

Making a success of integrating immigrants into the labour market

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Although it is difficult to give precise data due to the lack of consistent statistics kept on migration across the EU¹ and while certainly not all migrants are necessarily experiencing or at risk of poverty, it is widely accepted that a large proportion of the 20 million third country (non-EU) nationals with legal residence in the EU experience acute poverty and exclusion from employment, housing, health and education. For migrants who are denied legal residence, or whose status is unclear, the situation is even worse².

1. Assessment of Norway good practice

EAPN welcomes the Norwegian approach regarding migrants' integration into the labour market as a comprehensive one based on introduction programmes and free language training, targeting the most disadvantaged immigrants. The main key features of the program meet the legal principles stated in EU and European legal frameworks and Conventions such as the EC Communication on Integration and Employment (2003) and the 11 non-binding Common Basic Principles for Immigrant Integration Policy in the EU developed by the Council of Europe.

However, despite the effort of the Norwegian Practice into development programmes for different kinds of migrants, EAPN is concerned that the offer may not be sufficiently flexible to meet the multidimensional needs of a heterogeneous immigration population in terms of different levels of education, individual capacity and economic and social status.

In terms of the Introduction Programme, the 300 hours with social studies and language training could be improved regarding duration and content. The social studies element appears rather short and the content could be improved especially regarding the session about social rights and social obligation. A more efficient introduction to the labour market and vocational training programmes could be introduced at an earlier stage. A strong value-added could be provided using immigrants themselves and their NGOs in the training and education of newly arrived migrants, such as through Peer to Peer exchange. More tailored and personalised measures need to be developed to ensure access to quality jobs for migrants. Moreover, the quality of the services delivered varies considerably depending on the geographical location partly due to the fact that the responsibility for the implementation of the Introduction Programme lies on the Norwegian Municipalities.

EAPN also supports the initiative of the Second Chance programme aiming at enhancing the qualification level of the most disadvantaged groups of migrants (persons with an immigrant background living in Norway for a long time, but without employment and dependent on social benefits, and young immigrants between 18 and 25, as well as women who remain at home and

¹ Implementation and Update Reports on 2003-5 NAPS Inclusion. SEC(2006) 410. European Commission.

² A more comprehensive approach on the links between Poverty and Migration has been developed by EAPN in, EAPN, (2008), Strategic Paper on Migration and Poverty.

do not receive social assistance benefits) through a wide range of services (language training with work experience, mentorship, physical and health activities, social benefits).

However, the programme appears to lack a starting point based on a real assessment of each person's potential, personal and professional background, prior to co-defining closely with each migrant an integration pathway leading to quality jobs or for those who really cannot work to ensure their full participation in the society through an integrated active inclusion approach³.

In its paper, EAPN would like to raise the following key issues:

- Adopting a rights based approach to migration leading to secure the life of migrants and their socio-economic integration in the host country
- Ensuring a better access to social rights and services, as part of an integrated Active Inclusion approach
- Inclusive labour market as a pre-condition for a labour market integration providing integrated pathways to quality jobs
- Fostering the social economic integration of migrants through the access to adequate income
- Migrants' integration into the labour market as a means and not as a final goal to ensure a full participation of migrants in society
- A governance and evaluation system based on an integration strategy linking labour market and social inclusion policies through a broader partnership including NGOs and the participation of migrants themselves
- How to guarantee migrants' integration in time of austerity measures?

2. Key concerns / areas for discussion

Language courses and qualification programmes, provided that they are tailor-made to meet the various needs of migrants, would appear to be a pre-requisite to start social and economic integration. As stated in the discussion paper, the integration of immigrants is a multi-dimensional concept. It implies a social-economic integration through the enjoyment of social rights: access to the labour market, education and training, housing, access to health care, social benefits and services but also their political integration through a transparent pathway to citizenship. Active Inclusion – as an integrated approach combining access to adequate minimum income, quality services and jobs also provides an important framework for promoting migrant's integration.

