The Realise project has received funding from the EC within the European Integration Fund.

REALISE – LOCAL DIAGNOSIS REPORT

The severity and causes of over-qualification of high-skilled immigrants in Ghent.

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01/02/2012
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2. EXECUTIVE SUMMARY

The labour market chances of high-skilled immigrants are lower than that of the autochthonous high-skilled population. The immigrants face more difficulties concerning the inflow on the Flemish labour market. One year after ending their studies, 21% of the immigrants are still looking for a job, i.e. approximately 9% more than the graduates of the autochthonous population. Also, the circulation of high-skilled immigrants on the labour market to higher functions occurs problematic. In the EU and the OECD-area on average 50% of skilled immigrants between 15 and 64 years of age are inactive, unemployed or relegated to jobs for which they are overqualified.

"Over-qualification" refers to problems with regard to the "job match", the match between the education level and the employment level. An overqualified person exercises a job that requires less qualifications than the qualifications the person has obtained through education or work experience.

To tackle the problem of over-qualification of skilled immigrants in Europe, the European Commission has approved in 2011 the REALISE project. This project fits in with the framework of the EU 2020 objectives of a dynamic and competitive Europe through the maximization of its human capital.

Focal point of the project is limited to the over-qualification situation on a local level (in this case Ghent) of high-skilled (diploma higher education) non-EU-immigrants (born outside the European Union).

The project has three expected results, namely;
1. Institutional development and improved governance for the integration of skilled third-country nationals in the labour market through the establishment of Panels of Local Key Stakeholders (PLS) which are a means to create stakeholders relationships and better activate existing ones in order to produce better involvement and participation in policy design and execution.
2. Capacity building of participating institutions which will be able to reinforce and revitalise their existing structures and build know-how.
3. Increased knowledge on the subject of over-qualification of migrants in the EU.

This Local Diagnoses of Severity and Cause report (LDR) is the cornerstone for achieving these expected resulted, on which the entire REALISE project will be built. The LDR gives an answer on 2 key questions:
1. How severe is the situation of over-qualification of third-country nationals in Ghent? (Severity diagnosis)
2. Why are third-country nationals overqualified in Ghent? (Multiple-cause diagnosis)

To obtain a local diagnosis of severity and cause of the over-qualification of high-skilled immigrants, there were used three techniques. First, a desk-based research was carried out to get insight in the local labour market. Second, interviews were conducted with local
stakeholders, i.e. high-skilled immigrants, organisations that are working with high-skilled immigrants and employers. Third, a Panel of Local Key Stakeholders was set up to discuss the further implementation of the project in Ghent.

The first part of the report describes the local labour market. The main conclusions are:

- In Ghent the main sectors of economic activity and employment are the tertiary and quaternary sector. Together they form 75% of the employment offer.
- Although the importance of the tertiary and quaternary sector of the economy increases at the expense of the primary and secondary sector, the secondary sector remains very important with a share of 25% of the employment in Ghent.
- Ghent has a job offer of more than 100%, which signifies that there are more jobs available than people of Ghent that are presenting themselves on the labour market. This means that Ghent is also an important provider of employment for job-seekers from surroundings.
- The employment rate in 2009 was 66.03%, whereby more men than women were employed. Nearly 10% of this working population are between 18 and 24 years old.¹
- In 2011 there was an average unemployment rate of 10.83% in Ghent, which is rather high in comparison with the Flemish average of 2011 is 6.65%.
- The Inquiry into the Labour Forces (EAK) in Belgium of 2007-2008 points out that approximately 59% of the total working population in Belgium is adequately qualified, 28% is underqualified and 13% is overqualified.

The second part of the report describes the profile of immigrants in Ghent. The main findings are:

- In 2010, 29,161 persons were of a foreign origin, i.e. 13,4% of the total population. This number is higher than the Flemish average of nearly 10% of residents born in another country than Belgium.
- The top five countries of origin of non-belgians residents in Ghent are Bulgaria, Turkey, the Netherlands, Slovakia and Poland.
- The average age of the immigrants differs from the average age of the autochthonous population. Immigrants of the middle age group (25 – 49 years old) are overrepresented while immigrants of the youngest and oldest age group are underrepresented.
- Concerning the inflow in Ghent in 2010, family-related migration is the main immigration channel (2056 persons, 34% of total inflow).
- The level of education of non-EU-immigrants is on average much lower than that of the autochthonous population and the EU-immigrants.
- The employment rate of persons born outside the European Union is 17% lower than the employment rate of the Flemish residents.
- The immigrants are often employed in the secondary and tertiary sector which are sectors that are sensitive to the economic climate. They are less often employed in the more stable quaternary sector.

A third part of the report deals with the over-qualification situation of high-skilled immigrants in Ghent. **The severity diagnosis** points out that the phenomenon of over-qualification of high-skilled persons is a problem that affects the total working population, i.e. also the autochthonous population. In Belgium approximately 22% of the high-skilled persons are overqualified. However, the problem is much more manifested within the high-skilled immigrant population, especially within the group of immigrants born outside the European Union. In Belgium approximately 60% of the high-skilled non-EU-immigrants are overqualified. Furthermore, within this group of high-skilled immigrants there are several variables that increase the over-qualification degree. The most important are gender, country of origin, length of stay, knowledge of Dutch and recognition of foreign competences. Concerning the severity of over-qualification within the immigrant population, the following conclusions can be made:

- Women are more likely to be overqualified than men.
- Newcomers face more difficulties because they often don’t have knowledge of Dutch and don’t have a Belgian diploma. In addition, it turns out that how longer the immigrant stays in Belgium, how bigger the chance to be adequately qualified.

These conclusions are based on the Belgian situation, statistics about the number of overqualified non-EU-immigrants in Ghent aren’t available.

**The multiple-cause diagnosis** indicates that several barriers are at the basis of over-qualification of high-skilled immigrants. They can roughly been subdivide in barriers on the side of the high-skilled immigrant, barriers on the side of the employer and barriers on the side of the society.

<table>
<thead>
<tr>
<th>Barriers on the side of the high-skilled immigrant</th>
<th>Barriers on the side of the employer</th>
<th>Barriers on the side of the society</th>
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<tbody>
<tr>
<td>1. Socio-demographic factors</td>
<td>13. Prejudice or negative conceptualization of foreign employers</td>
<td>16. Regulatory aspects</td>
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<tr>
<td>a. Gender</td>
<td>14. Strict selection procedures</td>
<td>17. Problems with the recognition of foreign diploma</td>
</tr>
<tr>
<td>b. Country of origin</td>
<td>15. Consultation of limited channels to release a vacancy</td>
<td>18. Problems with the recognition of foreign competences</td>
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<tr>
<td>2. Insufficient knowledge of the labour market</td>
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<td>19. Priorities of activation policy</td>
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<td>3. Unrealistic job expectations</td>
<td></td>
<td>20. Dutch language offer</td>
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<td>4. Insufficient knowledge of national languages</td>
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<tr>
<td>5. Lack of a social network</td>
<td></td>
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<tr>
<td>6. Consultation of limited channels to find a vacancy</td>
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<td>7. Insufficient job hunting skills</td>
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<td>8. Gap in CV</td>
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<td>9. Time and financial pressure</td>
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<tr>
<td>10. Impractical combination of studying and working</td>
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<tr>
<td>11. Acceptance of a lower profile job</td>
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<tr>
<td>12. Dismotivation</td>
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</tbody>
</table>

The barriers determining over-qualification within the immigrant population aren’t isolated. Some barriers are the cause of other barriers, some barriers cause the same obstacle to be adequately qualified, etc. The interrelationship between the barriers can be schematised as follows (see Table 2).
Table 2 Interrelationship between barriers determining over-qualification within the immigrant population

- High-skilled immigrants have unrealistic job expectations
- High-skilled immigrants have insufficient knowledge of the labour market
- High-skilled immigrants lack a social network
- Newcomers don't have recognition of the foreign diploma and work experience
- High-skilled immigrants have insufficient knowledge of the national languages

- Employers use limited channels to release a vacancy
- Employers don't recruit immigrants on their level of education
- Employers have prejudices about high-skilled immigrants
- Employers follow strict selection procedures

- High-skilled immigrants don't find appropriate vacancies
- High-skilled immigrants have low chances when they apply for a job
- High-skilled immigrants have little work experience on the level of education

- High-skilled immigrants work below their level of education

DEMOTIVATION
Combining the interrelated barriers, the following barriers can be seen as the factors that are locally most contributing to the problem of over-qualification. First, high-skilled immigrants seem to have insufficient knowledge of the labour market. They are not always informed about the rules of the labour market, the regular employment-finding, the career opportunities and the job offer. This can lead to unrealistic job expectations, a wrong search behaviour, the acceptation of a lower profile job and demotivation.

Second, it is very difficult to get full recognition of the foreign competences. The success of the recognition of the foreign diploma turns out to be dependent of the branch of study as well as on the country of origin. It is more difficult to get recognition for a diploma from outside the European Union.

Third, in Ghent, the vacancies directed at high-skilled profiles, expect a high knowledge of Dutch. The employers are reluctant to make concessions on this requirement. Therefore, it is very important that the immigrants have mastered the Dutch language to a certain level. However, the current Dutch language offer in Ghent is either of short duration and expensive or cheaper but of long standing. It seems that professional language courses, as provided by the Official Flemish Employment Service (VDAB), could serve as an example for their balance in duration, quality and costs.

Fourth, many employers have prejudices about foreign employees; seven out of ten employers in Belgium argue that immigrants don’t show enough commitment and motivation. Besides, employers underestimate the capacities of high-skilled immigrants and often consider a migrant only qualified to fulfil a lower profile job.

Ultimately, high-skilled immigrants don’t find the right employers and employers don’t find high-skilled immigrants. It turns out that high-skilled immigrants search vacancies by those channels that companies use to find their low- and medium-skilled profiles. Conversely, employers use recruitment channels that make immigrants less privileged.

