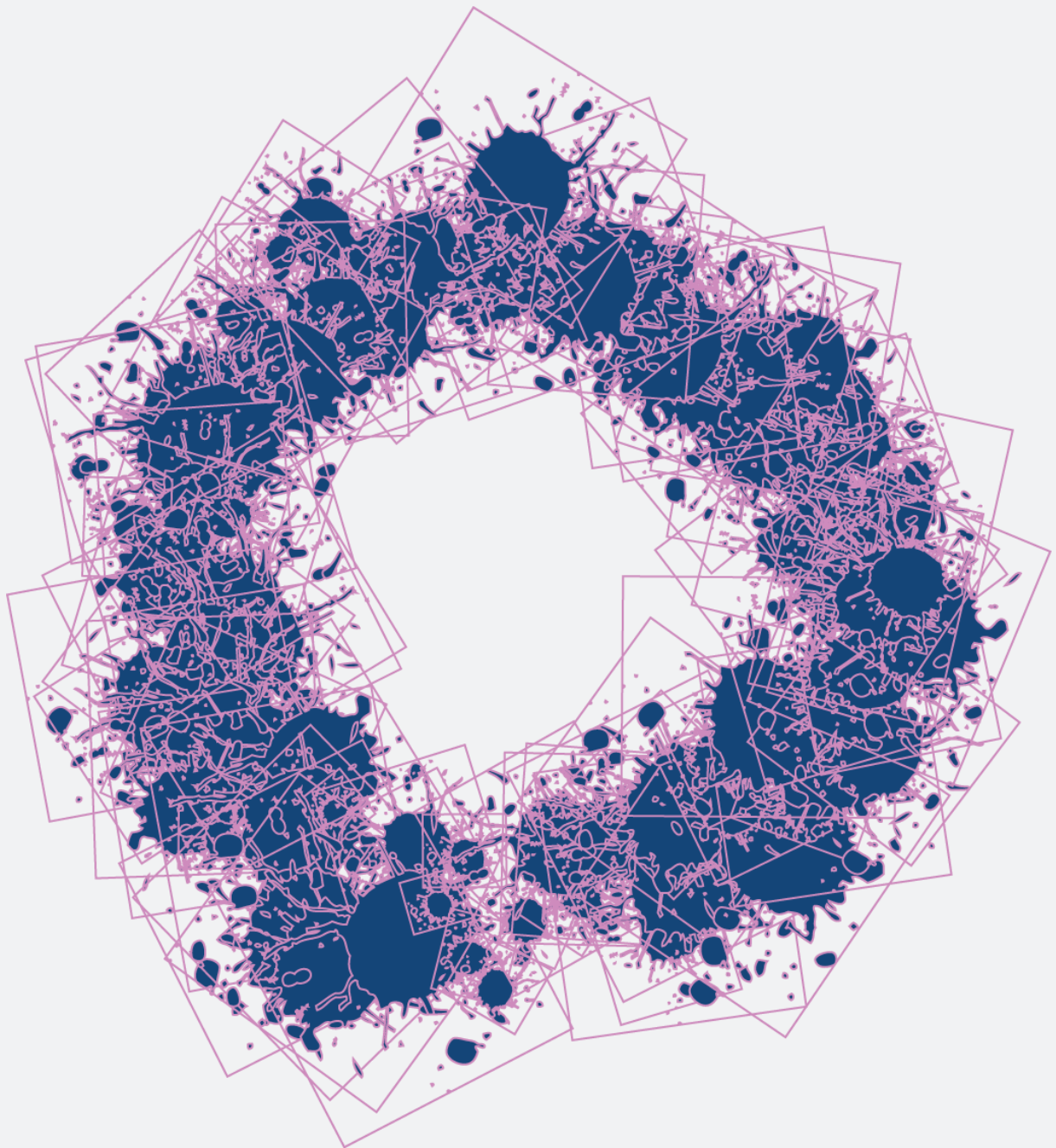


# Evaluating Impact: Lessons Learned from Robust Evaluations of Labour Market Integration Policies

Dr.Özge Bilgili



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## Evaluating Impact: Lessons Learned from Robust Evaluations of Labour Market Integration Policies

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This paper has been published in the framework of the project “*Integration Policies: Who benefits? The development and use of indicators in integration debates*”. The project promotes the use of EU indicators in order to enhance governmental and non-governmental actors' capacity to effectively act on societal integration in up to 28 states worldwide. It clarifies how different types of indicators can be developed and used, linking societal outcomes with policies and identifying potential and actual policy beneficiaries, including major vulnerable groups.

The main output of the project is the website of the “Migrant Integration Policy Index”: [www.mipex.eu](http://www.mipex.eu).

The project is directed by the Barcelona Centre for International Affairs and the Migration Policy Group.



## Executive Summary

**I**ntegration policies change continuously with great effects on people's lives. Impact evaluations are the assessment by which we observe how a policy affects integration outcomes, whether these effects are intended or unintended.

**European countries are lagging behind in conducting robust impact evaluations of integration policies that would determine whether policies are cost effective for boosting outcomes.**

- Robust impact evaluations beyond monitoring implementation are very rare in most European countries in any of the 8 integration policy areas monitored by MIPEX.
- Only in labour market mobility do high-quality impact evaluations exist, mostly in Germany and the Scandinavian countries.
- No or hardly any impact evaluations meet quality standards in Austria, Belgium, Ireland, Italy, Finland, France, Portugal, Spain, United Kingdom and Switzerland.
- Several challenges explain the lack of robust impact evaluations: Systematic policy evaluations are not part of the country's tradition; Immigrant integration management is a new topic with limited planning and budget allocations; Even if the necessary data for impact evaluations exist, they are not publicly available or the size of the sample of immigrants is too small for valid analysis; Traditional countries of immigration focus more on ethnic or racial minorities rather than immigrants (e.g. United States, Canada, and Australia).

**This exhaustive research on the effects of active labour market programmes illustrates which types of programmes work the best for immigrants and under what conditions.**

- The database used in this research consists of about 50 studies from 13

countries and can be categorised in three types of programmes with three distinct objectives: “use, develop and activate immigrants’ skills”.

- Subsidised private jobs indeed increase individuals’ employability, but not always. They are especially effective when implemented within the first six months of unemployment or in the first year of arrival. Hard-to-place job seekers benefit the most from these temporary jobs. Conversely, programmes that offer subsidised public employment are less successful. While they temporarily decrease the unemployment rate, they are usually not a secure stepping stone into regular employment.
- Job search assistance succeeds when it includes intensive coaching and individualised assistance for immigrants to find jobs. Strong coordination between central employment agencies and immigrants’ municipalities leads to a significant improvement in the success rate of finding employment.
- General introduction programmes and language trainings aim to provide immigrants with country-specific skills. These programmes usually include language courses, socio-cultural information/orientation and, to some extent, training for the labour market. The results are mixed as these programmes tend to have ‘lock-in effects’, meaning they delay transition to employment. Some components of these programmes, such as work-oriented or based activities, are more successful than general content or courses.
- Introduction programmes should be evaluated differently than other types of programmes which have more short term goals. Given the broader and long-term focus of introduction programmes on integration, impact evaluations need to focus more on the many potential intended and unintended positive effects of these

programmes in the long run. Greater likelihood to pursue further training and increased social networks can be considered as some of these consequences.

- Activating immigrants as employers are small sized programmes which are in general successful in the long-run: start-up subsidies not only employ the unemployed, but also potentially create additional jobs, reducing further unemployment rates.
- Vocational training seems to help immigrants the most on the labour market. These trainings are especially beneficial when combined with work placements/experience as they decrease the lock-in effects which postpone immigrants' chances to find the right job. Furthermore, during vocational training immigrants demonstrate their potential productivity to employers.
- Finally, the available evidence suggests that classroom vocational trainings, especially aptitude tests and skill provision, are more beneficial for immigrants (in particular women) than non-immigrants.

***The way forward for impact evaluations on labour market mobility policies requires changes at different levels.***

- There is no golden rule about which active labour market programme works the best for immigrants, but one conclusion is certain: impact evaluations are crucial to really know how and under what conditions these programmes work for immigrants with regards to their transition to employment.
- The results on active labour market programmes are diverse and a large variety of factors determine their effectiveness (e.g. immigrants' background characteristics, labour market conditions in the destination country, and implementation problems of these programmes).
- Most research focuses so far on the short-term effects of programmes. However, medium- and long-term

effects (e.g. 5-7 years) are equally relevant to determine the actual impact on labour market integration and return on investment for funders and immigrants themselves.

- Impact evaluations must distinguish between immigrants and non-immigrants, but also take into account specific groups in terms of age, gender, education, origin and reason for migration.

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# 1 Introduction

**T**he MIPEX 2015 begins with capturing the current integration policies and recent reforms. Its strength lies in its detailed and comparable character that builds upon the baseline data gathered in the previous MIPEX research. The new edition of MIPEX project does not only capture the current trends, but also monitor policy outcomes. That is to say, integration indicators are matched with specific integration policy areas and target groups to give a comprehensive overview of the current integration processes in the EU and non-EU countries. This is the first step to investigate the complex relationship between policy outcome indicators and the policy indicators. While this approach is extremely helpful for policy planning as it will make it possible to estimate the probable prospective or retrospective impact of policies and identify new priority areas and groups, this report tackles the issue from a different angle.

**In this report, we take the challenge of thoroughly investigating the impact of policies and programmes in the migrant integration field with a focus on labour market mobility.**

Namely, we identify and analyse evaluations of policy effectiveness. Across Europe, there are a small but growing number of impact evaluations making the link between policies and outcomes. These evaluations are of great significance because they determine whether a policy has caused the intended effect on the target results. Based on this evidence, changes can be applied to improve the policy and programmes of interest. This report consists of an extensive systematic literature review in 19 countries. We gathered impact evaluations that follow strict quality criteria and rely on econometric methods of causal inference in seven policy dimensions. This, first of all, allows us to map the state-of-the-art in policy impact evaluation on integration literature; and secondly, centralise the current findings from relevant impact evaluations. These evaluations complement the information on the MIPEX policy updates, outcome and contextual indicators.