³ As defined by the European Commission (3 October 2008): Communication on the Active Inclusion of people excluded from the labour market (C(2008)5737).

2.1 Adopting a right based approach of migration leading to secure legally the life of migrants and their socio-economic integration in the host country

As developed in the discussion paper, EAPN is worried about the current trend observed in the vast majority of EU Member States toward a narrow “activation” approach, as opposed to the integrated, rights-based Active Inclusion approach. This approach makes access to citizenship rights conditional on the obligation to “adapt” to the new country, participate in introduction programmes and language courses and, in some countries, pass language and citizenship tests. This trend illustrates unfortunately a perception by politicians, of cultural and ethnic diversity as, first and foremost a threat to the social and economic cohesion of receiving countries. Access to social benefits and services are made conditional on getting a work permit which implies having a declared job. More and more, the renewal of temporary residence is conditioned to keeping a declared job and having participated or, more worryingly, to having passed integration and languages programmes. But, conditioning residence permits and citizenship on language tests is discriminatory for immigrants with poorer educational background and low income, who face major difficulties in getting a regular work permit. It will lead inevitably to pushing these categories of migrants to accept undeclared work and will nourish the black economy sector, as well as driving migrants into greater hardship and exclusion, threatening social cohesion.

If Member States want to ensure the socio-economic integration of migrants, combat the black economy sector and promote social cohesion, they should start by securing from a legal point of view the residence of migrants to help them to meet the requirements of the labour market.

In that regard, a strong emphasis should be put on tackling and preventing any kind of discriminatory practice that hampers the socio-economic integration of migrants. In that regard, the Anti-Discrimination Directive⁴ whose adoption is still blocked by some Member States would help to remove the barriers that migrants face in accessing education, healthcare, housing and other services. Education systems tend to reproduce inequalities and discriminate against migrants. In Norway, the implementation of the newly introduced Anti-Discrimination Act should be strengthened (2010) so as to tackle the discrimination faced by migrants trying to access the labour market and other services and develop actions to address them. This could include awareness- raising programmes as well as incentives for businesses and service providers who include migrants in their services.

2.2 Ensuring a better access to social rights and services

In general, with no explicit rights-based focus many migrants groups slip through the net and some are explicitly excluded. Even where the groups have rights, there are major barriers in accessing basic rights, particularly to acquiring a basic income to live on and access to services. In general migrants experience greater difficulties than other social groups in accessing services and hence in exercising their rights. Along with problems in accessing housing, education and health care this is also true for access to counselling, legal advice, child care and other services.

Disadvantages within educational processes usually start at early school age and are continued when it comes to accessing and benefiting from labour market training programmes that often

⁴ COM (2008) 426 final, 2.07.2008, Proposal for a Council Directive on implementing the principle of equal treatment between persons irrespective of religion or belief, disability, age or sexual orientation.

ignore the linguistic needs, as well as previous knowledge and qualifications, of migrants. In some countries undocumented children are denied access to schools. Frequently the children of migrants are disadvantaged by educational systems which are not capable of responding to their competencies and needs, resulting in outcome disparities, and compounding the intergenerational nature of poverty and exclusion. For example in many contexts existing educational structures are ill-prepared to respond to the needs of children whose mother tongue is different from that of the majority population.

There are many reasons for this, ranging from the straight-forward denial of rights to a lack of information or understanding about the availability and functioning of the social services. These problems can be exacerbated by language difficulties and inadequate levels of service provision, often not designed to meet the needs of migrants: social services staff should be trained in this view and made aware of migrants' needs.