In Ghent, there exist already several support services that invest in the improvement of the labour market situation of high-skilled immigrants (see Table 3). These services deal with different barriers; some of them assist the high-skilled immigrants in their search for a job on the level of education, others encourage employers to extend their diversity policies, other provide language trainings adapted to the needs of the immigrant and others work on the recognition of foreign competences. Furthermore, in Ghent there have already been set up projects that focus especially on the over-qualification problem of high-skilled immigrants.
Table 3 Overview of the available support services in Ghent tackling over-qualification of high-skilled immigrants

<table>
<thead>
<tr>
<th>Barriers determining over-qualification of high-skilled immigrants</th>
<th>Available support service</th>
</tr>
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<tbody>
<tr>
<td>1. Socio-demographic factors</td>
<td>Eminenta</td>
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<tr>
<td>2. Insufficient knowledge of the labour market</td>
<td>Group Intro</td>
</tr>
<tr>
<td>3. Unrealistic job expectations</td>
<td>VDAB Inwerking programme</td>
</tr>
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<td></td>
<td>Job Club</td>
</tr>
<tr>
<td>4. Insufficient knowledge of national languages</td>
<td>OVO</td>
</tr>
<tr>
<td></td>
<td>UCT</td>
</tr>
<tr>
<td></td>
<td>VDAB Hogerop programme</td>
</tr>
<tr>
<td>5. Lack of a social network</td>
<td>Eminenta</td>
</tr>
<tr>
<td>6. Consultation of limited channels to find a vacancy</td>
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<td>7. Insufficient solicitation skills</td>
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<td>8. Gap in CV</td>
<td></td>
</tr>
<tr>
<td>9. Time and financial pressure</td>
<td></td>
</tr>
<tr>
<td>10. Impracticable combination of studying and working</td>
<td>Via Education</td>
</tr>
<tr>
<td>11. Acceptation of a lower profile job</td>
<td></td>
</tr>
<tr>
<td>12. Demotivation</td>
<td>Jobkot</td>
</tr>
<tr>
<td>13. Prejudice or negative conceptualization of foreign employers</td>
<td>SERR</td>
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<td></td>
<td>Job Channel</td>
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<td></td>
<td>The Ambassadors Project</td>
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<td></td>
<td>Labour Unions</td>
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<tr>
<td>14. Strict selection procedures</td>
<td></td>
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<tr>
<td>15. Consultation of limited channels to release a vacancy</td>
<td>Eminenta</td>
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<tr>
<td>16. Regulatory aspects</td>
<td></td>
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<tr>
<td>17. Problems with the recognition of foreign diploma</td>
<td>NARIC-Flanders</td>
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<td></td>
<td>Kom-Pas Ghent</td>
</tr>
<tr>
<td>18. Problems with the recognition of foreign competences</td>
<td></td>
</tr>
<tr>
<td>19. Primary focus of the activation policy</td>
<td></td>
</tr>
<tr>
<td>20. Current NT2-offer</td>
<td>professional language trainings</td>
</tr>
</tbody>
</table>

These organisations, as well as the high-skilled immigrants themselves, are willing to further invest in the problematic of over-qualification and are willing to be engaged in the REALISE project. Their participation is indispensable to conceive policy and to obtain the support for the actions that will be pursued. Therefore, the local key stakeholders were asked about the preferable focus of the project. During the first meeting of the Panel of Local Stakeholders, the steering group members were asked about their recommendations for courses of actions.

The objective of the next phase of the REALISE project is to set up a successful contribution within a limited period. The variables to further determine the pilot interventions are therefore the size of the problem, the available resources, the cooperation with the already existing support services and the possibility to evaluate the actions taken.
3. INTRODUCTION

3.1. Formulation of the problem

It is generally assumed that the position of immigrants on the labour market is weaker than that of the autochthonous population. One of the explanations for this general statement is the average lower education level of immigrants.\(^2\) From this, one could deduce that high-skilled immigrants will be better off on the labour market. However, the labour market chances of high-skilled immigrants are lower than that of the autochthonous high-skilled population. The immigrants face more difficulties concerning the inflow on the Flemish labour market.\(^3\) One year after ending their studies in Belgium, 21% of the immigrants are still looking for a job, i.e. approximately 9% more than the graduates of the autochthonous population.\(^4\)

Also, the circulation of high-skilled immigrants on the labour market to higher functions occurs problematic; they face a hard time to get the higher-skilled jobs. A report of the European Commission, ‘Employment in Europe 2008’, finds third-country nationals in Europe disproportionately employed in jobs for which they are overqualified.\(^5\) An OECD-report of 2007 indicates that “in the EU and the OECD-area on average 50% of skilled immigrants between 15 and 64 years of age are inactive, unemployed or relegated to jobs for which they are overqualified”.\(^6\)

“Over-qualification” refers to problems with regard to the “job match”, the match between the education level and the employment level. An overqualified person exercises a job that requires less qualifications than the qualifications the person has obtained through education or work experience.\(^7\) To measure over-qualification the International Standard Classification of Occupations (ISCO) devised by the International Labour Office (ILO) is used to establish linkages between levels of qualification and educational levels as designated by the International Standard Classification of Education (ISCED).\(^8\)

The relevance of this study is on the one hand the handling of the problematic of high-skilled immigrants on the labour market. The assumption that high-skilled immigrants manage on their own, needs to be nuanced.\(^9\) It is true that the position of high-skilled immigrants on the labour market is better than that of the global group of immigrants. However there still exist

\(^3\) Vandevenne, G; Lenaers, S. 2007. Allochtoon Talent aan het werk: Kansen van hooggeschoolde allochtonen bij arbeidsmarkintrede.
\(^6\) OECD. 2007. Matching Educational Background And Employment: A challenge For Immigrants in Host Countries.
\(^7\) Geets, Johan. 2010. De arbeidsmarktpositie van (hoog)geschoolde immigranten: Een vergelijkende kwantitatieve studie van autoctonen en immigranten op basis van de enquête naar de arbeidskrachten met bijzondere aandacht voor ‘overkwalificatie’.
\(^8\) OECD. 2007. Matching Educational Background And Employment: A challenge For Immigrants in Host Countries.
significant differences concerning the (un)employment rate in comparison with the high-skilled autochthonous group.\textsuperscript{10} On the other hand, in the context of a tightened labour market the employer will be forced to exploit optimally the presence of allochthonous talent.\textsuperscript{11} The recognition of talent gets just as important for the employer as for the employee.\textsuperscript{12} Over-qualification means members of the work force are not realising their full potential in contributing to our economy and the quality of our labour market.\textsuperscript{13}

3.2. \textbf{REALISE project}

To improve the labour market position of high-skilled immigrants in Europe, the European Commission has approved the REALISE project.\textsuperscript{14} REALISE is a network of nine partners – three public institutions and six NGO’s – from seven EU member states and is funded under the European Integration Fund (INTI). The project fits in with the framework of the EU 2020 objectives of a dynamic and competitive Europe through the maximization of its human capital.

Focal point of the project is the problem of “over-qualification” of qualified non-EU-immigrants as an indicator of their integration on the local labour market in different EU member states.

The project has three expected results as stated in the project application form and approved by the European Commission, in addition to that of improving the employment situation of qualified third-country nationals themselves. These are:

1. Institutional development and improved governance for the integration of skilled third-country nationals in the labour market through the establishment of Panels of Local Key Stakeholders (PLS) which are a means to create stakeholders relationships and better activate existing ones in order to produce better involvement and participation in policy design and execution.
2. Capacity building of participating institutions which will be able to reinforce and revitalise their existing structures and build know-how.
3. Increased knowledge on the subject of over-qualification of migrants in the European Union.

3.3. \textbf{Research questions}

The Local Diagnoses of Severity and Cause (LDR) is the cornerstone for achieving these expected resulted, on which the entire REALISE project will be built. It is therefore important that the diagnosis be accurate and complete.

\textsuperscript{10} Integratiedienst Stad Gent. 2011. Omgevingsanalyse Project Hooggeschoolde Allochtonen.
\textsuperscript{12} Vandevenne, G; Lenaers, S. 2007. Allochtoon Talent aan het werk: Kansen van hooggeschoolde allochtonen bij arbeidsmarktintrede.
\textsuperscript{13} http://realise2020.wordpress.com/tools-resources/
http://realise2020.wordpress.com/about/
In the construction of the LDR there are distinguished three essential steps. The first step is to create a Panel of Local Key Stakeholders (PLS). The second step is to carry out a local diagnosis of severity and cause of over-qualification. The third step is to present and discuss with the members of the PLS the findings of the local diagnosis.

The LDR is meant to answer 2 key questions:

1. How severe is the situation of over-qualification of third-country nationals in Ghent? (Severity diagnosis)
2. Why are third-country nationals overqualified in Ghent? (Multiple-cause diagnosis)

The project focuses on the group of qualified non-EU-immigrants. It covers qualified people coming from outside the EU-27 (non-EU or third-country). Qualified refers to people who hold professional or higher education qualifications. In Belgium, “Arbeidsmarkt Vraag en Aanbod Statistieken” (ARVASTAT) defines three categories with regard to the level of education: low-skilled, medium-skilled and high-skilled. The low-skilled category consists mainly of those persons that have completed the primary education or the first degree of secondary education. The medium-skilled category includes those persons that have completed the third degree of secondary school, the fourth degree of vocational training or the higher vocational training. The high-skilled category consists of those persons that have obtained a professional or academic bachelor or a master degree.

3.4. Construction of the report

This report provides a detailed account of the problem of over-qualification of third-country nationals in Ghent in order to be able to develop concrete and adapted actions in a later phase of the project.

The report consists of three parts:

- The first part – labour market situation of Ghent
- The second part – profile of immigrants in Ghent
- The third part – over-qualification situation of high-skilled immigrants in Ghent.

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4. RESEARCH DESIGN AND METHODOLOGY

4.1. Research questions

The objective of this local diagnosis report is to provide a detailed account of the problem of over-qualification of third-country nationals in Ghent in order to be able to develop concrete and adapted actions in a later phase of the project.

More concrete, this report addresses the following research questions:

1. How severe is the situation of over-qualification of third-country nationals in Ghent? (Severity diagnosis)
2. Why are third-country nationals overqualified in Ghent? (Multiple-cause diagnosis)

The severity diagnosis is meant to find out how many and which immigrants are affected by the phenomenon of over-qualification. The multiple-cause diagnosis is meant to determine the multiple factors that are locally most contributing to the problem of over-qualification and to classify them by degree of importance.