*Integration policies change continuously with potentially great effects on people's lives. Impact evaluations then are the assessment by which we can observe how a policy affects outcomes, whether these effects are intended or unintended.*

A well-designed impact evaluation can isolate the policy effect from other external causes that may have affected the outcome and answer the question whether a policy has been successful with respect to its effectiveness. Yet, only few countries base integration policy changes on such hard facts. Some governments monitor statistics on integration trends, but fewer evaluate if policies had any impact on immigrants. While monitoring outcomes is solely a description of the factual, impact evaluations provide an estimate of the size of the impact a policy has on the outcome. These outcomes refer to measureable achievements which can be directly related to the objectives of the policy. A good quality evaluation can further observe the various impacts across different sub-sections of the population of interest (e.g. age, gender, SES). Hence, if the results of an impact evaluation are systematically fed into decision-making process and adequately communicated, policies can be developed in a much more suitable manner.

*Historically, not much focus is given on the evaluation of policy effectiveness. However, the potential benefits of evaluations are numerous for different stakeholders.*

For governments, the potential benefits of impact evaluations include improved ability to achieve goals, more efficient resource allocation, and ability to highlight the achievements and opportunities to strengthen performance which in return may encourage greater public trust. Through the use of impact evaluations, governmental agencies can also build a stronger basis to inform governments and advice on better resource allocation. Follow-ups of policies through evaluations help continuous improvement and consequently increased satisfaction by the policy target groups.

For public servants, impact evaluations are a tool through which they can recognise their success and failure. The lessons learned from impact evaluations may help them develop new skills and broaden their experience. When drafting new laws, designing improved practices and procedures, impact evaluations can provide substantial information to guide the policy makers in the right direction. Moreover, impact evaluations are an essential part of informative government reporting and should be part of a transparent and accountable government. Consequently, their implementation may create greater confidence in governmental activities in the eyes of the wider society.

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***Immigration and integration are central topics to European policy making, but despite the potential benefits of impact evaluations, evaluating the results of policies remains a challenging priority.***

Besides the extensive literature on migratory movements and immigrants' integration processes, a vast literature also exists on policies that concerns immigrants' experiences in different life domains. There is an ongoing theoretical and philosophical debate on the content of existing immigrant integration policies and the ways in which they evolve over time in relation to contextual factors. This, however, does not mean that integration policies and their effectiveness are evaluated in a systematic way.

Currently, it is difficult to say whether specific integration policies have generally succeeded or failed to meet their objectives. The reasons for this uncertainty are many. Most integration policies are relatively new, frequently changing, politically contested, small in scale, and not directly aimed at integration. Another structural reason for this uncertainty is that most evaluations of integration policies are often not reliable enough to measure the impact of the policy. While there is an inclination towards policy reforms that are based on their efficiency and effectiveness, no official definition of these terms exist. This is perhaps unsurprising given that econometric studies are relatively new in the area of social

policy. Studies where immigrants' integration related outcomes are systematically compared to their ex ante outcomes, or to those of similar groups of non-participants are still rare. Moreover, considerable difference exists with regards quality of studies.

***Despite the scarcity in this body of literature, it is important to recognize that if we manage to bring together all research conducted in the field in various immigration countries; we will be able to draw general conclusions that can help policy makers.***

The methodology of the MIPEx evaluation research consists of an extensive and systematic literature review on integration policy effectiveness research in different policy areas in the EU as well as some other major immigration countries such as the United States, Canada and Australia. It is important to bear in mind that while some countries have specific integration policies for several decades now, others are only in the making of new integration policies. Hence, it is expected that differences exist in terms of the availability of literature in each country not only because of their approach towards impact evaluations in general, but solely by the fact that integration issues have only recently become a significant issue.

This present report focuses on the labour market mobility dimension. In this policy dimension, Sebastian Butschek and Thomas Walter (2013) have attempted to do a meta-analysis with regards to impact evaluations on active labour market policies and programmes in Europe. Our work builds upon their work and expands it by including newer studies from more EU countries and non-EU countries. Moreover, we do not restrict our research to do a quantitative meta-analysis because this approach allows us to incorporate more studies in our research and go beyond the mere dichotomous question of whether labour market programmes are beneficial or disadvantageous for immigrants. Finally, when distinguishing between different types of labour market policies, we make use of the OECD Skills Strategy framework (OECD 2011, 2014). We elaborate on the questions of for



whom and under what conditions and contexts certain integration policies work better.

The objectives of this report are:

- to provide the current state of knowledge on impact evaluations
- to explore impact evaluations with a cross-national comparative manner
- to draw conclusions about the success and failure of projects
- to give suggestions for future research and policy changes

For this research, we worked with migration experts who are knowledgeable about the migration and integration literature in their country and who have access to other scholars and institutes working on integration issues. Their involvement in the project made it possible for us to make sure that we had access to all possible sources to find out about as many evaluation studies as possible in the following countries: Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, the United Kingdom, and the United States.

Within labour market mobility, integration outcomes that relate most directly to policy interventions include employment, wages and welfare dependency. The kind of policies that target these outcomes may be about vocational training, subsidised private or public sector employment, job search assistance and sanctions, general introduction programmes as well as language trainings (general, workplace, vocational) and programmes that activate immigrants as employers. Recognition of foreign qualifications, access to labour market and grants (financial or study) are also types of policies that may directly impact immigrants integration outcomes (OECD 2014), but for which robust impact evaluations do not exist.

This report consists of four main sections. We begin with explaining thoroughly the methodology used in this research to identify the main policies. Next, we focus on the labour market mobility policy dimension and give a detailed description of the impact evaluations

we have collected in a database. Once the studies are described, we follow up with the analysis and discuss which policies work under what conditions. Finally, we conclude by making propositions for future research and identify quality criteria for evaluation research to take the research field a step further.

## 2 Selecting Impact Evaluations & the Database

The research looked at effectiveness in terms of the impact of the policy on the outcomes of participants. The policy evaluation selection criteria refer to the characteristics and qualities of the policy/programme and studies.

The objective of the desk search was to identify research on integration policy effectiveness in the countries of interest (See Annex 1). We looked for national evaluations in the MIPEX policy of labour market mobility. These quantitative studies on integration policy evaluations had to be in line with criteria established by MPG and CIDOB that

specifically look at causal relationships between policies and integration outcomes. Once the eligible evaluations were identified, they were filled in the database in a systematic and standardised manner.

The database consists of an overview of existing impact evaluations within the limits of our definition. As basic information, we included the country code, authors, year of publication, publication type, target group specification, data period, main outcome and result (See Annex 2). When multiple outcomes and programmes are evaluated within one study, these are reflected in separate lines. The data include also information on the characteristics of the study, meaning we have information about the data sources, data type, sample size, sampling strategy and methodology used in the paper. About the policy intervention, we gathered information on the target group gender, age and other

Evaluations can look at a wide range of issues including rationality, efficiency, equity, flexibility, impact and effectiveness of programmes as well as institutional constraints and community acceptance of programmes. The choice of best impact evaluation method depends on the policy, population and capacity defined by time and budget. Below is a list of factors that need to be taken into account in order to conduct a good quality causal impact evaluation using quantitative research methods:

- Clearly defined research question, outcome variables and indicators need to be defined well in advance, if possible during the development of the programme and its implementation.
- When randomised experiments are possible, the treatment and control groups should be defined clearly and random assignment of individuals to the respective groups should be assured with clear efforts to control for possible initial differences.
- Use of appropriate statistical tests to demonstrate programme effects is essential. For 'ex post' evaluations which are not experimental, acceptable methods using longitudinal and cross-sectional data include regression discontinuity, propensity score matching, instrumental variable approach, or difference-in-differences.
- Time period of evaluation matters: For a more complete assessment of an impact evaluation, short, medium and long term effects need to be measured.
- Independence of studies: If the evaluations are conducted by public agencies, they need to be validated externally as well. Independent evaluations also need to be thoroughly reviewed.
- Sampling and data collection: Random sampling (i.e. avoid quotas and snowballing, use population registers); Representative sample in terms of age, gender, and key eligibility criteria for policy; Questions fill gaps in existing data, especially on subjective and immigrant-specific factors (e.g. language skills, residence status, country of highest qualification).
- Robustness checks: Checking the validity and robustness of the results by replicating the analysis with various specifications increase the credibility of impact evaluations.

*Box 1: Standards for a quality causal impact evaluation*

specific target group characteristics. The results include information about the direction and the significance of the results and the time frame if the results were estimated at different time points. Finally, we assess the quality of the evaluation by looking at robustness checks, evaluation independence, remarks on the sampling and the validity of the study and any other remarks on the study by external critiques. Based on this database, in this report, we provide a qualitative meta-analysis which discusses the factual description of policy impacts and the overall relations between policies and integration outcomes.

## 2.1 Overview of Researched Impact Evaluations

***In Europe, Denmark, Germany, Norway and Sweden are the only countries that regularly conduct impact evaluations linking integration policies and outcomes<sup>1</sup>.***

The range of causality-oriented evaluative schemes on immigrant integration policies has been very restricted. Most evaluation consists primarily of monitoring of economic integration outcomes of immigrants following their spell on a programme (Martin and Grubb 2001). The main reasons why stated by the country experts and other sources refer is the lack of a tradition with quantitative research on the impact of policies in general, let alone on migrant integration, which is a relatively new topic for research and for policymaking in most European countries. As such, few economists are working on migration, integration policies and outcomes (Gachter 2003). The social scientists and legal scholars, who in majority dominate the migration research field, do not always have the necessary skills to do impact evaluations. In this respect, while many publications analyse extensively the trends in policy change, they do not discuss their implementation and impact on the performance of immigrants. Furthermore, there is little appetite among policy-makers are little appetite to stimulate the use of impact evaluations of the programmes that they administer, at least in

terms of data-driven evaluations using internationally accepted techniques. The reason is that evaluations can be viewed as a threat. Instead, they commission soft evaluation analyses, which largely depend on qualitative criteria making it difficult to apply a methodological toolkit suitable to assess causality.

While traditional destination countries have a more long-standing tradition of evaluating programmes, especially active labour market programmes, these studies do not always reflect the situation of immigrants.