Examples from the National level

- In Spain, some fundamental rights have been consolidated: immigrants with passports have had the opportunity to enrol in the towns where they lived (census). This register gives them the right to health care and compulsory education for immigrants and their children. Whatever may be their administrative/ residence situation, migrants in Spain have the right to access health and education services, also for their children, until completing secondary school.
- EXIGO is a project run in collaboration with the parish of Eriksfält, Sweden which offers three-pronged support to refugees. Based on a holistic perspective taking into account the individual needs of people, EXIGO offers an integrated set of services to EXIGO participants. Access to psychological help is facilitated for refugees with traumatic stress disorder, who usually have to wait up to 1.5 years to receive psychological help. EXIGO also helps the refugees with defining their needs in order to identify the appropriate services. Work training is facilitated for the participants, who thus gain professional experience and skills, improve their level of Swedish, their self-confidence, as well as their social skills. They also benefit from social activities and a health promotion program (Yoga, Tao Chi) to help them build confidence and to overcome stress. In parallel, discussion groups allow people to share their experiences, difficulties and how to overcome them. Afterwards many of them obtain employment on the open labour market, able to fully participate in society.

2.3 Inclusive labour market as a pre-condition for a labour market integration providing integrated pathways to quality jobs

These language and integration programmes risk being undermined by the lack of an inclusive labour market offering equal professional opportunities for all people: nationals or third country nationals. But unfortunately, in several EU Member States, apart from the current measures aiming at attracting highly skilled workers to fill the shortages in terms of jobs, the structure of the labour market simply leads to undermine migrants' integration. The distinction between the right to reside and the right to seek employment forms a barrier in accessing the labour market for legal migrants in many countries: most countries are applying specific schemes which are

becoming increasingly restrictive⁵. A high number of migrants can only find atypical employment (temporary jobs, part-time jobs) which is poorly paid and makes them vulnerable to discrimination, exploitation and poverty. This is not only true for those who lack an 'adequate' education and skills, but also due to non-recognition of educational qualifications as well as discrimination – for highly educated and skilled migrants. In that regard, for these groups, a disconnection between language proficiency and labour market outcomes should be pointed out as stated in the discussion paper. Many of them are driven to find work in the informal labour market, where working conditions and the exposure to exploitation are even worse.

In order to ensure a more inclusive labour market, three initiatives could have positive outcomes:

- If a better access to information is a pre-requisite to ensure a more inclusive labour market, much more should be done. Access to job offers should be more transparent and the development of social network should be encouraged and supported at the community level through NGOs. In many countries, the job offer is very restrictive and covers only a small part of the employers' needs. For instance, in Norway, only 30% of job offers are publicized while 70% are known through social networking.
- Engaging educational institutions in the design and delivery of additional programmes that respond to the needs of migrants with certain skills and qualifications. That would help to develop a wider range of programmes that cater for the needs of migrants with various skills and qualifications that do not fit under the two catered-for categories: the low skilled who can benefit from the current programmes and the very highly skilled (oil engineers, etc) who can access the labour market without any tests or barriers and without even speaking the language. Migrants should be enabled to access mainstream vocational and other training and education.
- Engaging the private sector in the design and delivery of some of the programmes to ensure flexibility in matching the level of skills and language to the job demands so as to avoid placing unnecessary barriers on the employment of some migrants due to the set levels of language tests. Many jobs do not require high level language skills.

Examples from the national level:

- In UK, special programmes meeting the needs of intermediary or high skilled migrants (refugee teachers, doctors, dentists) have been designed and delivered mainly by the NGO sector;
- In France, statistics show that the working situations of migrants are worse than those of nationals. The proportion of migrants in low qualified jobs is higher than for nationals: $\frac{3}{4}$ of them are workers, employees, unemployed who have never worked (only less than a half for the nationals). Their working conditions are worse than the nationals. Unemployment has also hit them more heavily: their unemployment rate is twice higher than the one of the nationals⁶.

⁵ For example in the Netherlands where as of 2004 only "knowledge migrants" – migrants earning at least 45,000 Euros a year, can be easily admitted to get paid work.