4.2. Methodology

This report covers the results of both desk research and analysis of semi-structured interviews with organisations that work with high-skilled immigrants, high-skilled immigrants and employers.

4.2.1. Desk-based research

Desk-based research was done on
- the main characteristics of the local labour market,
- on the profile of immigrants in Ghent,
- on the over-qualification situation of high-skilled immigrants in Ghent.

Different sources were consulted to outline the context of Ghent. ARVASTAT, an application of the Flemish Official Employment Service (VDAB), was consulted to provide statistics about the local (un)employment situation. ARVASTAT data are available to municipal level and are actualised monthly.

In order to get insight in the problem of over-qualification recent literature was consulted. The research included academic reports on the one hand and environment analyses made by local stakeholders on the other hand. The publications of Johan Geets, a scientific researcher specialised in the matter of the labour market position of high-skilled immigrants, were of great importance. Where possible data were related to the local situation, otherwise data on the Flemish or national level were reported.

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4.2.2. **Field research**

Semi-structured interviews were conducted with key people or organisations that may significantly influence the success of the project; local organisations that are working with high-skilled immigrants, high-skilled immigrants and employers (Annex 1).

Based on the expertise of Kom-Pas Ghent, the Belgian coordinating centre for the REALISE project, key organisations in Ghent were identified. Persons in charge of those organisations were contacted by e-mail and by phone to inform them about the project and to invite them to contribute to the local diagnosis process. Detailed information regarding the organisations involved in the research subject, is provided in annex (Annex 2). Eight organisations consented to participate in the interviews.

Next, a purposive sample of five high-skilled immigrants was selected in order to obtain maximal diversity (age, gender, country of origin and employment status). The respondents have been reached through migrant organisations and personal contacts of the field researcher.

Finally, an effort was made to involve local employers in the local diagnosis. The Human Resource Departments of the six biggest companies from the region were contacted. One of them agreed to participate. The others were reluctant to share information regarding this topic.

All interviews were conducted and analysed following standardised procedures. There has been opted for semi-structured interviews. An interview guide was developed based on the literature review (Annex 3). All interviews were audio taped and transcribed verbatim for coding and analysing. The interviews took place at the workplace of the researcher or the workplace of the respondent. The interviews were conducted in October and November 2011. The duration of the interviews varied from 15 minutes to 44 minutes.

The data were analysed by the framework approach for policy relevant qualitative research (familiarisation, identifying a thematic framework, indexing, charting, mapping and interpretation).¹⁷

This field research has not the ambition to give a representative description of the position of the high-skilled immigrants on the labour market. The objective of this phase is to gain insight in subject of research, namely the scope and causes of the phenomenon of over-qualification in Ghent.

4.2.3. **Panel of Local Stakeholders**

A Panel of Local Stakeholders (PLS) has been set up as part of the local diagnoses for severity and cause as PLS members are themselves key information providers for undertaking the research and also proposing actions to address the situation of immigrants over-qualification.

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¹⁷ [http://www.slideshare.net/adfigueiredo/qualitative-research-methods](http://www.slideshare.net/adfigueiredo/qualitative-research-methods)
Purposes of the PLS are on the one hand to better conceive policy and actions – by benefiting from the insight of those affected by and most concerned with such policies and actions. On the other hand to obtain the support of the members of the PLS for the policies and actions that will be pursued.

The PLS consists of key actors from business, public and third sectors and, crucially, members and representatives of the target group, who gather to jointly define and identify the problem and what best to do about it locally.

The first meeting of the PLS was set up with the following objectives:

- To inform the members about the REALISE project
- To convince the members about the added value the project could be in relation to their own objectives.
- In order to receive and to retain the support of the local stakeholders, the meeting asked after their opinions about the further implementation of the project in Ghent.

The first meeting took place on the 22th of December 2011. Seven stakeholders were present; five key organisations and two members of the target group. (Annex 3)
5. ANALYSIS AND FINDINGS

5.1. General labour market situation

5.1.1. Economic activity

Ghent is known for its rich industrial past in the textile industry.\textsuperscript{18} Despite the deterioration of this traditional branch, the industrial sector remains important for the economy and employment in Ghent. The majority of the industrial activities is situated in the Port of Ghent. The port functions as the centre of gravity in the environmental planning of the economics of the city. Companies like ArcelorMittal Ghent (steel industry) and Volvo (car industry) illustrate the persistent importance of the industrial sector.

Since the Eighties, the food industry is an important part of the economic activity. This trend is illustrated by the establishment of big companies like Coca Cola (production and distribution), Cornby (meat-packing) and Hot Cuisine (meals).

On the basis of the industrial activities, there has risen an enormous commercial industry with lots of financial services, transport companies, engineering offices, etcetera. Among this sector, also the retail trade is worth mentioning; Ghent has largely 5750 business affairs and catering establishments.

Finally, the most important economic activity of Ghent is situated within the quaternary or non-commercial sector. Ghent is one of the most important care centres of Flanders with the availability of seven hospitals, three psychiatric institutions and thirty-one rest homes. At the same time, Ghent provides an extensive offer of educational activities within the University of Ghent and diverse colleges of higher education.

5.1.2. Sectorial distribution

Main sectors of economic activity in Ghent are the tertiary and quaternary sector; together they form 75\% of the employment (Table 1).\textsuperscript{19} The quaternary sector has a provision of nearly 42\% of the total job offer in Ghent. Within this sector, especially healthcare and social services are important employers with around 15\% of jobs, followed by education and government services that provide respectively 13\% and 9\% of jobs.

With the supply of 32\% of the total job offer, the tertiary sector is highly important as well. The sector of the financial services, assurances and services to companies provides about 14\% of the jobs. Other important providers of employment are the retail trade (9\%), transport, storage and communication (6\%) and catering (2,5\%).

\textsuperscript{18} http://www.gent.be/eCache/THE/1/863.html
\textsuperscript{19} http://www.gent.be/eCache/THE/1/863.html
Although the importance of the tertiary and quaternary sector of the economy increases at the expense of the primary and secondary sector, the secondary sector remains very important with a share of 25% of the employment in Ghent. The majority of the industrial activities are related to the Port of Ghent, that provides directly and indirectly around 65,000 jobs. The primary sector (agriculture) only plays a limited complementary role in Ghent. In comparison with the average of the Flemish regions, the secondary, tertiary and quaternary sector are all strongly represented in Ghent.20

Table 1/ Employment by sector of the economy21

<table>
<thead>
<tr>
<th>Sector of the Economy</th>
<th>Employment Share</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary sector</td>
<td>42%</td>
</tr>
<tr>
<td>Secondary sector</td>
<td>25%</td>
</tr>
<tr>
<td>Tertiary sector</td>
<td>32%</td>
</tr>
<tr>
<td>Quaternary sector</td>
<td>1%</td>
</tr>
</tbody>
</table>

Research shows that the economic crisis reinforces the declining importance of the industrial sector of the economic activity.22 A prognosis indicates that the industrial revenue will decrease from 30.2% in 2007 to 28.9% in 2014. At the same time, the prognosis forecasts that the importance of the tertiary sector will increase from 68.5% in 2007 to 69.7% in 2014. Within this sector, especially the branches health services, social services and government and education will become more significant.

An outline of the vacancies released in Ghent in 2010 (Table 2) indicates the importance of the tertiary and quaternary sector concerning the employment. The schedule below gives an overview of the ten sectors with the largest number of vacancies.

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20 Faiza Djait (Departement WSE), Dave Boussé en Wim Herremans (Steunpunt WSE) De arbeidsmarktsituatie van migranten en hun nakomelingen in Vlaams en Europees perspectief. 2011.  
Table 2/ Top ten sectors with the largest number of vacancies set out in 2010\textsuperscript{23}

<table>
<thead>
<tr>
<th>Sector of the company that offers the vacancy</th>
<th>Vacancies 2010</th>
<th>Vacancies subdivided by educational level</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Low-skilled</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Mid-skilled</td>
</tr>
<tr>
<td></td>
<td></td>
<td>High-skilled</td>
</tr>
<tr>
<td>Temporary Employment Agencies (tertiary sector)</td>
<td>6561</td>
<td>3357</td>
</tr>
<tr>
<td></td>
<td></td>
<td>572</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2632</td>
</tr>
<tr>
<td>Commercial services (tertiary sector)</td>
<td>3884</td>
<td>1970</td>
</tr>
<tr>
<td></td>
<td></td>
<td>276</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1638</td>
</tr>
<tr>
<td>Social services (quaternary sector)</td>
<td>2969</td>
<td>1879</td>
</tr>
<tr>
<td></td>
<td></td>
<td>510</td>
</tr>
<tr>
<td></td>
<td></td>
<td>580</td>
</tr>
<tr>
<td>Wholesale and retail trade (tertiary sector)</td>
<td>2619</td>
<td>1869</td>
</tr>
<tr>
<td></td>
<td></td>
<td>427</td>
</tr>
<tr>
<td></td>
<td></td>
<td>323</td>
</tr>
<tr>
<td>Education (quaternary sector)</td>
<td>2117</td>
<td>688</td>
</tr>
<tr>
<td></td>
<td></td>
<td>130</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1299</td>
</tr>
<tr>
<td>Building industry (secondary sector)</td>
<td>1217</td>
<td>814</td>
</tr>
<tr>
<td></td>
<td></td>
<td>272</td>
</tr>
<tr>
<td></td>
<td></td>
<td>131</td>
</tr>
<tr>
<td>Public administration (quaternary sector)</td>
<td>1175</td>
<td>714</td>
</tr>
<tr>
<td></td>
<td></td>
<td>264</td>
</tr>
<tr>
<td></td>
<td></td>
<td>197</td>
</tr>
<tr>
<td>Health services (quaternary sector)</td>
<td>932</td>
<td>338</td>
</tr>
<tr>
<td></td>
<td></td>
<td>180</td>
</tr>
<tr>
<td></td>
<td></td>
<td>414</td>
</tr>
<tr>
<td>Catering and tourism (tertiary sector)</td>
<td>876</td>
<td>611</td>
</tr>
<tr>
<td></td>
<td></td>
<td>151</td>
</tr>
<tr>
<td></td>
<td></td>
<td>114</td>
</tr>
<tr>
<td>Drinks, food and tobacco (tertiary sector)</td>
<td>793</td>
<td>662</td>
</tr>
<tr>
<td></td>
<td></td>
<td>71</td>
</tr>
<tr>
<td></td>
<td></td>
<td>60</td>
</tr>
</tbody>
</table>

Of the 28,090 vacancies that have been released in Ghent in 2010, the employment agency and employment-finding sector provides 23% of all vacancies, the commercial services 14% and the social services 10%.