The large number of active labour market programme evaluations in traditional countries of immigration have their limitations for immigrant integration. While participation rates and outcomes have been examined for the main ethnic groups (e.g. Maori and Pacific people in the case of New Zealand; Hispanics in the US), not much is known about the migrant or foreign population. In most cases, results are calculated for the total population and only sometimes for sub-groups. While evaluations are often mandatory requirements for public programmes in traditional countries of immigration, the most common method used is simply monitoring participants for a brief period following their participation in a programme—or simply asking them their satisfaction. The quantitative evaluations often ask for subjective assessments by programme participants and do not include control groups. And when evaluations exist, results are usually “buried in government reports rather than being publicised and subject to peer review at scholarly journals” (Smith and Sweetmand 2001).

Methodological, theoretical and practical challenges make impact evaluations a difficult field, leading to few conclusive results on the success and effectiveness of integration policies and programmes for immigrants.

<sup>1</sup> In Austria, Belgium, Ireland, Italy, Finland, France, Portugal, Spain, United Kingdom and Switzerland, impact

evaluation on integration policies are very rare, if not non-existent.

## 2.2 Description of the Database's Evaluations of Labour Market Mobility

The overview of the research on impact evaluations illustrated that some countries have almost no impact evaluations, whereas a few countries have an established tradition of monitoring programmes and evaluating their success. In this section, we describe the database of all eligible studies from 13 countries and categorised under 6 types of programmes. While the database covers all 8 MIPEX policy areas, this description of the database focuses on the largest area of study: labour market mobility. The main outcome variables used in the studies are:

- employment uptake
- monthly earnings
- drop-out from welfare dependency conditional of employment

Almost half of the impact evaluations we were able to include in the database comes from Denmark, Finland, Norway and Sweden (See Figure 1). Another 40 per cent came from Germany, the Netherlands, Italy, the United Kingdom and Switzerland. The non-European countries (Australia, New Zealand, Canada and the United States) make up about 15 per cent of the studies.

Figure 4 shows the number of impact evaluations gathered for each type of labour market integration programme.

Figure 2 indicates that most eligible evaluations concern programmes targeting the whole population. Programmes targeting immigrants and refugees are less frequent. In Scandinavian and traditional immigration destinations, a larger proportion of studies concern targeted policies only for immigrants and/or refugees. Very few studies were developed for refugees only (See Annex 1). All evaluations target the working age population and analyse differences for women and men. In some cases, the studies focus primarily on unemployed individuals or those who are on social benefits in order to control for the differences in eligibility for benefits for immigrants and native-born. At times, specific immigrant groups (e.g. newcomers, non-Western immigrant population) are also studied.

The time-limit for studies in this database is 1995. More than half were published between 2006 and 2010 (Figure 3).

Both peer reviewed and non-peer reviewed studies were included to build a comprehensive database and deal with

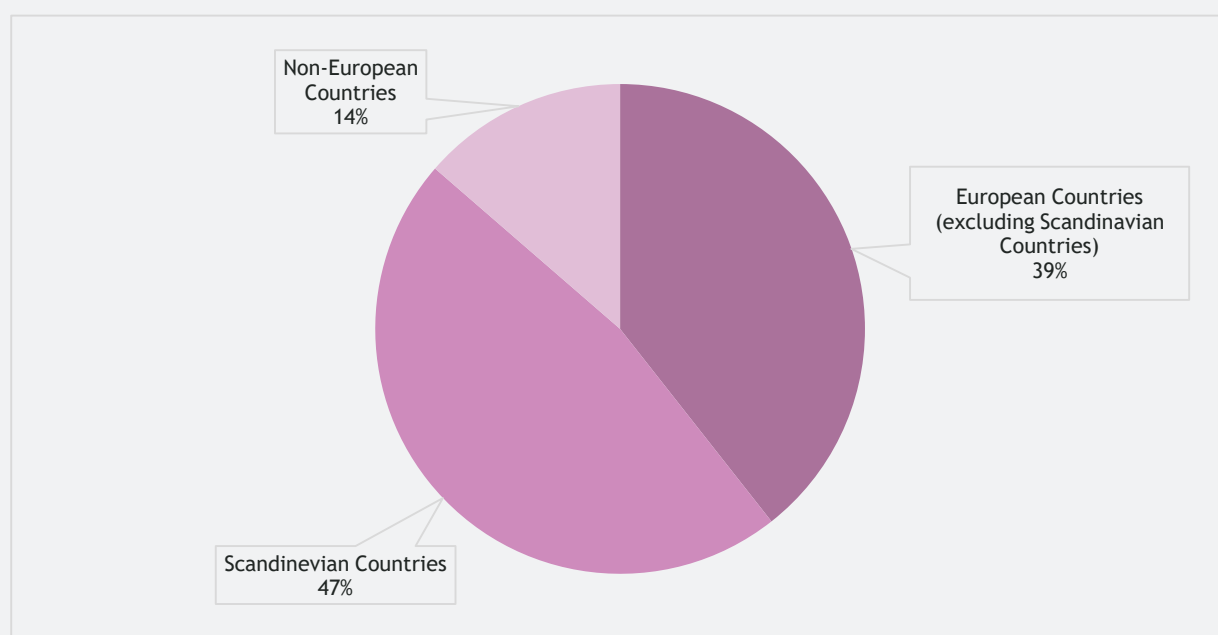


Figure 1: Impact evaluations by region

[Figure 4 note: See Annexes for more detailed information about the studies under each category. The other category includes mainly studies that look at the effects of multiple programmes and a few studies that study visa policies.]

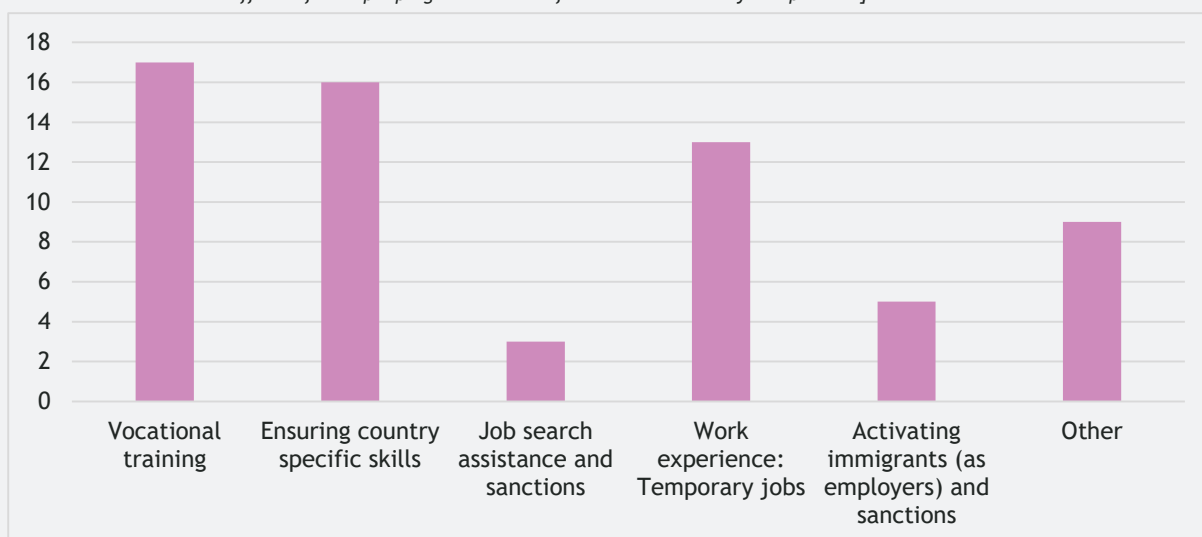


Figure 2: Number of impact evaluations by types of labour market policies and programmes

