodies established a few years ago for immigrants and which have proved to lack any authority.

• Opinions on the country’s situation influence immigrants’ expectations of the labour market and social integration, their adoption of adaptation mechanisms, etc. For instance, it was found that the expectations of skilled immigrants who come to Italy concerning the possibility of finding a skilled job are initially rather low. This prevents many of them from even attempting to seek a job at a higher level. However, after some time some become impatient in doing low profile jobs. This is the case, for example, of many women graduates from East European countries who are employed as care-givers for the elderly and as home helps in Italy.

• Key informants interviewed for this study have also suggested that one of the possible indicators to be used could concern immigrants’ perception of having opportunities to improve their general and professional condition once established in the host country.

• Key informants also mentioned the importance of considering skilled immigrants’ feelings of satisfaction towards their condition in the host country, or even their “happiness”.
This satisfaction is translated, in some cases, in the inclination to remain in the country or even to request citizenship. For example, a survey conducted in the United Kingdom on skilled immigrants who entered the country with work permits showed how a significant percentage thinks of staying on in the country either by extending their work permit (30%) or by requesting to settle down (14%). Over half the latter are willing to apply for citizenship (NOP Businnes, 2002). Other studies, finally, have also considered opinions on the possibility of emigrating to a country which offers better opportunities (Duevell, Jordan, 2002).