The vacancies are subdivided by level of education. Figures about the level of education of the population in Ghent are not available. However, in 2009 26% of the of the total working population in Belgium is low-skilled, 40% is medium-skilled and 34% is high-skilled.\textsuperscript{24}

5.1.3. Employment rate of the general population

In 2009 66.03% of the professionally active population of Ghent works (whereby 69.77% of this group are men and 62.16% are women). Nearly 10% of this working population are between 18 and 24 years old.\textsuperscript{25} Ghent has a job offer of more than 100%, which signifies that there are more jobs available than people of Ghent that are presenting themselves on the labour market. Therefore Ghent is also an important provider of employment for job-seekers from surroundings.

The total labour force in 2009 consists of 115,210 persons, an increase of 3,569 units in comparison with 2007.\textsuperscript{26} This evolution is not only the result of a growing population. Also the activity degree (the relation between the professionally active population and the entire

\textsuperscript{23} http://arvastat.vdab.be/arvastat/werkaanboddetail_results.jsp

\textsuperscript{24} Faiza Djait (Departement WSE), Dave Boussé en Wim Herremans (Steunpunt WSE) De arbeidsmarktsituatie van migranten en hun nakomelingen in Vlaams en Europees perspectief. 2011.


\textsuperscript{26} Vlaamse Overheid Bedrijfsinformatie Platform (VOBIP). 2011. Bevolking naar socio-economische positie volgens steunpunt WSE.
population of a professionally active age) has increased. However within the working population, the number of Belgians decreases because of the sharp rise in the ageing population. This decline is compensated by the increase of the non-Belgians and especially the number of new EU+12 residents that have a working age.

Ghent has a job offer of more than 100%, which signifies that there are more jobs available than people in Ghent that are presenting themselves on the labour market. Therefore, Ghent is also an important provider of employment for job-seekers from surroundings.

5.1.4. **Unemployment rate of the general population**

In 2011 an average unemployment rate of 10.83% in Ghent. A high unemployed rate is a typical metropolitan phenomenon; the Flemish average of 2011 is 6.65%.

5.1.5. **Over-qualification of the general population**

The Inquiry into the Labour Forces (EAK) in Belgium of 2007-2008 points out that approximately 59% of the total working population in Belgium is adequately qualified, 28% is underqualified and 13% is overqualified. Concerning only the high-skilled working population, there is an increase observable, namely 22% of this subgroup is overqualified.

Based on the data of the Inquiry into Labour Forces in Belgium for the period of 2007-2008 (EAK), Johan Geets distinguishes 9 factors that determine the over-qualification degree within the total group of the Belgian working population (Table 3).

Because of the subject of research, only the variables that have effect on the high-skilled group of the working population are outlined. They can be categorised in “socio-demographic information”, factors with regard to "the level of education" and factors on the subject of "employment".

| Table 3/ Factors determining over-qualification within the total working population |
|---------------------------------|---------------------------------|---------------------------------|
| Socio-demographic information   | Level of education              | Employment                      |
| 1. Gender                       | 4. Level of education           | 6. Assistance to find a job      |
|                                 |                                 | 9. Seniority                     |

---

28 The Inquiry into the Labour Forces (EAK) in Belgium is a socio-economic inquiry to categorise the active population (from 15 years) in three exhaustive and distinguished groups (namely employed persons, unemployed persons and non-active persons), and to obtain and explain about each of these categories the available data.
29 http://statbel.fgov.be/nl/statistieken/gegevensinzameling/enquetes/eak/
30 Geets, Johan. 2010. De arbeidsmarktpositie van (hoog)geschoolde immigranten: Een vergelijkende kwantitatieve studie van autochtonen en immigranten op basis van de enquête naar de arbeidskrachten met bijzondere aandacht voor ‘overkwalificatie’
- **Gender**: Women are more often overqualified than men; 80% of the high-skilled men have an adequately job match against 75% of the high-skilled women.

- **Age**: The older the person gets, the lower the risk on over-qualification. This is connected to the criterion of seniority (cf. *supra*).

- **Country of origin**: Concerning the country of origin of high-skilled immigrants there are remarkable differences in the over-qualification degree. The EAK-data indicate that EU-15-residents and other OECD-residents obtain approximately the same number of over-qualification as the autochthonous population (22%). Naturalised Belgians and EU+12-residents are more often overqualified (28%) but maintain a relatively low number in comparison with other non-OECD-residents (58%) and the Turkish and Moroccan population (62%).

- **Level of education**: The higher the level of education, the higher the over-qualification degree. Within the total working population, the over-qualification degree is 13%. When only looking at the high-skilled population, the over-qualification degree is 22%. Graduates who obtain an academic bachelor or master or a professional bachelor are more liable to be overqualified than graduates without a diploma of higher education.

- **Branch of study**: Certain disciplines show a higher degree of over-qualification than the average, such as law, notaryship, criminology, languages, art, behavioural sciences, etc. Other diplomas lead to less over-qualification, such as pharmaceutics, technical sciences, physiotherapy, etc.

- **Assistance to find a job**: High-skilled immigrants are more likely to be overqualified when they need assistance to find a job. The over-qualification degree of high-skilled immigrants who received help of the public services for employment-finding increases in comparison with the high-skilled immigrants who claim that they didn’t receive assistance. The over-qualification degree of high-skilled immigrants who received help from private services for employment-finding (e.g. employment agencies) is even higher.

- **Employment sector**: The highest over-qualification degree is situated in the industrial sector, followed by the financial institutions and the housekeeping sector. The educational sector is the sector with the lowest over-qualification degree and with the greatest share of adequately qualified persons.

- **Employment contract**: Employees with a permanent contract are less often overqualified than employees with a temporarily contract. Employees who work part-time are more vulnerable to over-qualification than employees who have a full-time job.

- **Seniority**: The higher the seniority, the lower the over-qualification. Employees who have one year or less seniority are in 16% of the cases overqualified. After 20 years of seniority this decreases to 8%, after 30 years to 5%.
5.2. Profile of immigrants in Ghent

5.2.1. Number of immigrants in Ghent

On the 31st December 2010 there were 246,719 inhabitants in Ghent. The total number of non-Belgian residents at the end of 2010 is 29,161 persons (Table 4).\(^{31}\)

The number of non-Belgians increased by 2821 in comparison with the year before. The migration rate of non-Belgians reached a peak with 2934 more arrivals than departures.\(^{32}\)

<table>
<thead>
<tr>
<th></th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Belgians</td>
<td>106,336</td>
<td>111,222</td>
<td>217,558</td>
</tr>
<tr>
<td>- Non-Belgians</td>
<td>15,086</td>
<td>14,075</td>
<td>29,161</td>
</tr>
</tbody>
</table>

This means that in 2010 13.4% of the total population in Ghent is born outside Belgium. This number is higher than the Flemish average of nearly 10% of residents born in another country than Belgium.\(^{34}\)

5.2.2. Characteristics of the immigrant population in Ghent

5.2.2.1. Country of origin

In Ghent, the majority of people living in Belgian but born in another country, are from EU-15 countries. This group contains mainly immigrants out of the Netherlands, followed by immigrants out of France, Spain, Italy and Germany.

Of the EU+12 countries, most of Ghent new residents are from Bulgaria and Slovakia. The remarkable rise of EU immigrants in Ghent since 2004 is the result of the accession of ten new countries to the European Union, as stated below.

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\(^{34}\) Faiza Djait (Departement WSE), Dave Boussé en Wim Herremans (Steunpunt WSE) De arbeidsmarktsituatie van migranten en hun nakomelingen in Vlaams en Europees perspectief. 2011.
Concerning the non-EU-countries, the traditional immigration countries remain strongly represented in the number of immigrants in Ghent. It concerns Turkey and the Maghreb countries Morocco, Tunisia and Algeria. The large presence of Turkish people in Ghent has its roots in the sixties when a lot of Turkish migrants came to work in the unpopular and hard textile industry. The Turkish Ministry of Labour was in charge of the selection and recruitment. Many Turkish citizens of Ghent hail from the same region around the city of Emirdağ. Next to these traditional immigrant non-EU-countries, there is a large inflow of immigrants from Russia and Ghana.

Table 6/ Top ten countries of origin of non-Belgians in Ghent in 2010

<table>
<thead>
<tr>
<th>Country of origin</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bulgaria</td>
<td>5.112</td>
</tr>
<tr>
<td>Turkey</td>
<td>4.713</td>
</tr>
<tr>
<td>The Netherlands</td>
<td>2.398</td>
</tr>
<tr>
<td>Slovakia</td>
<td>1.836</td>
</tr>
<tr>
<td>Poland</td>
<td>1.057</td>
</tr>
<tr>
<td>Morocco</td>
<td>945</td>
</tr>
<tr>
<td>France</td>
<td>791</td>
</tr>
<tr>
<td>Spain</td>
<td>629</td>
</tr>
<tr>
<td>Russia (Federation of)</td>
<td>602</td>
</tr>
<tr>
<td>Ghana</td>
<td>534</td>
</tr>
</tbody>
</table>

---

5.2.2.2. **Gender / Age**

In the past the male population of the immigrants in Ghent was overrepresented in comparison with the female population. This was particularly the result of incomplete family reunions.

In 2010 this preponderance of male immigrants isn't noticeable anymore. Nowadays there is no remarkable difference between the ratio of male and female immigrants in comparison with the autochthonous population.

**Table 7/ Age and gender of the non-Belgians residents**\(^\text{38}\) in comparison with age and gender of the Belgian residents\(^\text{39}\)

The average age of the immigrants differs from the average age of the autochthonous population. Immigrants of the middle age group (25 – 49 years old) are overrepresented while immigrants of the youngest and oldest age group are underrepresented.

The average age of the Belgians is 40 years. Non-Belgians are on an average 8 years younger than Belgian residents of Ghent.