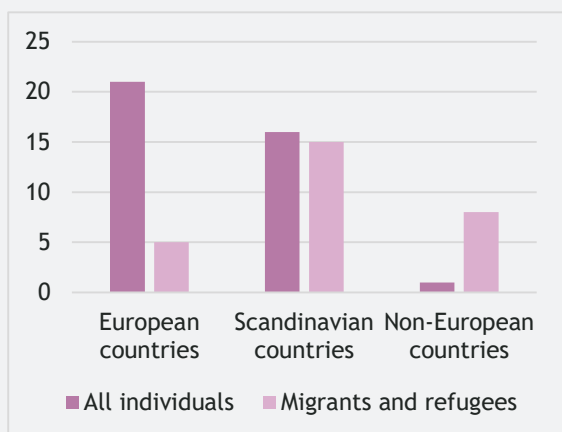


Figure 3: Target groups of labour market programmes by region

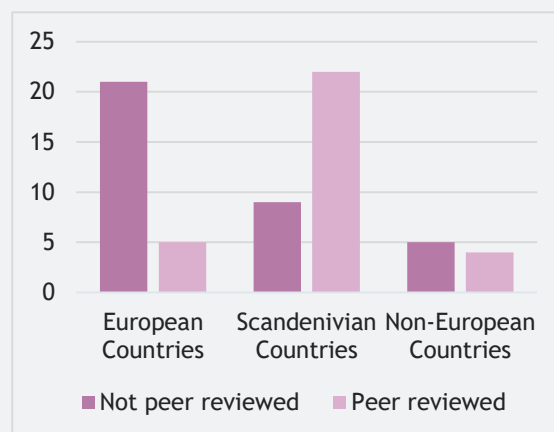


Figure 5: Share of peer reviewed impact evaluations

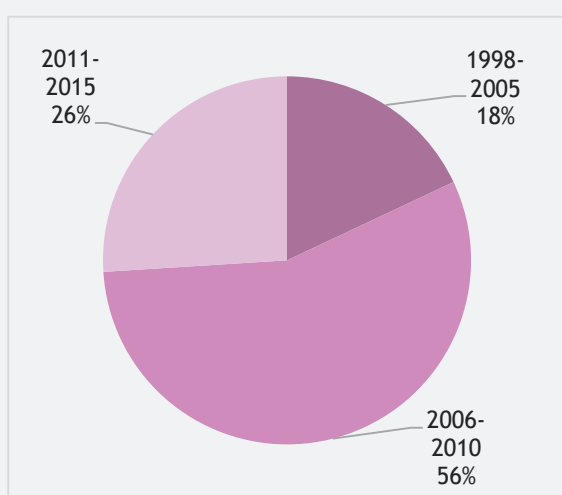
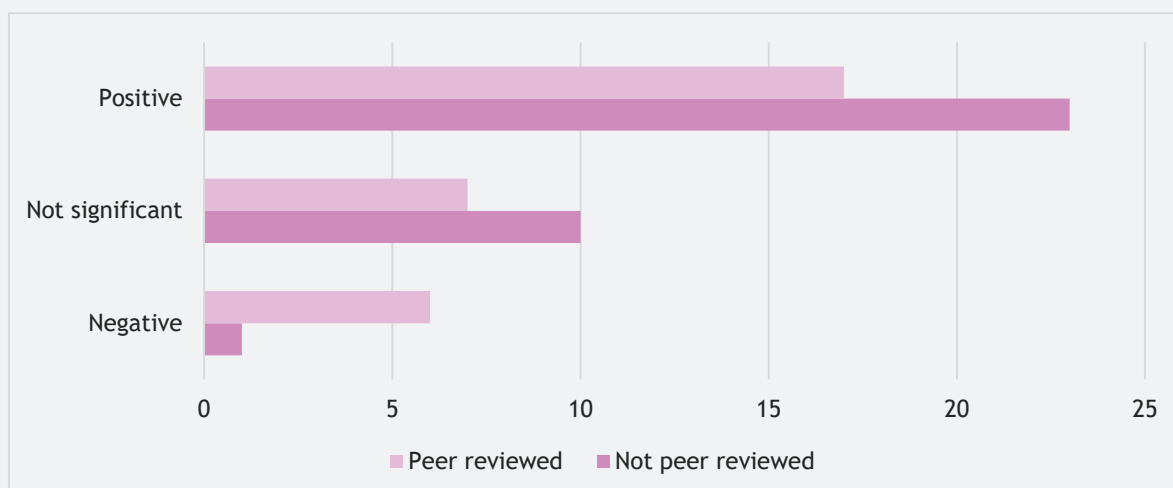


Figure 4: Publication year of labour market programme impact evaluations

As can be seen below, non-peer reviewed papers are less likely to show non-significant results and more likely to show negative results, compared to peer-reviewed papers (See Figure 6).

Concerning the methodology, longitudinal research is the most commonly used, followed by quasi-experimental research that allow for comparisons across similar groups.

potential issues of the underestimation and overestimation of results (See Annex 1).



*Figure 6: Main results distribution with respect to peer-review status of labour market programme impact evaluations*



### 3 Analysis of Impact Evaluations

The main objective of labour market programmes is to develop, activate and use immigrants' appropriate skills and integrate them effectively in the labour market while maintaining employment. These objectives refer to using, developing and activating immigrants' skills (see Liebig and Huddleston 2014).

Certain types of labour market integration policies emerge as consistently effective while others have mixed or potentially negative impacts, for example due to lock-in effects (See Figure 7). More than 15% of the evaluations on work experience and country-specific skills had potentially negative effects on immigrants' labour market integration. For this reason, our review will also consider any potential detrimental effects and focus on the

particular critical success factors that led to successful outcomes for specific groups.

#### 3.1 Using Skills

##### 3.1.1 Using skills: Work experience

Impact evaluations on subsidised public and private employment and job search assistance were identified in five countries (Denmark, Germany, Norway, Sweden and Switzerland). These programmes include the so-called "One-Euro-Jobs", time-limited salary supplement (Tidsbegrenset lønnstilskudd) for the private sector as well as temporary extra jobs

	Using skills	Developing skills	Activating skills
Total population	*Work experience: -Subsidised public employment -Subsidised private employment *Job search assistance	*Vocational training -Short term -Medium term -Long term	
Migrant-specific	*Recognition of qualifications	*Ensuring country specific skills: -General introduction programmes -Language training	*Activating immigrants (as employers) and sanctions

Table 1: Types of labour market programmes

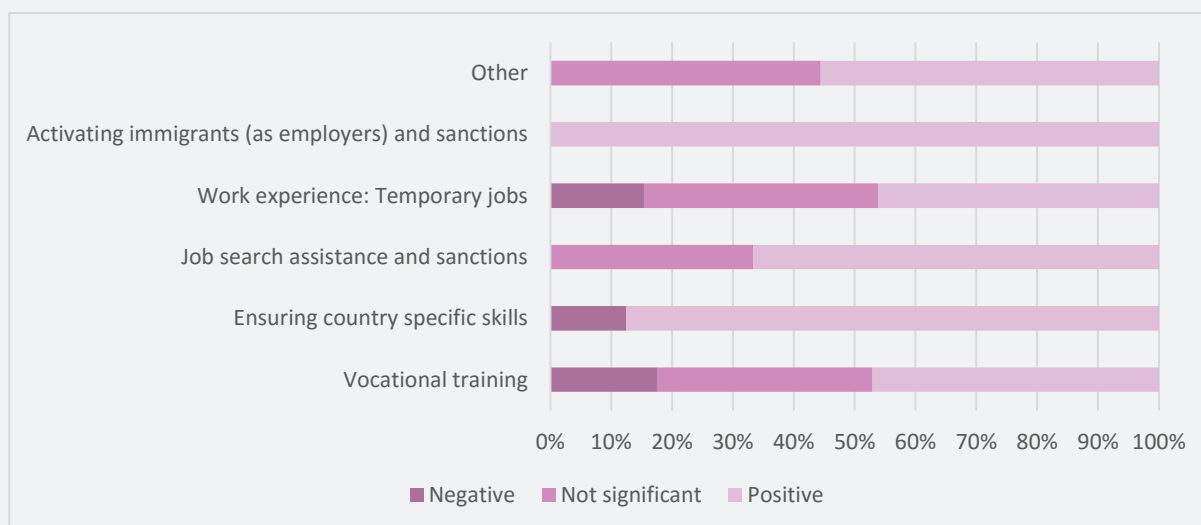


Figure 7: Share of main results by programmes

(Arbeitsgelegenheiten in der Mehraufwandsvariante) for the public sector.

***Subsidised jobs are a common way of alleviating immigrants' barriers to enter the labour market***

Subsidising work experience gives newcomers an opportunity to demonstrate their potential to employers and show the relevance of their skills and qualifications. This experience is a good tool to offset employers' uncertainty of employers about recruiting newcomers with little-to-no experience in the domestic labour market. When combined with on-the-job training, immigrants also improve their country-specific vocational skills. These jobs reduce the employers' costs for employing for a limited period of time in order to encourage them or others to hire them afterwards.

***Various studies illustrate that subsidised jobs increase individuals' employability, but not always***

Impact evaluations (e.g. Bernhard et al. 2008, Stephan 2010, Brüssig et al. 2011) have been conducted on programmes in the Scandinavian countries, Germany and Switzerland. In Switzerland, Gerfin and Lechner (2000) find that temporary wage subsidies are beneficial financially both for the unemployed and the placement offices. The results of studies from Norway and Denmark are significantly more positive. Hardoy and Zhang (2010) illustrate that Norwegian wage supplement programmes work especially well for non-Western immigrants. Jahn and Rosholm (2012) have shown that employment through temporary agencies in Denmark reduces information asymmetries and screen workers without committing employers to a permanent employment contract. This experience also improved immigrants' country-specific human capital and language skills. Nekby (2008) finds that although immigrants benefit more from these programmes than non-immigrants, immigrants are underrepresented among their beneficiaries. Subsidised employment is also found to be cost effective, as work-based incomes lowers public expenditure on social transfers and facilitates the permanent transition into employment.

Hard-to-place job seekers need more effort to be placed into a job. Bernhard and Wolff (2008) suggest that private placements have more positive impact than public placements especially for West-German men with migration background and East-German women with migration background.

***Box 2: Effectiveness of temporary placement of needy job-seekers to private placement services***

Others argue that it is difficult to claim that these employment schemes can be considered as a stepping stone for regular employment. The 2005 welfare reform in Germany included subsidised public employment and led initially to positive evaluations of these programmes' results. Hohnmeyer (2007) argues that these positive effects are greater for immigrants than for non-immigrants and last even after two years. Conversely, more recent studies find mixed results. More recent studies do not only look at employment uptake, unlike earlier studies, but also the income level. In other words, employment uptake is considered positive only when the new job offers an income high enough to opt out of welfare benefits. The German research (see below) suggests that subsidised work helps the unemployed find jobs, but not necessary at the income levels necessary to avoid needing some welfare support. Similarly, Hveem (2012) states that there is no significant effect for immigrants of temporary subsidised employment in Sweden. Overall, Thomsen and Walter (2010) are pessimistic about the effectiveness of the temporary job schemes in terms of exit from welfare: "The programme is a dead-end road rather than a merging lane to regular employment both for natives and for immigrants."

Nekby (2008) considers private sector incentive schemes to be especially effective when implemented within the first six months of unemployment or in the first year of arrival. Walter 2013 also finds that the effects are more positive in the early times of welfare spell, but definitely not beneficial at later stages (Walter 2013).

Despite the potential positive impacts of subsidised employment, three main arguments explain why temporary job schemes are not as

- Seasonal workers, persons with a temporary visa and asylum seekers are not eligible
- A wide range of activities from community services to public infrastructure
- The jobs last for six months at most
- The jobs are usually part-time and amount to about 30 hours per week
- Temporary Extra Jobs provide little remuneration, contrary to job creation schemes where participants were paid market wages or high lump sum payments
- Participants in the programme continue to receive welfare benefits and an hourly wage of between 1 and 2 euros by the organization providing the Temporary Extra Job

*Box 3: Temporary job opportunities in the public sector in Germany (Thomsen and Walter 2010, Walter 2013)*

effective as expected. First, the occupations in Temporary Extra Jobs are additional in nature and regular employers might require additional skills. Second, participation in Temporary Extra Jobs may be a form of stigmatisation for its participants rather than a signal of welfare recipients' willingness to work. If employers see Temporary Extra Jobs as targeted towards the hard-to-employ workers, then participation may be seen as an adverse selection of welfare recipients with low productivity (Walter 2013). Third, incentive schemes of the wage subsidy may crowd out hiring. Employers may choose to rely on subsidised labour instead of regular contracts. It is important to design these policies so that they immediately target those most in need on a temporary basis and do not substitute out existing workers.