⁶ This data has been taken from EAPN France (2009), Améliorer l'accueil et l'accompagnement des migrants en France, Une clé pour lutter contre la pauvreté et l'exclusion sociale, Analyse et propositions de l'antenne

- According to EAPN Italy, the extremely low vertical social mobility of the immigrants means that the only way for immigrants to “free themselves” from servile work⁷ is to create his/her own micro-enterprise. As a matter of fact, with the second generation of immigrants coming to the forefront, the problem of not opening the labour market to these new emerging energies will mean a lot of problems for all, in terms of social cohesion and possible social unrest. The poor state of the labour market convinces immigrants with high professional profiles to avoid immigrating to Italy. Italy has a serious lack of qualified workers. The Confartigianato (the Union of SMEs) states that there is a shortfall of 400.000 qualified workers. This implies that these jobs are covered by undeclared work.

Many migrants meet major difficulties in accessing employment adequate for their qualifications. They face big obstacles in getting their qualifications recognized and validated and thus face the problem of de-qualification. In order to facilitate access to employment, a legal framework for the recognition of diplomas and qualifications should be established for those countries which do not have any, and simplified for the others based on existing EU legal instruments⁸. The list of reserved jobs in the public and private sector should also be restricted.

2.4 Enabling people to foster their social economic integration through the access to adequate income

As part of an integrated Active Inclusion approach, access to adequate minimum income is accepted as being crucial for a dignified life. The adequacy should really take into account the cost of living of the host country and the composition of the households⁹ so as to enable migrants to better follow language and integration programmes. The idea of lock-in effects discouraging early labour market entry due to generous integration benefit developed in the Host Country (as highlighted in the discussion paper) should be further analyzed - for the following reasons. Indeed, it depends on the policy in each municipality to decide if the benefits are sufficient or not. The net benefit payment on 2Xbasic amount (18.450€) replaces social assistance support. Participants under 25 years receive 2/3 of the benefit on 2Xbasic amount. It is up to each municipality to decide child benefit, housing allowance, child support for children in divorced families, cash benefit for kids between 1 and 3 years not attending kinder garden, unemployment benefit. The poverty threshold in Norway is more than 20.000€ estimated for 2010. The report on Second Chance does not say anything about how many of the participants are dependent on supplementary social assistance or about the local policies regarding including benefits like housing allowance.. When calculating the total amount of other benefits beside Second Chance allowance, the data provided is weak when trying to assess how far the allowance is effective in lifting people out of poverty. This is because it is up to each municipality whether other benefits should be included in the second chance allowance or not.

française du Réseau européen des associations de lutte contre la pauvreté et l'exclusion sociale/ EAPN France, Mai – Juin 2009.

⁷ We do not use the word “servile” for those jobs related to people's personal care (proximity services such as taking care of the elderly, the children, the homes of Italians) but for the many jobs held by the immigrants that entail no rights or security. This exploitation is a direct consequence of the Italian legislation that leaves the employers free to “play their game” since the residence permit is strictly related to having a job.

⁸ The Convention on the Recognition of Qualifications concerning Higher Education in the European Union developed by the Council of Europe and UNESCO in 1997.

⁹ For more information, EAPN, (2010), Adequacy of Minimum Income in the EU.

2.5 Migrants' integration into the labour market as a means and not as a final goal to ensure a full participation of migrants in society

Member States should aim when it comes to setting up integration programmes not only to ensure migrants' integration into the labour market but also to ensure the full participation of migrants in society so as to ensure social cohesion. Unfortunately, EU Member States are steadily using integration programmes in a utilitarian way so as to select migrants in order to fill shortages in the labour market. Accepting and valorising cultural and social diversity is particularly important to enrich and dynamise the economic, cultural and social life of the host country. Thus, integration programmes should more clearly have the aim to empower people in their new life by starting from a co-development approach: surveying and assessing their needs, personal, cultural background and where they want to go.

Acceptance by the host community is also very important. Integration is not just about employment; in many European countries there are migrants who are working on full time basis but live in isolation and do not interact with the host community. This is vital for community cohesion and understanding between various communities and to avoid future conflicts.