5.2.2.3. **Motive of migration**

Concerning the inflow in Ghent in 2010, family-related migration is the main immigration channel (2056 persons, 34% of total inflow).\(^\text{40}\) 50% is marriage migration, 40% child migration and 10% parents migration.

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Labour migration is the second channel (1652 persons, 27% of the total inflow). Hereof 10% are third-country nationals and 90% are union citizens.

Student migration ranks third (1309 persons, 22% of the total inflow). Large half is third-country national (742 persons).

Regularization ranks fourth (323 persons, 5% of new registrations). This regularization is mainly based on humanitarian grounds (297 persons) and on occasion on medical grounds (25 persons).

Migration based on international protection statuses is a rather marginal immigration channel for the migration flow in Ghent (72 persons, 1% of the total inflow).

5.2.2.4. **Level of education**

A recent trend with regard to the characteristics of the immigrant population, is the increasing trend of the level of education. This is partly explainable by the rising level of education of the younger population in the country of origin.\(^{41}\)

There exist significant differences within the different immigrants subgroups concerning the level of education.\(^{42}\) The level of education of non-EU-immigrants is on average much lower than that of the autochthonous population and the EU-immigrants. Concerning the Belgian figures in 2009, largely 46% of the non-EU-immigrants have completed at the most primary school in comparison with 33% of the EU-immigrants and with 26% of the autochthonous population. Only 29% of the non-EU-immigrants is medium-skilled against 34% of the EU-immigrants and 40% of the autochthons. Only 25% of the non-EU-immigrants is high-skilled against largely one third of the autochthons or the EU-immigrants.

To describe the situation in Ghent, it is useful to make a further distinction within the group of the non-EU-immigrants since there exist a big difference between the level of education of the Turkish and Maghreb immigrants and that of the other non-EU-immigrants.\(^{43}\) Within the first group, most of the immigrants have only obtained the first degree of secondary school and in comparison with the EU-immigrants only 1/3 or less is educated in higher education. In other words, the education level of the Turkish and Maghreb group in Ghent is in general lower than that of the EU-immigrants. That is not the case for the other non-EU-immigrants. A great share of this group has obtained a diploma of the secondary school or even a diploma higher education.

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\(^{41}\) Geets, Johan. 2010. De arbeidsmarktpositie van (hoog)geschoolde immigranten: Een vergelijkende kwantitatieve studie van autochtonen en immigranten op basis van de enquête naar de arbeidskrachten met bijzondere aandacht voor ‘overkwalificatie’.

\(^{42}\) Faiza Djait (Departement WSE), Dave Boussé en Wim Herremans (Steunpunt WSE) De arbeidsmarktsituatie van migranten en hun nakomelingen in Vlaams en Europees perspectief. 2011.

\(^{43}\)
5.2.2.5. Employment

The country of origin is of an important influence on the position on the labour market. In 2009, persons (15 – 64 years old) born in Belgium (and living in Flanders) achieve the highest employment rate (66.8%), followed by other EU-residents (64.2%). The employment rate of persons born outside the European Union is 17% lower than the employment rate of the Flemish residents.

Table 9/ Employment rate (%) by country of origin, Flanders 2009

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44 Faiza Djait (Departement WSE), Dave Boussé en Wim Herremans (Steunpunt WSE) De arbeidsmarktsituatie van migranten en hun nakomelingen in Vlaams en Europees perspectief. 2011.
In Ghent the employed immigrants are highly overrepresented in the primary sector (agriculture and horticulture) and strongly underrepresented in the quaternary sector (non-commercial services: government, health services, education, …).\textsuperscript{46} With regard to the underrepresentation in the quaternary sector, it is important to refer to the significance of this sector in Ghent with 40% of the job offer. The share of the allochthonous working population in temporary employment is remarkably higher than that of the autochthons; the immigrant men work three times more in temporary contracts, the immigrant women two times more. The percentage of immigrants who work with a workers statute is twice as much than the autochthons and less with an employment contract or as public servants than the autochthonous working population.

In Ghent the share of self-employed non-EU-immigrants is remarkably lower than the share of the Belgian population. In 2009 there were 20.639 persons with a self-employed statute, which is 13,3% of the total working population.\textsuperscript{47}The EU-15-group obtains approximately the same number. The EU+12 has with 16,1% a bigger share of self-employed persons which is mainly the result of the large number of self-employed Bulgarians. An explanation for this large number is the transitional period that counts for the Bulgarians and Romanians with regard of being allowed to work in EU countries.\textsuperscript{48}

\subsection*{5.2.2.6. Unemployment}

Within the immigrant population there need to be distinguished different high-risk groups. A comparison of the number of job-seekers in Ghent for the term of 2007-2011\textsuperscript{49}, indicates that the number of the EU-15 NWWZ is rather low; the employment rate decreases with 5,8%, which is a better score than the Flemish average where there is a still a small increase with 0,6%.

\textsuperscript{46} Integratiedienst Stad Gent. 2011. Omgevingsanalyse thema werk ter voorbereiding beleidsplan ECD 2012-2014.
\textsuperscript{48} Due to transitional restrictions, Bulgarians and Romanians can’t settle them as employees or as job-seekers so they inscribe themselves as self-employed in the absence of an alternative.
For the same term, the unemployment rate of the EU+12 in Ghent is four times higher than that of the EU-15. Within this group it are mainly the Bulgarians and the Slovakian population that are affected by unemployment. Conversely, the Polish population has an unemployment rate that is lower than that of the EU-15 or that of the Belgian population.

The number of non-EU-immigrants that are unemployed increases in Ghent with 14,4% for the Turkish-Maghreb group and with 39% for the other non-EU-immigrants. One positive recent evolution is that the unemployment rate of the Turkish-Maghreb group decreases faster from 2010 to 2011 than for the EU-15-group. From the other non-EU-immigrants the origins with the three highest numbers of job-seekers are persons from Russia, ex-Yugoslavia and Ghana. However people from Afghanistan, Albania and Iraq contend with a high degree of unemployment. By contrast, the immigrants from India and China score better with a low unemployment rate.

The recent economic crisis had big influences on the immigrant working population. An explanation for the higher vulnerability of the immigrants to the economic situation is their position on the labour market. The immigrants are often employed in the secondary and tertiary sector which are sectors that are sensitive to the economic climate. They are less often employed in the more stable quaternary sector.
5.3. Immigrant over-qualification situation

5.3.1. Degree of over-qualification of immigrant population

According to the Centre of Inequality, Poverty, Social exclusion and the City (OASES) 32% of the high-skilled non-EU-residents and 46% of the working non-EU residents contends with poverty in Belgium.\(^{50}\) The main reason of this is that high-skilled immigrants often exercise a job below their qualifications, argued the publication.

High-skilled immigrant go through a waiting period that takes twice as long as that of the autochthonous population before they find their first job.\(^{51}\) And a report of the of the States General for Integration (2010) argues that only 3% of all newcomers finds a job on his or her educational level in Dutch-speaking Belgium.\(^{52}\)

There are no numerical data of the high-skilled immigrants that are underemployed for the local situation of Ghent. These persons often belong to the category of job-seekers but they are not included in the statistics.\(^{53}\)

There are statistics available about the high-skilled non-EU-immigrants that are unemployed. In September 2011 this number is 532 in Ghent, which corresponds to 18,6% of the total group of unemployed high-skilled persons in Ghent.\(^{54}\)

Within the group of high-skilled non-EU-immigrants job-seekers, there can be distinguished 76 different countries of origin.\(^{55}\) The most important countries by number of high-skilled third-country nationals are Russia (105), Turkey (55), Morocco (36) and Iran (26). The Turkish and Maghreb population counts 123 persons which is about one fifth part of the total group high-skilled non-EU-immigrants in Ghent.

5.3.2. Factors determining over-qualification in the immigrant population

The group of the ‘high-skilled immigrants’ can’t be seen as a monolithic group because it includes different subpopulations, each with their specific characteristics and problems.\(^{56}\) The employment problematic with regard to the diploma and the knowledge of the national languages will for example create a different effect on the high-skilled newcomers than on the high-skilled persons of immigrant origin. It is important to subdivide the immigrant

\(^{50}\) Diensten voor het Algemeen Regeringsbeleid en Studiedienst van de Vlaamse Regering. 2011. Vlaamse Armoedemonitor.
\(^{52}\) Marx, I; Vermeulen, A; Corluy, V. 2010. Staten-Generaal voor Inburgering en Integratie, Werkgroep werk.
\(^{54}\) http://arvastat.vdab.be/arvastat/werkloosheid_results.jsp
\(^{55}\) http://arvastat.vdab.be/arvastat/werkloosheiddetail_results.jsp
\(^{56}\) SERV. Commissie Diversiteit. 2008. Advies van de commissie Diversiteit over hooggeschoolde allochtonen en de Vlaamse arbeidsmarkt.
population by group-specific barriers because the different subgroups will need an adapted policy and coaching.

The 9 factors that determine over-qualification within the total working population (cf. 5.1.3), are also of influence on the over-qualification degree within the immigrant population. Moreover, Geets distinguishes four extra factors are of importance for this population. It concerns the motive of migration, the length of stay, the knowledge of national languages and the recognition of the foreign competences.

Table 10: Factors determining over-qualification within the immigrant population

<table>
<thead>
<tr>
<th>Socio-demographic Information</th>
<th>Level of education</th>
<th>Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Gender</td>
<td>4. Level of education</td>
<td>6. Assistance to find a job</td>
</tr>
<tr>
<td>10. Motive of migration</td>
<td>12. Knowledge of national languages</td>
<td></td>
</tr>
<tr>
<td>11. Length of stay</td>
<td>13. Recognition of foreign competences</td>
<td></td>
</tr>
</tbody>
</table>

- **Motive of migration**: The over-qualification degree is also determined by the motive of migration. The EAK-data\(^{51}\) indicate big differences between immigrants who came to Belgium because of international protection (80%), because of familial reasons (30%), because of work (29%) or because of study (16%). These numbers decrease with the length of stay.

- **Length of stay**: The percentage of overqualified high-skilled immigrants decreases with the length of stay for every immigrant group; the longer the non-EU-immigrant stays in Belgium, the bigger the chance to be adequately qualified. The decrease in over-qualification degree depends however of the country of origin. With regard to the EU-27 residents that are living in Belgium, after more than 5 years there is a decrease from 29%

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\(^{57}\) Geets, Johan. 2010. De arbeidsmarktpositie van (hoog)geschoolde immigranten: Een vergelijkende kwantitatieve studie van autochtonen en immigranten op basis van de enquête naar de arbeidskrachten met bijzondere aandacht voor ‘overkwalificatie’.