***Subsidised public employment is worthy of greater attention, despite the lack of positive results***

Subsidised public sector jobs for immigrants and non-immigrants have been found not to be significantly influential for employment outcomes (e.g. Kluve 2010). However, the public sector can act as a role model for the private sector by employing qualified immigrant candidates in visible positions. Subsidised public employment not only gives work experience to immigrants, but also has a positive spill-over effect, which may enhance acceptance of immigrants and reduce discrimination.

### 3.1.2 Using skills: Job search assistance

Sweden provides impact evaluations on job search assistance. The public employment service (PES) is the primary actor connecting

jobseekers with employers and plays a key role in matching labour supply and demand by providing information, placing workers, and enhancing their employability through programmes. In many cases, job search assistance is linked with general introduction programmes.

***Promising results directly targeting the job search process (Constant and Rinne 2013)***

The Special Introduction programme (SIN) provided time-intensive counselling for a low caseload of 'job-ready' immigrants and refugees at risk of long-term unemployment (Aslund and Johansson 2011). The job searchers were assisted at all stages of labour market entry, from a skills/aspirations assessment and analysis of work opportunities to workplace introduction, follow-up and actual employment. While this programme produced successful outcomes, widening the group of beneficiaries may make job search assistance more challenging for caseworkers.

***Refugee newcomers benefit significantly from job search assistance (Joona and Nekby 2012)***

Another job-search assistance programme was evaluated for newcomer refugees, conditional upon completion of the general introduction programme and a high risk of future unemployment. The quasi-experimental study was relatively robust since municipalities agreed to random assignment into the programme for purposes of evaluation. While researchers found that participation in the programme was associated with higher chances of future employment, they also highlighted that the costs were relatively high. Counsellors' intensified efforts at understanding and counselling clients significantly increased their likelihood to find

work by around 6 percent. These positive effects were linked to counsellors' greater capacity to match immigrants' skills to employers' needs and to the stronger degree of cooperation between employment agencies and participating municipalities.

### 3.1.3 Using skills: Recognition of foreign qualifications

No evaluation studies were identified on procedures for the recognition of foreign qualifications. Other literature reviews have identified that the completion of a formal assessment and recognition procedure is associated with higher employment and better jobs (OECD 2014). Many immigrants undergoing a recognition procedure may require bridging courses to top up their skills and fill any gaps in their training to obtain full recognition. More research is needed on the impact of the recognition of foreign qualification and bridging courses to further substantiate their effectiveness.

## 3.2 Developing Skills

### 3.2.1 Developing skills: Vocational and non-vocational training

Integration policies are often premised on the assumption that training is the solution for labour market integration (Prey 2000). However, impact evaluations have demonstrated that not even work-related vocational training always matches the needs of job-seekers and employers, let alone general integration courses. Employers may require very specific qualifications that cannot be easily provided by publicly available programmes.

#### 3.2.1.1 Short-term and further learning

Short-term trainings range from a few days to two weeks. One German study found that only trainings combining job-search assistance, work tests and minor skills improvement have a significant positive effect on self-sufficient employment, with weaker effects for certain groups, including immigrants (Huber et al.

2009). Further training programmes seek to adjust participants' professional skills through the completion of an additional or first degree or work practice in a specific field or profession. The duration of such programmes is longer, ranging from a few months to up to three years. Evaluations of Germany's means-tested voucher system for the unemployed found that subsidised further vocational training had a considerable positive impact on both immigrants and non-immigrants. Further vocational training reduced the share of unemployment benefit recipients and increased the employment rate in the intermediate term by up to 13 percentage points. Positive effects on employment and placement chances have also been identified through the use of aptitude tests, which certify a job-seeker's skills and improve caseworkers/employers' understanding of their skills (Walter 2013). Bernhard and Kruppe 2012 also found that disadvantaged groups, such as immigrants, benefit from further vocational training in similar ways as non-immigrants. The main problem is that low-educated and disadvantaged groups are generally under-represented in further training programmes. Consequently, the authors recommend to firstly promote equal opportunities to participate in these programmes and then offer additional targeted counselling to disadvantaged groups.

#### 3.2.1.2 In-class vs. in-company trainings

In-company trainings may appear to have more significant positive effects than classroom training. However, these effects may have less to do with the effectiveness of this type of teaching than with the selection bias between the two options. In-company training participants are positively selected by employers and thus more likely to secure employment afterwards (Wolff 2007). Moreover, in-class trainings, especially aptitude tests and skills development, are particularly beneficial for immigrants (in particular women) than for non-immigrants (Bernhard 2012). The positive effect of these programmes illustrate that immigrants' potential is often undervalued by employers without the skills and certification provided by in-country trainings.

### 3.2.2 Developing skills: Ensuring country specific skills - Language training

Research on language proficiency has demonstrated the effects of language proficiency on migration and integration, but rarely the effects of language and introduction programmes on language proficiency (for most comprehensive overview, see Chiswick and Miller 2014). These programmes are major investments whose short-term effects may not be as strong as their long-term effects, especially when language courses are combined with further vocational training (Perry 2000, Rønsen and Skardhamar 2009).

***While intensive language programmes may not boost employment outcomes in the short-term, language proficiency can have long-term positive effects (Clause et al. 2009, Lechner et al. 2004).***

Evaluation of language training in Finland (Sarvimäki and Hamalainen 2012) finds that immigrants without language training have a longer path to employment, while language training participants increased their annual earnings and reduced their dependence on social benefits over the long-term by half. The Swedish Sesame pilot combining work-oriented, workplace-based and mentor-based language training also lead to speedier transitions from unemployment to employment and further education (Delander et al. 2005 on the Sesame project). Language training may improve employment rates, but not necessary long-term wages (Hayfron 2001), Language proficiency may be more important for removing obstacles to getting a job than for improving wages.

Language and integration programmes do not always boost employment outcomes due to their non-employment-related content and due to ‘lock-in’ effects (i.e. lower job search intensity immediately during and after the programme). For example, Hanemann’s 2011 evaluation of German language training found that, contrary to expectations, participation in these trainings lowered immigrants’ employment and earning potential, especially for women and immigrants in areas with lower

employment rates (in this case, Eastern Germany).

An impact evaluation conducted by the Department of Labour (2010) in New Zealand highlights that language trainings do not necessarily have a positive effect, and the duration of the programme is also important. The programme targeted adult immigrants without sufficient language, literacy and numeracy skills and aimed to increase their chances of sustainable employment through workplace and employer-based training. This evaluation highlights also the discrepancy between immigrants’ self-assessment about the effectiveness of policies and the actual impact measured by test results. The authors suggest that immigrants tend to overestimate the positive effects of the programme while the expected improvement is not necessarily reflected in test results.

*Box 4: Language trainings in New Zealand*

***Overall, impact assessments should not be limited to employment and earnings only. Evaluations should try to capture all of the potential long-run effects, even beyond labour market integration.***

For this assessment, Caliendo and Hujer (2006) suggest a three-step approach: “First, the impacts of the programme on the individual level should be estimated. Second, it should be examined if the impacts are large enough to yield net social gains. Third, it should be answered if this is the best outcome that could have been achieved for the money spent.”

### 3.2.3 Developing skills: Ensuring country specific skills - General introduction programmes

General introduction programmes include several components that are not always useful for labour market integration

Introduction programmes combining language, civic, vocational training and job search assistance can substantially increase immigrants’ employment and earnings and decrease their dependency on social benefits,



as demonstrated by quasi-experimental studies in Finland (Hamalainen and Sarvimaki 2008 and Sarvimaki and Hamalainen 2012). It is difficult to isolate which of these components is effective or not for labour market integration. Svantessan and Aranki (2006)'s comparison of different introduction activities on immigrants' short-term employment outcomes found that the only effective components were measures providing actual work experience, especially visits to work places. Similarly, a Swiss study (Gerfin and Lechner 2000) found high employment probabilities for immigrant participants in language courses but not for those in basic general training or computer courses.

1. It is necessary to look at the different components of a programme in order to understand what the most beneficial types of activities are for immigrants.
2. The objectives of the programmes should be clearly defined. Accordingly, the objectives and various components of the programmes should support and complement each other instead of competing with each other.

*Box 5: Two main messages of the studies on General Introduction Programmes*

### 3.3 Activating Skills

#### 3.3.1 Activating immigrants as employers: Start-up subsidies

***The added value of start-up subsidies is that employment is created not only for the entrepreneur, but also for their potential employees.***

Immigrants are known for their higher levels of entrepreneurship and self-employment, though potentially as a survival strategy in the face of discrimination on the labour market. Whatever the reason, immigrants should be a prime target group for entrepreneurship policies (Caliendo and Kunn 2010). These policies give potential entrepreneurs the opportunities to improve those specific hard and soft skills, their networks and their access to start-up capital. New business start-up

schemes can have a significant positive effect on immigrants' transition to unsubsidised self-employment (Caliendo and Kunn 2010).

Caliendo and Kunn (2010) highlight the long term effects of start-up subsidies for disadvantaged groups in Germany. The first programme under investigation (BA, "Überbrückungsgeld") provided relatively high financial support for six months; whereas the second programme (SUS, Existenzgrundungszuschuss) made lower monthly lump-sum payments for up to three years. Both programmes successfully helped 80% participants to secure employment and move off of means-tested benefits five years after their company's start-up. Participants from immigrant and disadvantaged groups were also more satisfied with their current jobs than with their previous jobs. However, the two programmes seemed to be more positive for non-immigrants than for immigrants, especially the first programme (high support for shorter period). Wolff and Nivorozhkin (2008) use a control group and more refined household level characteristics and find additional positive employment and income effects of German start-up self-employment subsidies for all groups, including immigrants, both high- and low-skilled.

***While start-up subsidies are likely effective, they may not make a major difference on macro-level employment rates for immigrants: Few people have the skills and potential to work as entrepreneurs so subsidies reach a small number of beneficiaries every year.***

#### 3.3.2 Activating immigrants: Conditional support with sanctions

Active labour market programmes often come with conditions. For example, Germany's 2005 reform obliged welfare recipients to participate in welfare-to-work programmes based on an integration contract defining the responsibilities of the participant and of the employment agency (Huber et al. 2009). According to this contract, non-compliance or the rejection of jobs that could be considered as acceptable for the participant could be



sanctioned by temporary benefit cuts. The usefulness of these conditions is hard to measure, as agencies may have substantial discretion when deciding to use sanctions (Walter 2013). Walter nevertheless argues that the consistent use of conditional support is effective to activate immigrants and non-immigrants' participation in work-related programmes, which can increase their employment rate.