To ensure a further integration of migrants into the host communities, two complementary initiatives could be undertaken:

- Monitoring and developing work around public and media perception of migrants and find ways of involving the host communities – Actions could include awareness raising programmes, awards for positive and balanced media coverage of migrants, building the capacity of migrants to speak to the media and represent themselves. Equally important is the acknowledgment of the financial and other contribution that migrants are making to the Norwegian economy and society. It is important to mention the contribution of successful migrants within the awareness raising programmes/campaigns
- Ensuring flexibility around cultural and other needs and differences, especially for women and those with the caring responsibilities. Some cultures require women to take overall responsibility for looking after their home and children which can sap their energy and may impact on their performance while attending the programmes. Recognizing the existence of mental health difficulties amongst some of those fleeing war and persecution, especially victims of torture is important, as well as the difficulties some people find in learning a new language, especially those with multiple barriers including older migrants or those with lower levels of education.

For instance, the Second Chance programme targets migrants who have poor knowledge of Norwegian, a large care burden, low educational level from their home country who are not aware of their social rights and obligations, have low self-esteem and very reduced Norwegian networks. Most were in practice/work experience with no guarantee of getting a job without help. They feel they do not get training through work experience/practice because they are not able to perform tasks on their own. This programme could better use the time to build co-responsibility: survey and provide an opportunity for migrants to decide what they want to do without imposing the limits limit of what the Second Chance Programme has to offer. It is vital to give the opportunity or chance to these women to build on the skills they already have. These migrants do not

necessarily need to learn anything new but more what they can accomplish on their own with the help of new Second Chance programme.

Examples from the national level:

- In UK, Migrant Voice is a migrant led organisation set up to develop the skills, capacity and confidence of members of migrant communities, including asylum seekers and refugees. It aims to help migrants develop their own strategies to strengthen their voice, participation and representation in the media and at policy-making level, in order for them to participate more fully in society. Migrant Voice has launched a pre-electoral national newspaper, aiming to raise awareness and to dispel some of the myths surrounding migration and its impact on the UK society and economy.
- In Sweden, migrant children have a right to specific individual tutoring in their native language as well as Swedish, building on the pedagogic assumption that 2nd language speakers need to embed first the mother tongue, for effective language learning.

2.6 A governance and evaluation system based on an integration strategy linking labour market and social inclusion policies through a broader partnership including NGOs and the participation of migrants themselves

A governance and evaluation system based on a broader partnership including NGOs and the participation of migrants themselves is vital.

The Norwegian example provides an interesting example of a comprehensive and well-funded strategy for migrants' integration, coordinated by the Norwegian Directorate for Integration and Diversity and mainstreamed throughout the different Ministries with a wide range of measures aiming at educating and integrating migrants and creating more job opportunities for them. An integrated strategy should be well-funded. Whilst this appears to be the case in the Norway, inadequate and insufficient funding is a common trend observed in almost all Member States that is jeopardising the achievement of real outcomes for the projects that are developed.

Integration policies should involve local actors to guarantee a match between the specific needs of the migrants and the territorial, economic, social particularities of a territory. This means that the strong involvement of municipalities in the design and implementation of integration policies in Norway goes in the right direction. But as developed in the discussion paper, the Norwegian case study does not sufficiently take into account the heterogeneous nature of the various needs and specificities of migrants. In Norway, NGOs are involved in the integration policies through a contact Committee between Immigrants and the Authorities (KIM), however this body doesn't represent the views of the wide variety of immigrant NGOs.

The migrants' integration could be helped by more direct participation of the migrant users of the programme themselves, both as individuals and as a collective, as well as the engagement of supportive NGOs. NGOs and ethnic minorities and migrants' organisations have a real added value to bring, due to their direct contact with these migrants since their arrival in the receiving country. NGOs and migrants themselves should be more involved at all stages of integration policies and programmes (design, implementation, monitoring and evaluation). This would ensure

that the programmes are responding to the needs of migrants and not just the needs of the market. Engaging migrant organisations in the delivery of training will encourage participation in these programmes and a more culturally-sensitive project delivery. Building the capacity of the migrant voluntary sector will be very beneficial in terms of using and building on existing skills and the future role played by the sector in addressing the needs of their communities and facilitating integration