\(^{58}\) Geets, Johan. 2010. De arbeidsmarktpositie van (hoog)geschoolde immigranten: Een vergelijkende kwantitatieve studie van autochtonen en immigranten op basis van de enquête naar de arbeidskrachten met bijzondere aandacht voor ‘overkwalificatie’.


\(^{60}\) Geets, Johan; Levrau, Francois. 2010. ZOEM Steunpunt Gelijkekansenbeleid zoemt in op de arbeidsmarktpositie van hooggeschoolde immigranten.

\(^{61}\) The Inquiry into the Labour Forces (EAK) in Belgium is a socio-economic inquiry to categorise the active population (from 15 years) in three exhaustive and distinguished groups (namely employed persons, unemployed persons and non-active persons), and to obtain and explain about each of these categories the available data.
to 12%. For the category of immigrants of outside the European Union, this decrease is only observable after 11 years of residence in Belgium.

- **Knowledge of national languages**: The knowledge of one of the national languages is indispensable to be adequately qualified. Newcomers from Turkey, the EU+12-countries and the non-EU countries often have to learn one of the national languages to find a job. This group of immigrants are more often overqualified than those persons who already knew one of the national languages have less chance to be overqualified.

- **Recognition of foreign competences**: The recognition of the foreign diploma has a strong hold on the over-qualification degree: 65% of the high high-skilled immigrants who don't receive the recognition are overqualified. Furthermore, the literature states that both the chances to get a diploma recognised as well as the effect of the recognition are connected to the criterion of the country of origin. The residents from EU-27-countries have a better chance to receive recognition for the foreign diploma than the non-EU immigrants. The effect of the recognition is lower for the non-EU immigrants than for the EU-27 immigrants.

5.3.3. **Evolution of over-qualification within the immigrant population**

Concerning the evolution of over-qualification within the immigrant population, Geets concludes that the risk that the immigrant will always be overqualified increases by some variables.\(^\text{62}\) The most important are not requiring the recognition of the foreign diploma, being subjected to financial pressure, taking care of remittances and already having financially dependent family members living in Belgium on the moment of migration.

\(^{62}\) Geets, Johan. 2010. De arbeidsmarktpositie van (hoog)geschoolde immigranten: Een vergelijkende kwantitatieve studie van autochtonen en immigranten op basis van de enquête naar de arbeidskrachten met bijzondere aandacht voor ‘overkwalificatie’.
5.4. Legal, Policy and Service framework

5.4.1. Immigrants' access to the labour market

Access to the labour market and foreigners’ rights come under the competences of the federal government. Generally, immigrants who want to work in Belgium require a work permit (A, B or C). Below, there is made a distinction between immigrants who came to Belgium within the framework of labour migration and those who came to Belgium on the basis of a reunification of the family.

5.4.1.1. Labour migration

The immigrant who comes to Belgium within the framework of labour migration, needs to have certain documents. It concerns travel documents that are valid for at least one year, a recent certificate of good conduct, a medical certificate and a work permit.63 The work permit needs to be requested by a Belgian employer and needs to be delivered with a labour card B. This labour card B is a card especially for labour migrants and is valid for one specific function by one specific employer.64 The card needs to be requested when the immigrant is still in the country of origin. After a year it is the responsibility of the employer to request the lengthening of the labour card B. The foreign employee isn't obligated to exercise the same job for which the first labour card B was distributed.65

Some categories of immigrants are exempted from the obligation to have a labour card B. These immigrants can search unrestricted for a job, like Belgian residents, without the need to ask permission at the qualified authorities. This is the case for residents of a member state of the European Economic Area (EEA, the countries of the European Union and Iceland, Norway and Liechtenstein) and immigrants with an unlimited residence permit in Belgium. It is also the case for immigrants that are in Belgium for a small assignment (journalists, artists, top-class sportsmen, sales representatives, etc.).

5.4.1.2. Reunification of the family

Immigrants that receive a residence permit on the basis of their family ties with someone that already has a residence permit in Belgium, can also work in Belgium under certain conditions. Once the immigrant receives permanent residence status, they are exempted from the obligation to have a labour card. If they find an employer who is willing to employ them, they can start working.

Concerning the reunification with Belgians or EU-residents, the husband, the (grant)children younger than 21 years and the grandparents are exempted from the obligation to have a labour card B. For the moment, this exemption doesn’t count for the family members of EU-

63 http://www.werk.belgie.be/defaultTab.aspx?id=4888
residents out of one of the two new EU-member states (Romania and Bulgaria). They are subordinated to a transitional measure. They are only exempted from the labour card B if they want to exercise an independent profession.

Concerning the reunification with third country nationals, these immigrants receive the first three years only a temporarily residence. During this period they can work if they apply for the labour card C. It is the employee himself that needs to request for this kind of labour card. Once delivered, the immigrant can work with this labour card by any employer and for any function. The labour card C is valid for at least one year.

5.4.2. Recognition of foreign competences for the purpose of work

Recognition of foreign qualifications is almost indispensable for getting access to the Belgian labour market.\textsuperscript{66} Especially with regard to regulated professions (of which the practice is regulated by law, e.g. medicine, nursery) qualification requirements are very strict and an official recognition is obligatory.

5.4.2.1. NARIC-Flanders

NARIC-Flanders is the Flemish Academic Recognition Information Centre, which was established within the framework of the European Union.\textsuperscript{67} NARIC-Flanders has the authority to grant academic recognitions for all academic qualifications and to grant professional recognitions with regard to educational professions. There can be distinguished three recognition procedures; the academic recognition, the level indication and the professional recognition.

The first procedure, academic recognition, refers to the official confirmation of the equality of two diplomas. The applicant is required to submit a file to NARIC accompanied by the necessary documents. For this procedure, the expert opinion of at least two Flemish institutions of higher education and the advice of NARIC-Flanders is required. In practice, it is NARIC-Flanders that makes the final decision. If the applicant's qualification is not deemed to have ‘full’ equivalence, the person must contact one of the Flemish institutions of higher education, in order to submit a request of partial equivalence. Partial equivalence means, in practice, that the applicant returns to studying.

The second procedure, level indication, is the confirmation of NARIC that the foreign diploma is a diploma of higher education, distributed by an official institution of higher education. The level determination is not an official equivalence statement, it only indicates that the person has successfully completed higher education. A level indication is only issued when the

\textsuperscript{66} Bruyn, Katrien de. 2004. RESOURCE Project Refugees’ contribution to Europe; Country Report: Belgium.

\textsuperscript{67} Bruyn, Katrien de. 2004. RESOURCE Project Refugees’ contribution to Europe; Country Report: Belgium.
applicant has been studying at a higher education institute recognised by the Ministry of Education at that particular country.

The third procedure, professional recognition with regard to educational professions, is only related to members of the European Union. If an applicant is a citizen of an EU state, has obtained the qualification at a recognised institution in the EU, and the profession he or she wants to practise is a regulated one, the qualification can be recognised under the European Directive 89/48/EEG. This Directive allows the applicant to practise his or her profession in every member state of the EU. However, if the applicant is not an EU citizen (even if he or she has gained a degree in a EU member state), this Directive is not applicable.

5.4.2.2. EVK and EVC-procedure

In 2000 the Flemish Community started a Lifelong learning Action Plan to give the right to every individual to lifelong learning. This was concretised in the right of the individual to have her/his experience and knowledge recognised. The policy objective was legally drafted in the context of higher education by the decree on Flexible Learning in Higher Education, voted by de Flemish Parliament in 2004. This decree takes into account the prior acquired qualifications (EVK) as well as the prior acquired competences (EVC). EVK and EVC can lead to access to study programmes, exemption of study units and acquisition of a degree.

EVK (Prior Acquired Qualifications) refers to any national or foreign proof of study indicating that a formal learning path, within or outside education, has been successfully completed, with the exclusion of a proof of credit obtained in the programme where in one wishes to valorise the qualification. According to the decree, these qualifications need to be taken into consideration in order to facilitates the access to higher education for divers new target groups. A student can apply for an exemption at the university or any other institution of higher education on the basis of EVK. The responsibility for the recognition of prior acquired qualifications lies with the institution organising the programme where a student wishes to valorise the qualification. In exceptional cases an institution can ask the validating board of the association to do a competency examination. The decree stipulates that the recognition of EVK is issued free of charge, except when a competency examination by the validating board of the association is required.

EVC (Prior Acquired Competences) refers to the sum total of knowledge, insight, skills and attitudes acquired via learning processes that have not resulted in a certified proof of study. Any person who believes to have EVC relevant for higher education has the right to apply for a competency examination. If a competency examination has a positive outcome a proof of competency will be issued. Applicants have to pay a financial contribution for the competency examination.

5.4.3. **Federal governmental policies to tackle unemployment among immigrants**

The federal government wants to restrict companies that attract higher educated employees from abroad instead of checking the available potential among foreigners who already have a residence permit in Belgium.\(^{71}\) Therefore, since 2003 the extension of a work permit for employees with higher education from abroad can be made dependent on the employer’s efforts with regard to employment equity and his or her willingness to enrol unemployed people from target groups.

In 2005 the federal authorities decided to develop a preventive approach with regard to discrimination on the labour market through the quality label Diversity and Equality.\(^{72}\) This label needs to encourage institutions and enterprises to position diversity in their economic, social and commercial strategies.\(^{73}\) Since 2006, 15 organizations were revaluing their diversity and equality policy in view of the obtainment of this quality label. In March 2007, the city of Ghent entered the pilot project and presented a dossier containing a thorough analysis of actions to be undertaken during the following three years on diversity and equal opportunities, whereupon it received the quality label, valid for a specific period (3 years): “The City of Ghent may carry the label of Diversity and Equality (because the City of Ghent chooses for an integrated diversity policy in which there is an effective co-operation between Deputy-Mayors responsible for various policy fields)”\(^{74}\)

5.4.4. **Flemish governmental policies to tackle unemployment among immigrants**

Apart from the federal level, the Flemish government has its own authority towards the labour market and can develop a specific employment policy. The Flemish government aspires to a better match between the demand of the Flemish labour market and the supply of labour of immigrants.\(^{75}\) The government is setting out a dual policy to meet this target.