***A decrease in benefits does not always translate to employment. It is for the more educated who actually has more potential to be recruited that a decrease in their reservation wage leads to more intense job search and employment eventually.***

Danish studies note that strict conditions or sanctions may have limited effects on the most hard-to-reach groups. Huhyn et al (2007) found that Denmark's radical reduction in financial benefits for refugees slightly increased employment rates by 3-to-8 percent after 16 months' residence. The authors note that this rise should be interrupted with caution given how extremely low refugees' initial employment rates are. Rosholm and Veilin (2010) claim that lowering social benefits had little effect on the main target group for these sanctions: newcomers, low-educated refugees, and women, especially mothers with children. For example, women and mothers remained the most likely to leave the labour force, despite the apparent economic incentive to find employment.

## 4 Conclusions

**L**abour market integration of immigrants is one of the major policy areas in most immigration countries. Successful integration of immigrants in the labour market is an essential component of their individual level structural integration in their new countries of settlement. It is now widely accepted that having a job and earnings that reflect one's skills positively contributes individuals' well-being and can also positively influence their social integration. Moreover, on the country level, immigrants' labour market participation influence the aggregate labour supply, economic growth and long-run fiscal sustainability issues. Immigrants who are not familiar with the destination country labour market, working conditions and culture and whose academic and professional skills and experiences may not be directly recognised may face severe challenges to find the right kind of jobs for themselves. Considering these challenges on the one hand, and the significance of labour market integration both on an individual and country level on the other, it is not hard to see that it is necessary and valuable to develop targeted policies that improve immigrants labour market integration.

The overall literature review has illustrated that only very few European countries conduct proper impact evaluations. And even countries like the United States and Canada where there is a long-standing tradition of evaluating labour market programmes, disadvantaged sub-groups like immigrants do not always get the attention they need. In most countries, the most common method of "evaluation" still consists of simply monitoring the labour market status and earnings of participants for a brief period following their spell on a programme.

### 4.1 What we Need...

A very clear conclusion of this report is that there needs to be more impact evaluations in all MIPEX countries. Even though the programmes in each country may not be directly comparable, and there may be

significant differences among them also with respect to their implementation and selection procedures, it is nevertheless of extreme importance to understand the effects of policies and programmes in an international manner.

As much as the short term effects, medium and long term effects are also important to investigate. Long term effects can be more relevant for some programmes than others and need more elaborate panel data. It is only through the inclusion of time analysis that the actual impact and return to investment of projects can be understood in a more comprehensive way. To date there are only very few studies that look at long-term effects over a period of five to seven years (Bernhard and Kruppe 2012).

It seems that very rarely sub-groups are analysed in evaluation research, and the analysis of the literature we have made shows clearly that it is of great significance to make more thorough analysis for separate groups. To begin with, focusing on immigrants besides the native population is important, but further distinctions can be made with regards to origins of immigrants and other background characteristics such as age, gender and education.

Many evaluation researchers highlight the significance of good quality data collection. For example, in the case of Germany, after the reforms, it was a progressive attempt to evaluate immediately the programmes (Huber et al. 2009). However, some researchers state that during the initial phase of the reforms there were more implementation and data collection problems which may have affected the analyses. Consequently, to avoid potential distortions in results due to such practical problems, it is equally important to continue evaluating programmes once they mature and work well, beyond the pilot phase.

Evaluation researchers highlight that the success of programmes are not directly comparable because each programme targets a specific group and they are not necessarily the same. Both the composition and size of participants differ from intervention to

intervention and if we really want to conclude which programme works the best, research needs to take into account these kinds of heterogeneity into account. Moreover, there are differences in the type and organisation of training programmes as well as their implementation period. These issues add to the heterogeneity problem which substantially affect the comparability of impact evaluations (Bernhard and Kruppe 2012).

## 4.2 Further Challenges Ahead...

It is important to note that immigrants may not always know programmes available to them and may instead be directed towards classroom-based vocational and language training, which can be difficult to combine with work. Plus, employers may not have much contact with immigrant workers or not realise that they are eligible for the schemes concerned. At times, it might also hold that some employers are simply not positive about hiring immigrants (Clause et al. 2009). Finally, there may be legal barriers preventing some categories of newcomers from accessing public employment services. All these issues demand specific measures and need to be tackled to boost the efficiency of policies and programmes.

A major drawback of most impact evaluations is that they cannot assess the effectiveness of programmes at the macro level. It is a very difficult task to measure whether programmes indeed reduce the number of those who are actively looking for a job and raise the employment rate in the economy. To answer this question dynamic panel data models are needed in order to find out whether there is a deadweight loss or in fact the programmes contribute substantially to the overall economy.

One of the remaining issues that has received less attention but can of great interest is the ex-ante effects of participation in active labour market programmes. The logic behind this issue is that unemployed individuals may alter their behaviour with the anticipation that they will participate in a programme. For example, expecting higher returns to participating in a programme, they may postpone their job search. In fact, one study

on this topic illustrate that while natives decrease their job search, individuals with immigrant origin tend to enhance their job search in order to prevent participation, as suggested by the authors, perhaps due to dislike of governmental intervention, and lower disutility of staying unemployed and participating in a programme (Bergemann et al. 2011). Considering that immigrants who do not see benefit in participating in programmes may accept jobs that are lower than skills, we cannot directly assume that this behaviour is positive. Future research should also look into these factors and examine in what ways ex-ante effects differ for immigrants. The examination of such topics may help policy makers to find ways to engage immigrants in better ways in these programmes that may be beneficial for them in the long run.

Finally, the present report has been limited to labour market mobility policies due to lack of robust quantitative studies in other integration policy dimensions (See Annex 4). Much more research is needed in all countries on other integration policy dimensions such as naturalisation, long-term residence and family reunification. Besides these policies that are specific for immigrants, education, health, political participation and anti-discrimination policy evaluations also need to focus on immigrants as a sub-group as it has been the case for labour market policies. It is also worth mentioning that there are also a large variety of other policies that directly affect the experiences of immigrants in the destination countries. The habitual residence conditions, access to social welfare benefits and requirements for access to financial institutions can be mentioned among some of these policies that need more attention in the future.

## 4.3 In Short

Despite this more pessimistic view on the current state-of-the-art of impact evaluations in the integration policy field in general, the qualitative overview provided by this report on labour market mobility policies and the database linked below (See Annex 2) are an indication of a research field that is growing. Our exercise to compile a large set of research conducted in a big number of immigration

countries gave us the opportunity to identify the strengths and the gaps of the literature and these conclusions can be used as a guideline for each country. Moreover, this exercise illustrated that, besides the policies that are targeted towards immigrants only like the language courses, overall, active labour market programmes work more or less in the same way for immigrants and natives. With the exception of a few cases where immigrants benefit even more from additional trainings and coaching, we can conclude that the programmes that are most beneficial for natives are also the best ones for immigrants (e.g. vocational training combined with job experience). Mirroring what works best for immigrants and natives can help deciding where it is worth integrating programmes for both groups or developing them separately for the most cost-effective results.

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## Annexes

### Annex I: Selection criteria for impact evaluations on integration policies

**Integration policies:** Policies of interest should target the integration of immigrants in different domains of life. A wide range of policy interventions and programmes are acceptable as discussed in the previous section (See also Appendix B). One of the distinguishing features of these policies is that they should be at the national level. That being said, the programme can be targeted towards the whole population or immigrants only. Moreover, both long and short term interventions are acceptable.

**Research respondents:** The research is inclusive with respect to the target population of the policies and studies. There is no specific restriction with regards to type of migrant (labour, student, family formation/reunification etc.), legal status (irregular or regular), citizenship status, years of stay, origin country, gender, age, SES, or education. While some studies will have comparisons within migrant populations, other studies will have the native population as a comparison group. Policy intervention may define immigrants in different ways: by country of origin, foreign citizenship, foreign born individuals, or individuals whose parents or grandparents were foreign born.

**Key outcome variables:** Outcome variables refer to indicators that allow us to measure immigrants' integration processes in the labour market. The evaluation can look at short, medium and long term effects of the policy intervention. The studies should give enough information to identify their source, data, methods and procedures. Below a list of examples concerning each dimension can be found. All studies should have the following information except for the ones which are noted as optional.

**Research methods:** Policy intervention must be evaluated by micro-econometric methods. Most importantly, the research methodology should aim to study causality between the specific integration policy/programme and integration outcomes, rather than simple association. It is important that as a result of the analysis, the evaluation should identify statistically significant and non-significant relationships as well as the direction of the relationship (positive and negative). In this regard simple descriptive comparisons of administrative data before and after the intervention, or collecting new data about awareness or stated behaviour before and after the intervention cannot always claim causality but give an overall idea about the success of the policy. The evaluation can look at separate estimations with respect to country of origin, migrant status, age and gender etc.

**Other criteria:** We did not limit the research to evaluations published in English only. Studies that are written in the language of the country of interest and English are acceptable for this research. We are interested in studies that are conducted since 1995. While the publication date should not preferably be before 1995, the data used in the study can be from earlier years. We include a wide range of publication types: Journal articles, books, dissertations, technical reports, unpublished manuscripts, conference presentations, government reports. It is known that the effects reported in published studies are generally larger than those reported in unpublished ones. If we do not include unpublished good-quality papers, we might run into the problem of having an upward bias in our analysis.<sup>2</sup>

**Use of sources:** We used multiple sources for finding references. We reviewed articles, references in studies, relevant journals, conference programmes and proceedings. Besides the international search engines, we also did an online search of governmental websites to look for their publications and

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<sup>2</sup> One of the ways in which such reviews can be unbalanced is the misspecification of studies and the exclusion of studies that may at first sight be categorised as low quality (Stanley 2001). For example, exclusion of working papers and not-peer reviewed articles may lead to distortion of overall results. Previous research has shown that papers are more likely to be accepted for publication when there are clear significant results, whereas studies that show no effect of a programme are not found to be of interest. This however does not mean that such working papers are of low quality. On the contrary, they may be providing a view on programmes that we tend to dismiss. For this reason, in our literature review we give equal weight to peer-reviewed and not-peer reviewed papers equal weight conditional of their methodological quality.

contacted authors and experts in the area of interest as well as government agencies (See Annex 2 for more detailed information).