Examples from the national level:

- In Spain, the 'intercultural model' predominantly applies to the integration of migrants. Civil-society organisations collaborated with the Secretary of State for Migration in the drafting of the Strategic Plan of Citizenship and Integration (2007-2010), although this plan has not been sufficiently developed¹⁰. The third sector is involved through a Forum for the Social Integration of Immigrants with representatives of the state administration, autonomous regional governments, local administration, business organisations, the unions, NGOs supporting migrants and self-organized immigrant NGOs. The 2009 Report of the Forum for the Social Integration of Immigrants was used as a basis for the bill regulating the right of asylum and subsidiary protection.
- The UK government declined to produce a strategy for migrants' integration in the labour market as it believed that this would happen spontaneously. There is a presumption that there will always be agencies and organisations out there that will assist in this. The government focuses more on teaching the English language. The UK in the community who focus more on refugees' integration. A UK refugee integration board was set up for a year or so, but was dismantled. However, a London refugee integration strategy has been expanded recently to include migrants. The London Migrant and Refugee Integration Strategy refers to employment, skills and enterprise. It has a 3 year action plan and its core objective is to improve the ability to find employment, reduce underemployment and enhance progression in work by promoting access to appropriate training and skills development, high quality employment advice and support for enterprise. It is also important to mention the role that Non-Governmental organisations play in assisting migrants, including initiatives to assist refugee teachers, and engineers, and refugee and migrant doctors and dentists amongst many others. NGOs are also leading the way in supporting migrants as well as refugees in accessing the labour market and/or their employment rights, through practical help and training such as knowing your rights, preparing a CV or for a job interview and with job search.

Due to the great autonomy given to municipalities, the Norwegian case study has created important disparities in terms of quality delivery for the integration programmes and language courses. A greater coordination should be put into place with clearer quantitative and qualitative targets including hard and soft indicators, on which each municipality could be evaluated. This should cover the extent to which integration programmes contribute to labour market integration of migrants into quality jobs how far they meet the needs of migrants and to what extent these programmes contribute to the socio-economic integration of migrants. These targets and

¹⁰ EAPN (2010), Mag n°132, Migration: a question of survival, an increasing negative perception of migrants.

indicators should be defined, monitored and assessed through a transparent and participative process involving migrants and ethnic minorities and the NGOs working with them.

2.7 How to guarantee migrants' integration in time of austerity measures?

The Joint Report on Social Protection and Social Inclusion has clearly listed migrants as one of the groups most hit by the economic crisis. Unemployment in the EU reached 9.5% in November 2009, and could reach 10.3% in 2010. The rate is more than double for migrants (18 -18.9%)¹¹. This phenomenon is being exacerbated by the austerity measures that most Member States have started to implement over the last few months. Migrants should therefore be seen as a priority target group in the investment programmes so as to make sure that they will not be left out. This is all the more necessary because integration programmes need a long-term investment to start getting positive outcomes. Cuts will inevitably undermine the efforts previously undertaken to ensure the socio-economic integration of migrants, putting social cohesion seriously at risk.

Examples from the national level:

- In Ireland, the Government has decided to drastically cut back on public initiatives for equality and anti-discrimination.¹²
- In Spain, the rise in unemployment has affected foreign workers, especially the lower-skilled workers, and geared the political debate towards blaming the 'excessive' number of foreign low-skilled workers who have been made redundant. Not only has the crisis affected more the already vulnerable population, but the immigrant population also works largely in sectors hard hit by the crisis, such as construction and services¹³.

¹¹ European Commission, Joint Report on Social Protection and Social Inclusion 2010.

¹² EAPN (2009), Social Cohesion at Stake, The Social Impact of the Crisis and of the Recovery Package.

¹³ EAPN (2010), Mag n°132, Migration: a question of survival, an increasing negative perception of migrants.

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