On the one hand the government stimulates companies, organisations and local administrations to pursue a diversity policy.\(^{76}\) Employers and companies who develop and implement diversity plans in the workplace can receive extra financial support. Also, ‘diversity counsellors’ have to sensitize employers and companies to deploy people from vulnerable target groups such as immigrants and will sustain them to establish a diversity policy the workplace.\(^{77}\)

On the other hand the government focuses on the target group itself by setting up various training programmes and initiatives.

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\(^{71}\) Bruyn, Katrien de. 2004. RESOURCE Project Refugees’ contribution to Europe; Country Report: Belgium.
\(^{73}\) General Conference of ECCAR – The City of Ghent, November 24th – 25th 2011. Ghent: Migration background, governance structure and a selection of some projects aiming at fighting racism and discrimination
\(^{74}\) [http://www.gent.be/gent.htm?id=153800&ch=TEN](http://www.gent.be/gent.htm?id=153800&ch=TEN)
\(^{75}\) [http://www.werk.be/beleidsthemas/arbeidsmigratie](http://www.werk.be/beleidsthemas/arbeidsmigratie)
\(^{77}\) Bruyn, Katrien de. 2004. RESOURCE Project Refugees’ contribution to Europe; Country Report: Belgium.
5.4.5. **Local policies to tackle unemployment among immigrants**

At the moment of reporting, Ghent provides various actions that focus indirectly or specifically on the employment of high-skilled immigrants. A brief description of the most important and most recent initiatives is stated below.

**5.4.5.1. “Gent, Stad in Werking”**

“Gent, Stad in Werking” (gsiw) is an open partnership created and supported by the City of Ghent since 1998. The partnership works together with actors in the field of employment who are engaged to set up common long-term strategies.

Focal point of this partnership is to achieve more and better employment. For the period of 2011-2013 gsiw has concretised this purpose by distinguishing three strategic themes to focus on within the labour market: education and labour market, jobs that are in demand and the intra-European migration.

Gsiw is involved (among other initiatives) with initiatives that focus specifically on the labour market position of high-skilled immigrants, as the Samsara Project, Job Channel, the Ambassadors Project and Eminenta (these initiatives are elaborated below).

**5.4.5.2. VDAB Inwerking**

The VDAB Inwerking programme provides career guidance adapted to the individual needs of immigrants who don’t speak Dutch and who haven’t obtained a Belgian diploma. The programme starts with a screening of the immigrant to reveal the specific wishes, needs and competences. Subsequently the programme elaborates an adapted counselling, if necessary completed with Dutch language courses, career orientation and social orientation. Within the component career orientation, the VDAB assists the person in question to get a realistic picture of the labour market of Ghent.

**5.4.5.3. VDAB Hogerop**

The VDAB Hogerop programme offers high-skilled immigrants a Dutch language course that focusses on the functioning in daily business situations and real-life cases. The programme consists of 10 weeks of classes with 80 hours Dutch and 110 hours self-study. The high-skilled immigrants learn to participate in a meeting, to give a presentation, to express an opinion, to deal with complaints, etc. A large part is dedicated at the job seeking training, namely 30 hours of the total amount of 80 hours of classes. The course ends with a work placement of six weeks. The trainings are on the level of the high-skilled immigrants and are organised in the sphere of interest of the course member.

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78 http://www.gsiw.be/node/2  
79 http://vdab.be/inwerking/  
80 http://vdab.be/agenda/NT2.shtml
Problems with this programme is that the VDAB needs to put in a great effort to organise these trainings and to sensitize employers. Furthermore, the programme only addresses immigrants that participate in Dutch language courses.

5.4.5.4. Diversity counselling

Job Channel
Job Channel has been established by UNIZO (the union of independent entrepreneurs), VOKA (the Flemish network of companies), VCSPO (Flemish confederation of social profit sector companies), the Flemish government, Gsiw (Ghent, City at work), VDAB (Flemish service for employment mediation), SLN (support for local networks), and VVSG (association of Flemish cities and municipalities). As an additional recruitment channel for employers and for employees who have difficulties to find a job; Jobkanaal wants to build a bridge between companies and job-seekers. It especially aims to deploy the potential of suitable and quickly available 50+, immigrants and people with an employment handicap.

SERR
The Socio-Economic Council of Ghent and environs (SERR) is the regional board for socio-economic development for the region of Ghent and environs. It is the consultative and advisory body of the employers organisations and trade unions on regional level. From 1999 onwards, the sub-regional employment committees have been the central partners for the development and provision of guidance on diversity action plans in over 2,000 companies.

These action plans focus on the recruitment, progression, training and retention of members of target groups (e.g. migrant workers, disabled persons and elder workers), aiming to achieve employment equity on the labour market. Activities include the development and stimulation a of HR-policy aimed at the durable integration of target groups in the labour market (e.g. diversity plans, competency policy) and stimulation of the social economy and local services economy.

Labour Unions
In Belgium there are three big labour unions: the ABVV (Socialist), the ACLVB (Liberal) and the ACV (Christian). These unions have 25 diversity counsellors who are supporting the employers and their delegates on the labour market. They organise activities in cooperation with structural diversity projects, in particular with the organisations of risk groups. The diversity counsellors sensitize employers by organising trainings for a proportional representation of the population in the work place.

82 http://www.resoc-grg.be/content.aspx?pageID=4
84 http://werk.be/node/994
5.4.5.5. **Ambassadors Project**

The Ambassadors Project is based on the willingness of volunteers from migrant origin who bring the story of their school-career and their jobhunt.\(^{85}\) The volunteers want to bring a positive story about finding work to inspire youngsters to get their diploma and to encourage employers to recruit immigrants.\(^{86}\) Working with experienced practitioners results in high recognisability with the youngsters. In that way the testimonies leave a good and lasting impression and are not pedantic.

Seeing the low level of response, the project demonstrates that it’s difficult to reach employers. In addition, working with volunteers demands high levels of flexibility and is not always easy. Not all volunteers are equally active and engaged.

5.4.5.6. **Project Eminenta**

Eminenta is an innovation project funded by the European Social Fund and is developed within the framework of Ghent, City at work.\(^{87}\)\(^{88}\) The project accompanies high-skilled immigrants in the search for an enduring job on the level of education. Concretely, Eminenta organises group sessions about job hunting, networking, labour market communication, etc.

Next to it, Eminenta wants to improve the harmony between the search channels of the high-skilled immigrants and the channels where employers release their vacancies. Therefore Eminenta counsellors offer high-skilled immigrants individual coaching about finding appropriate vacancies and offer companies assistance to spread their vacancies towards high-skilled immigrants. In other words, Eminenta functions as a link between the high-skilled immigrants and the employers.

Eminenta cooperates with the VDAB, SERR, Job Channel and other relevant partners in Ghent. The city of Ghent acts as the promoter of the project.

The project doesn’t only addresses job-seekers but also persons who are overqualified regarding the job they are practising.

This project just started and still needs to be evaluated.

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\(^{86}\) [http://www.gent.be/eCache/THE/4/159.bGlzdHUpZXc9cGVyc2JlcmljaHRlbi9hcmNoaWVmJnJlYz0xNjMwNDQmeWVhcj0yMDEwJm1vbnRoPTY.html](http://www.gent.be/eCache/THE/4/159.bGlzdHUpZXc9cGVyc2JlcmljaHRlbi9hcmNoaWVmJnJlYz0xNjMwNDQmeWVhcj0yMDEwJm1vbnRoPTY.html)


5.5. **Barriers determining over-qualification of the immigrant population**

Based on desk-based research and interviews with stakeholders, several barriers contributing to the over-qualification of the immigrant population were identified. The barriers can roughly be subdivided in barriers on the side of the high-skilled immigrant, barriers on the side of the employer and barriers with regard to the society.

The most important findings are discussed below and illustrated with quotes where appropriate.
Table 11/ Overview of the barriers determining over-qualification within the immigrant population.

<table>
<thead>
<tr>
<th>Barriers on the side of the high-skilled immigrant</th>
<th>Barriers on the side of the employer</th>
<th>Barriers on the side of the society</th>
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</thead>
<tbody>
<tr>
<td>1. Socio-demographic factors</td>
<td>13. Prejudice or negative conceptualization of foreign employers</td>
<td></td>
</tr>
<tr>
<td>a. Gender</td>
<td>14. Strict selection procedures</td>
<td></td>
</tr>
<tr>
<td>b. Country of origin</td>
<td>15. Consultation of limited channels to release a vacancy</td>
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<tr>
<td>2. Insufficient knowledge of the labour market</td>
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<tr>
<td>3. Unrealistic job expectations</td>
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<tr>
<td>4. Insufficient knowledge of national languages</td>
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<tr>
<td>5. Lack of a social network</td>
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<tr>
<td>6. Consultation of limited channels to find a vacancy</td>
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<td></td>
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<tr>
<td>7. Insufficient job hunting skills</td>
<td>16. Regulatory aspects</td>
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<tr>
<td>8. Gap in CV</td>
<td>17. Problems with the recognition of foreign diploma</td>
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<tr>
<td>9. Time and financial pressure</td>
<td>18. Problems with the recognition of foreign competences</td>
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<tr>
<td>10. Impractical combination of studying and working</td>
<td>19. Priorities of the activation policy</td>
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<tr>
<td>11. Acceptance of a lower profile job</td>
<td>20. Dutch language offer</td>
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<td>12. Dismotivation</td>
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</table>
5.5.2. **Barriers on the side of the high-skilled immigrant**

5.5.2.1. **Socio-demographic factors**

As seen in the literature review some socio-demographic factors determine over-qualification within the immigrant population (see 5.3). On the theme of gender, women are in general more likely to be overqualified. After their education, women often have a family to support and don’t start working immediately.

“We know a some high-skilled women that have a gap in their CV. Because after obtaining their certificate, they opted for getting married and have children. If they want to start working a couple of years later, there is a chance that they will partly need to start over.” (Interview 6)

However, the perception of employers towards female high-skilled immigrants is often better than the perception towards men.