## Annex II: List of impact evaluations

Country Code	Authors	Year of publication	Publication type	Policy intervention type	Target group specification	Data period	Outcome	Main result
Australia	Brown	1998	2 Peer reviewed	Other: Visa policies	2 Migrant specific	1994	1 employment	2 Not significant
Australia	Parasnis, Fausten & Cheo	2008	2 Peer reviewed	Other: Host country qualification	2 Migrant specific	1996	1 employment	2 Not significant
Australia	Junankar & Mahuteau	2004	2 Peer reviewed	Other: Visa policies	2 Migrant specific	1993-2000	1 employment	3 Positive
Canada	Citizenship and Immigration Canada	2011	1 Not peer reviewed	4 Ensuring country specific skills <sup>3</sup>	2 Migrant specific		Other	3 Positive
Denmark	Jahn & Rosholm	2012	2 Peer reviewed	2 Work experience <sup>1</sup>	1 Not migrant specific	1997-2006	1 employment	3 Positive
Denmark	Blume & Verner	2006	2 Peer reviewed	4 Ensuring country specific skills <sup>3</sup>	2 Migrant specific <sup>2</sup>	1984-1999	3 welfare dependency	3 Positive
Denmark	Heinesen, Husted & Rosholm	2011	1 Not peer reviewed	2 Work experience <sup>1</sup>	1 Not migrant specific	1984-2004	1 employment	3 Positive
Denmark	Clausen, Heinesen & Hummelgaard	2009	2 Peer reviewed	Other: Combination of programmes	2 Migrant specific	2000-2002	1 employment	3 Positive
Denmark	Rosholm & Vejlin	2010	2 Peer reviewed	3 Job search assistance and sanctions	3 Refugees only	1984-2004	1 employment	3 Positive
Denmark	Andersen & Hansen	2009	1 Not peer reviewed	5 Activating immigrants (as employers) and sanctions	3 Refugees only	2002-2006	1 employment	3 Positive
Denmark	Huynh, Schultz-Nielsen & Tranaes	2007	1 Not peer reviewed	5 Activating immigrants (as	3 Refugees only	2003-2004	1 employment	3 Positive



Country Code	Authors	Year of publication	Publication type	Policy intervention type	Target group specification	Data period	Outcome	Main result
				employers) and sanctions				
<b>Finland</b>	Hämäläinen & Sarvimäki	2008	2 Peer reviewed	4 Ensuring country specific skills	2 Migrant specific	1989, 1990-2004	1 employment	3 Positive
<b>Finland</b>	Sarvimäki & Hämäläinen	2012	1 Not peer reviewed	4 Ensuring country specific skills <sup>4</sup>	2 Migrant specific	1990-2003	1 employment	3 Positive
<b>Germany</b>	Bernhard et al.	2012	1 Not peer reviewed	1 Developing skills	1 Not migrant specific <sup>2</sup>	2005	1 employment	3 Positive
<b>Germany</b>	Bernhard et al.	2008	1 Not peer reviewed	2 Work experience <sup>1</sup>	1 Not migrant specific	2005	1 employment	3 Positive
<b>Germany</b>	Hohnmeyer et al.	2007	1 Not peer reviewed	2 Work experience <sup>1</sup>	1 Not migrant specific	2005	1 employment	2 Not significant
<b>Germany</b>	Thomsen et al.	2010	2 Peer reviewed	2 Work experience <sup>2</sup>	1 Not migrant specific	2006	3 welfare dependency <sub>1</sub>	2 Not significant
<b>Germany</b>	Walter	2013	1 Not peer reviewed	1 Developing skills	1 Not migrant specific	2006	1 employment	2 Not significant
<b>Germany</b>	Walter	2013	1 Not peer reviewed	2 Work experience <sup>2</sup>	1 Not migrant specific	2006	1 employment	2 Not significant
<b>Germany</b>	Walter	2013	1 Not peer reviewed	5 Activating immigrants (as employers) and sanctions	1 Not migrant specific	2006-2007	1 employment	3 Positive
<b>Germany</b>	Wolff et al.	2007	1 Not peer reviewed	1 Developing skills	1 Not migrant specific	2006-2007	1 employment	3 Positive
<b>Germany</b>	Wolff et al.	2008	1 Not peer reviewed	5 Activating immigrants (as	1 Not migrant specific	2005	1 employment	3 Positive

Country Code	Authors	Year of publication	Publication type	Policy intervention type	Target group specification	Data period	Outcome	Main result
				employers) and sanctions				
Germany	Aldashev et al.	2010	1 Not peer reviewed	1 Developing skills	1 Not migrant specific <sup>2</sup>	2006	3 welfare dependency <sub>1</sub>	3 Positive
Germany	Caliendo et al.	2010	1 Not peer reviewed	5 Activating immigrants (as employers) and sanctions	1 Not migrant specific	2005-2006	1 employment	3 Positive
Germany	Hanemann	2011	1 Not peer reviewed	4 Ensuring country specific skills <sup>3</sup>	2 Migrant specific	1993-2004	2 income	1 Negative
Germany	Huber et al.	2009	1 Not peer reviewed	1 Developing skills	1 Not migrant specific	2005	1 employment	2 Not significant
Germany	Huber et al.	2009	1 Not peer reviewed	1 Developing skills	1 Not migrant specific	2005	1 employment	2 Not significant
Germany	Huber et al.	2009	1 Not peer reviewed	2 Work experience <sup>1</sup>	1 Not migrant specific	2005	1 employment	2 Not significant
Germany	Deeke et al.	2009	1 Not peer reviewed	1 Developing skills	1 Not migrant specific	2003-2006	1 employment	3 Positive
Germany	Deeke et al.	2009	1 Not peer reviewed	4 Ensuring country specific skills <sup>4</sup>	2 Migrant specific	2003-2006	1 employment	3 Positive
Germany	Klose et al.	2000	1 Not peer reviewed	1 Developing skills	1 Not migrant specific	1986	1 employment	3 Positive
Italy	Ragazzi & Sella	2013	1 Not peer reviewed	1 Developing skills	1 Not migrant specific	2012	1 employment	3 Positive
Netherlands	Bettendorf, Folmer & Jongen	2011	1 Not peer reviewed	Other: Income tax credit eligibility	1 Not migrant specific	1999-2005	1 employment	3 Positive

Country Code	Authors	Year of publication	Publication type	Policy intervention type	Target group specification	Data period	Outcome	Main result
New Zealand	Department of labour	2010	1 Not peer reviewed	4 Ensuring country specific skills <sup>4</sup>	2 Migrant specific	2006-2009	Other	3 Positive
New Zealand	Grangier, Hodgson & McLeod	2012	1 Not peer reviewed	Other: Visa policies	2 Migrant specific	2005-2008	2 income	3 Positive
Norway	Hayfron	2001	2 Peer reviewed	4 Ensuring country specific skills <sup>4</sup>	2 Migrant specific	1993	1 employment	3 Positive
Norway	Hayfron	2001	2 Peer reviewed	4 Ensuring country specific skills <sup>4</sup>	2 Migrant specific	1993	2 income	3 Positive
Norway	Røed & Raaum	2006	2 Peer reviewed	Other: Combination of programmes	1 Not migrant specific	1989-2002	1 employment	2 Not significant
Norway	Rønsen & Skarøhamar	2009	2 Peer reviewed	Other: Combination of programmes	1 Not migrant specific	2003-2004	1 employment	2 Not significant
Norway	Kvinge & Djuve	2006	2 Peer reviewed	1 Developing skills	1 Not migrant specific	2003-2005	1 employment	2 Not significant
Norway	Kvinge & Djuve	2006	2 Peer reviewed	1 Developing skills	1 Not migrant specific	2003-2005	1 employment	3 Positive
Norway	Kvinge & Djuve	2006	2 Peer reviewed	2 Work experience <sup>1,2</sup>	1 Not migrant specific	2003-2005	1 employment	3 Positive
Norway	Kvinge & Djuve	2006	2 Peer reviewed	2 Work experience	1 Not migrant specific	2003-2005	1 employment	3 Positive
Norway	Hardoy & Zhang	2010	2 Peer reviewed	1 Developing skills	1 Not migrant specific	1993-2007	1 employment	1 Negative
Norway	Hardoy & Zhang	2010	2 Peer reviewed	1 Developing skills	1 Not migrant specific	1993-2007	1 employment	1 Negative

Country Code	Authors	Year of publication	Publication type	Policy intervention type	Target group specification	Data period	Outcome	Main result
Norway	Hardoy & Zhang	2010	2 Peer reviewed	2 Work experience <sup>1,2</sup>	1 Not migrant specific	1993-2007	1 employment	3 Positive
Norway	Hardoy & Zhang	2010	2 Peer reviewed	2 Work experience	1 Not migrant specific	1993-2007	1 employment	1 Negative
Norway	Hardoy & Zhang	2010	2 Peer reviewed	2 Work experience	1 Not migrant specific	1993-2007	1 employment	1 Negative
Norway	Kavli, Hagelund & Bråthen	2007	1 Not peer reviewed	4 Ensuring country specific skills <sup>3</sup>	3 Refugees only	2006-2006	1 employment	3 Positive
Sweden	Åslund & Johansson	2011	2 Peer reviewed	3 Job search assistance and sanctions	2 Migrant specific	2000-2005	1 employment	3 Positive
Sweden	Svantesson & Aranki	2006	1 Not peer reviewed	4 Ensuring country specific skills <sup>3</sup>	2 Migrant specific	2002-2004	1 employment	3 Positive
Sweden	Andrén & Andrén	2002	1 Not peer reviewed	1 Developing skills	1 Not migrant specific	1993-1997	1 employment	2 Not significant
Sweden	Andrén & Gustafsson	2002	1 Not peer reviewed	1 Developing skills	1 Not migrant specific	1982-1997	2 income	2 Not significant
Sweden	Andersson Joona & Nekby	2012	2 Peer reviewed	3 Job search assistance and sanctions	2 Migrant specific <sup>1</sup>	2007-2009	1 employment	2 Not significant
Sweden	Delander et al.	2005	2 Peer reviewed	1 Developing skills	2 Migrant specific	2001-2003	1 employment	3 Positive
Sweden	Delander et al.	2005	2 Peer reviewed	4 Ensuring country specific skills <sup>4</sup>	2 Migrant specific	2001-2003	1 employment	3 Positive
Sweden	Hveem	2012	1 Not peer reviewed	2 Work experience <sup>1</sup>	1 Not migrant specific	2001-2008	1 employment	2 Not significant

Country Code	Authors	Year of publication	Publication type	Policy intervention type	Target group specification	Data period	Outcome	Main result
Switzerland	Gerfin & Lechner	2000	1 Not peer reviewed	Other: Combination of results	1 Not migrant specific	1996-1999	1 employment	Mixed results
Switzerland	Prey	2000	2 Peer reviewed	4 Ensuring country specific skills <sup>3</sup>	2 Migrant specific	1998	1 employment	1 Negative
Switzerland	Prey	2000	2 Peer reviewed	4 Ensuring country specific skills <sup>4</sup>	2 Migrant specific	1998	1 employment	3 Positive
Switzerland	Prey	2000	2 Peer reviewed	1 Developing skills	2 Migrant specific	1998	1 employment	1 Negative
United Kingdom	Romero	2009	2 Peer reviewed	Other: Neighbourhood level poverty deprivation and employment	1 Not migrant specific	2002-2004	1 employment	Mixed results
United States	Clark & Jarger	2006	2 Peer reviewed	Other: Qualification exam	1 Not migrant specific	2007-2008	1 employment	3 Positive
United States	Koralek et al.	2010	1 Not peer reviewed	4 Ensuring country specific skills <sup>3</sup>	2 Migrant specific <sup>1</sup>	1998-2001	1 employment	3 Positive
United States	Koralek et al.	2010	1 Not peer reviewed	4 Ensuring country specific skills <sup>3</sup>	2 Migrant specific <sup>1</sup>	1998-2001	2 income	3 Positive

**Notes:** Program types: 1=subsidised private employment, 2=subsidised public employment, 3=general introduction programmes, 4=language training  
Target group specification: 1=new comers, 2=immigrants on social benefits  
Outcome variable: 1= drop-out rate from welfare conditional on employment uptake

## Annex III: Country-specific literature review sources

- Desk search background: The experts have used the following channels to find impact evaluations:
  - Review articles
  - References in studies
  - Computerised bibliographic databases
  - Bibliographic reference volumes
  - Relevant journals
  - Conference programmes and proceedings
  - Authors and experts in the area of interest
  - Government agencies

### Academic databases and other main sources used by experts

- |                                    |   |   |
|------------------------------------|---|---|
| ● Cairn                            | ● OECD  | ● SOWIPORT / CSA                            |
| ● Cat.inist                        | ● Libellule   | Sozialwissenschaftliche Datenbanken (gesis) |
| ● Cible+                           | ● SSG   | ● SSOAR                                     |
| ● Di-fusion                        | Sozialwissenschaften                                | ● Taylor & Francis online                   |
| ● Econ papers                      | ● Political Science Complete                        | ● University libraries                      |
| ● ECONIS                           | ● Sage journal                                      | ● Wiley online library                      |
| ● Econstor                         | ● Social Science Open Access Repository (SSOAR)     | ● WISO                                      |
| ● European Web Site on Integration | ● Social Sciences Citation Index (web of knowledge) |   |
| ● Google scholar                   |   |   |
| ● ILO                              |   |   |
| ● IZA papers                       |   |   |
| ● JSTOR                            |   |   |

### Austria

- |  |   |                              |
|--|---|------------------------------|
| ● The city of Vienna   | ● Institute for Higher Studies              | ● Employment Service Austria |
| ● Austrian economic research institute on behalf of the Ministry of Interior | ● Austrian institute for education research | ● ICMPD                      |

### Belgium

- |   |  |   |
|---|--|---|
| ● Centre fédéral pour l'immigration         | ● Service d'évaluation des politiques publiques de la communauté française | ● Institut Bruxellois de statistique et d'analyse |
| ● Centre fédéral pour l'égalité des chances | ● Institut Wallon de l'évaluation, de la prospective et de la statistique  | ● Observatoire Wallon pour l'emploi               |
| ● La Fondation roi Baudoin                  | ● Centre Bruxellois d'action interculturelle-                              | ● Observatoire Bruxellois pour l'emploi           |
| ● Le CBAI                                   |  | ● Minderhedenforum                                |
| ● Het steunpunt associatie                  |  | ● Steunpunt inburgering en integratie             |
| ● Fondation Roi Baudoin (federal level)     |  |   |

### Denmark

- |                                      |                                   |                         |
|--------------------------------------|-----------------------------------|-------------------------|
| ● SFI (Social Forsknings Institutet) | ● CoMID - Center for the Study of | Migration and Diversity |
| ● Rockwool foundation                |                                   |                         |



## Finland

- Ministry of Employment and the Economy
- Ministry of Education and Culture
- Ombudsman for Minorities

## France

- Fédération CNRS « Travail, Emploi et Politiques Publiques
- Ministry of Interior
- INED
- INSEE (National Institute of Statistics and Economic Studies)
- CREST (Centre de Recherche en Economie et Statistique)
- Laboratoire d'Evaluation des Politiques Publiques
- The Institut des politiques publiques (IPP)
- Paris School of economics

## Germany

- BMI
- BAMF
- BMBF
- Beauftragte für Migration, Flüchtlinge und Integration
- Antidiskriminierungsstelle
- Think Tanks (SVR)
- Efms (Bamberg)
- IAB (Employment Research)
- BIBB (VET research)
- DIPF (Education research)

## Italy

- Fondazione ISMU (Milan)
- Osservatorio Regionale sull'Immigrazione in Lombardia - ORIM (Milan)
- Istituto Nazionale di Statistica - ISTAT (Rome)
- Istituto per la Formazione Professionale dei Lavoratori - ISFOL (Rome)
- Istituto Psicoanalitico per le Ricerche Sociali - IPRS (Rome)
- Forum europeo e internazionale di Ricerca sulle migrazioni - FIERI (Turin)
- Osservatorio provinciale sull'immigrazione (Bologna)
- Scenari Migratori e Mutamento Sociale (University of Trento)
- Associazione Italiana di Valutazione - AIV (Naples)
- Istituto per la Ricerca e la Valutazione delle Politiche Pubbliche - IRVAPP (Trento)
- Progetto Valutazione - PROVA (Turin)

## Netherlands

- University Departments: Utrecht, Maastricht, Amsterdam, Rotterdam, Tilburg, Twente.
- Scientific Council for Government Policy (WRR)
- CPB Netherlands Bureau for Economic Policy Analysis (CPB)
- Nederlands Interdisciplinair Demografisch Instituut (NIDI)
- The Social and Economic Council of the Netherlands (SER)
- Amsterdam Institute for Social Science Research (AISSR)

## Norway

- *Evalueringsportalen.no*
- Ministry of Children, Equality and Social Inclusion
- Ministry of Labour and Social Affairs
- Directorate of Integration and Diversity (IMDi)
- Research Council of Norway (NFR)
- *doaj.org*
- *Fafo.no* Norwegian research foundation
- The Institute for Social Research *samfunnsforskning.no*

## Portugal

- The official Portuguese Authority in the field of Immigration and Integration (ACIDI)
- The Portuguese Borders and Immigration Service
- Lisbon University
- New Lisbon University
- Open University
- Coimbra University
- Porto University
- Braga University
- Migrare - Centro de Estudos Geográficos, Lisboa University
- Socius, ISEG, UTL, Lisbon
- Cies, Iscte, Lisbon
- Cria, New University of Lisbon
- CES, Coimbra University
- The Jesuit Refugee Service in Portugal
- The Private Organization for Research in Lisbon: Numena
- Institute of Employment and Vocational Training
- Authority for Working Conditions
- Ministry of Justice
- Ministry of Education
- Ministry of Labour and Social Solidarity

## Sweden

- IFAU (Institute for Evaluation of Labour Market and Education Policy)

## Annex IV: Overview of the country specific situation on impact evaluations

Country	Evaluation by experts	Labour market mobility	Education	Other policy dimensions
1. Australia	Focus on ethnic minorities	Few eligible studies	Many studies but ineligible	
2. Austria	Focus on qualitative research	Many studies but ineligible	Many studies but ineligible	Few studies but ineligible
3. Belgium	Focus on qualitative research	Many studies but ineligible		Few studies but ineligible
4. Canada	Focus on qualitative research	Many studies but ineligible		
5. Finland	Relatively successful in conducting impact evaluations on certain dimensions but not others	Few eligible studies		
6. France	Focus on qualitative research	Many studies but ineligible		
7. Germany	Successful in conducting impact evaluations on certain dimensions but not others	Many eligible studies	Many eligible studies	Few studies but ineligible
8. Ireland	Focus on qualitative research Relatively new immigration country Limited research budget	Many studies but ineligible		Few studies but ineligible
9. Italy	Relatively new immigration country Focus on qualitative research	Few eligible studies		Few studies but ineligible
10. Netherlands	Relatively successful in conducting impact evaluations on certain dimensions but not others	Few eligible studies	Many eligible studies	
11. New Zealand	Focus on ethnic minorities Focus on qualitative research	Few eligible studies	Many studies but ineligible	Few studies but ineligible
12. Portugal	Focus on qualitative research	Many studies but ineligible	Many studies but ineligible	Few studies but ineligible
13. Spain	Relatively new immigration country	Many studies but ineligible		
14. Sweden	Successful in conducting impact evaluations on certain dimensions but not others	Many eligible studies	Few eligible studies	Few studies but ineligible
15. Switzerland		Few eligible studies		
16. United Kingdom	Focus on ethnic minorities Recently limited research budget	Few eligible studies		
17. United States	Focus on ethnic minorities	Many eligible studies		
18. Denmark	Successful in conducting impact evaluations on	Many eligible studies	Few eligible studies	Few studies but ineligible

Country	Evaluation by experts	Labour market mobility	Education	Other policy dimensions
	certain dimensions but not others			
19. Norway	Successful in conducting impact evaluations on certain dimensions but not others	Many studies	Few eligible studies	