“Employers will be more likely to recruit a high-skilled woman than a high-skilled man; because women are generally more disciplined and because of the quota to score both on the gender theme as well as on the immigration theme.” (Interview 9)

Concerning the country of origin, the share of high-skilled immigrants within the group of the Turkish and Maghreb population is on average lower than the number of high-skilled immigrants from other non-EU-countries. The perception of employers towards the first group is often less positive than towards the second group.

“Employers consider Asiatic immigrants as hard workers and they will maybe favour this group of immigrants.” (Interview 7)

“Employers prefer to recruit Eastern immigrants because of their affinity with western companies. They consider them faster as “equal” then African immigrants.” (Interview 9)

5.5.2.2. **Insufficient knowledge of the labour market**

A large number of immigrants start looking for a job in Belgium out of their own social-economic background and with a limited knowledge of the Belgian labour market and the Belgian society. They are not always informed about the explicit and implicit rules of the labour market, the regular employment-finding, etc.

“The high-skilled immigrants aren’t acquainted with the system of the labour market; they don’t know what to do, what kind of jobs the market offers, what employers expect from their employees, etc.” (Interview 12)
5.5.2.3. Unrealistic job expectations

The immigrants make insufficient inquiries about the job content, the career opportunities or limitations of the job offer. Many immigrants want to start working immediately on the same level as their job in the country of origin. However this seems often impossible because of other systems, methods, technologies, etc.

“The expectations of the high-skilled immigrants differ from those of the low-skilled immigrants. Qualified immigrants expect to work on the same level as they did in the country of origin. They are often disappointed because the job content they used to know, is completely different.” (Interview 8)

“We want to fulfil the expectations of the job-seekers but at the same time we want that they face reality, for example about the surplus in some posts. Then we try to show them other possibilities and opportunities. In practice, it is very difficult to create this change in attitude. The perseverance to the ideal job that doesn’t match with the labour market, is an important barrier for lots of high-skilled immigrants. For people thinking “as long as I am busy” the integration on the labour market works out better.” (Interview 13)

5.5.2.4. Insufficient knowledge of national languages

In Ghent, vacancies directed at high-skilled profiles, expect a high knowledge of Dutch. When an employer receives a letter of application with language- and writing errors, the high-skilled immigrant will not even succeed the first selection process. Therefore it is very important that the immigrant has mastered the Dutch language to a certain level.

“I preferred those vacancies that I could combine with Dutch classes because I knew that knowledge of the national languages was the only key to a successful career.” (Interview 1)

“When I just arrived in Belgium, I spoke English on solicitation interviews. After a year and a half I mastered a basic knowledge of Dutch which I used during solicitations. The employers appreciated this. They thought I was in Belgium for a much longer period than I actually was. However I’ve noticed that many companies in Ghent also expect the knowledge of French. I think that one of the problems for many immigrants in Belgium is the bilingualism of the country. The immigrants do an effort by learning Dutch but in the end this is not enough.” (Interview 2)

“As a member of the target group, I would like to recommend every foreigner to choose the right way to a good integration process. Once in Flanders, you need to learn the language even if this will take up a great deal of time and effort. You can’t come to Belgium with the ideal to earn money as soon as possible.” (Interview 4)

“I knew a Chinese girl who had obtained two university degrees and first had worked in London and then participated in a project in Ghent. When the project ended, it has lasted ages before she found a job because of her insufficient knowledge of Dutch.” (Interview 13)
5.5.2.5. **Lack of a social network**

A good and extensive network can be an important added value by the search for a job. Although immigrants have often a large network of family and friends, these relations are insufficient to find a job on their level of education.

“There exists an enormous lack of a social network for the job-seekers. Lots of vacancies are never published but are filled in indirectly. People who have enjoyed an education in Belgium but who don’t have a social network, need to search often more than a year. For newcomers you could easily double this solicitation period.” (Interview 8)

“What’s especially lacking is a network on the level of education of the job-seeker. In Ghent there often exists a social network for the Turkish and Maghreb population, which reduces the push factors. The motivation to find a job on the level of education is often stronger for immigrants who don’t enjoy such safety net.” (Interview 9)

5.5.2.6. **Consultation of limited channels to find a vacancy**

The high-skilled immigrants are not adequately informed by the places and channels by which they can find appropriate vacancies. Lots of high-skilled immigrants rely on the Official Flemish Employment Service (VDAB) and temporary employment agencies to find a job. However, it turns out that these are not the right channels given that companies use these channels mainly to find their low- and medium-skilled employees. In other words, the search behaviour of the high-skilled immigrants isn’t adapted to their level of education.


5.5.2.7. **Insufficient job hunting skills**

High-skilled immigrants are insufficiently prepared to do an interview for a job. Many immigrants don’t adapt their attitude during an interview at the expectations of the employer. Research indicates that immigrants present themselves less than the autochthonous population, they are more discreetly and submissive what makes them come across as more insecure.

“In Belgium I didn’t had experience with the solicitation process. In the beginning, I thought the questions were sometimes very odd. For example, when they asked me which sport I practised. Then I didn’t understand why they were asking questions about my private life. Now I’ve learned that they were probing the preference for individual or team sports. This was all very new for me but in the meantime I have sufficient experience with the solicitation process.” (Interview 2)
“The biggest problem about the solicitation interviews is that they always give you the impression that the interview went well. You don’t get enough feedback or information about the less positive sides. I could never deduce from an interview what the problem was or why I wasn’t the best candidate.” (Interview 4)

“I think there exists a lack of information about higher education, solicitation skills, etc. Concerning the solicitation skills for example, the immigrant should know that he needs to check the website of the company before going on an interview”. (Interview 10)

5.5.2.8. Gap in CV

When high-skilled immigrants arrive in Belgium, they can’t immediately practice the job they are qualified for. There are some regulatory conditions (cf. supra), they need to apply for recognition of their diploma, they need to learn the national language. This means that they will be in the country for a while without exercising a job, which will be reflected on their curriculum vitae.

“The procedure to ask the recognition of the foreign diploma is a long-term and complex process. I’m glad I’ve received the recognition but in the meantime I have a gap in my CV which is difficult to explain to employers.” (Interview 4)

5.5.2.9. Time and financial pressure

When high-skilled immigrants come to Belgium, they often struggle with financial pressure.

“When newcomers come to Belgium, some of them already have a family which makes it difficult to continue their studies or apply for the recognition of their diploma.” (Interview 11)

5.5.2.10. Impractical combination of studying and working

When immigrants arrive in Belgium and they request the recognition of their foreign diploma, there is a chance that they will need to continue studying for a couple of years to get the recognition. In practice, this is difficult to do. Most of them have already studied a number of years in the country of origin, have already a family to take care of, etc.

“I always dreamed about studying in Belgium but financially it was impossible. If you don’t work on the same time you have to pay your studies and find an income to manage. In addition, combining a fulltime job with an education is not evident.” (Interview 1)

“Financially seen it is not easy to return to study. If you live in Belgium then maybe you can live with your parents but I didn’t have this opportunity. So I tried to find another way to combine studying and working. I found a company where I could work only during weekends. However after my training in this company it became clear that this weekend program couldn’t take place. I stopped the plan of studying.” (Interview 2)
5.5.2.11. The acceptance of a lower profile job

The financial pressure can make the acceptance of a job on a lower level inevitable. As such, they often make the wrong decision regarding the job. This doesn’t need to be a problem when the current job serves as a useful leg up to a function on a higher level. However, the opportunity to move up is not always provided.

“At fulfilling some interim jobs, I received a fixed contract as an operator. I worked in that company for two and a half years. Because of my experience, I became unofficial team leader. I wanted to apply for the official status of team leader to receive a higher salary. I thought that if I were team leader I could eventually move up within that company to practise a higher function. However, they didn’t give me the promotion. Because I had the feeling that I would always be an operative in this company, I resigned.” (Interview 2)

“High-skilled immigrants who accept a job on a lower level are often tied to that job which creates a vicious circle; there is no more time to put in an application for a job, the competences decline and they give up hope to find a job on a higher level.” (Interview 9)

5.5.2.12. Dismotivation

The newcomer need to go through the same process as every Belgian graduate to find a job. After some disappointments, many immigrants blamed their misfortune on their origin, which is certainly not always the case.

“As a job counsellor, I once followed an Algerian who had a doctorate as an chemist. He ended up in the textile sector. That man preferred to work on the level of education but had already taken so many steps without success that he got so frustrated that he couldn’t motivate himself and that the job application procedures already failed in advance.” (Interview 7)

“Lots of women out of Eastern Europe and Russia follow the employee training. The majority of these women already have a diploma but the training gives them the opportunity to learn Dutch, learn how the Belgian system works and to get a work placement. However we hear from employers that these women often refuse to fulfil certain tasks because they are involved on a basic level.” (Interview 13)

5.5.3. Barriers on the side of the employer

5.5.3.1. Prejudice or negative conceptualization of foreign employees

Not all employers already have experience with foreign employees. This lack of knowledge can lead to mistaken ideas about foreigners and resistance when an immigrant present himself on the labour market.
A recent research of the employment agency Tempo-Team indicates that discrimination is widespread in the regular sector.\textsuperscript{89} Tempo-Team interviewed 205 HR-managers and 401 employees about the diversity initiatives of employers. The inquiry demonstrates that only 57\% of the Belgian companies employs immigrants. Employers have little confidence in the labour ethics of immigrants; seven out of ten employers argues that immigrants don’t show enough commitment and motivation.

“When I start to work in a company, I think the employers are watching me more than the autochthonous working population. But I also think that this decreases after a while. When I leave a company, I hope that if tomorrow another Iranian boy present himself, the employer will, based on the positive experiences with me, employ him more quickly.” (Interview 2)

“After ten years of the diversity policy, this doesn’t seem to be as effective as expected. It occurs rarely that diversity plans structurally change the number of immigrants in companies. In comparison with the Netherlands and France, Belgium is far behind. In Flanders the employers require extreme high conditions. In Ghent there exists a mentality problem amongst the employers; they have a wrong perception of the possibilities of the newcomers, who are mostly misjudged as low profiles. The majority of the employers will only recruit immigrants out of necessity.” (Interview 10)

“The employers evaluate quickly the work attitudes; the employee needs to come right on time, needs to show respect towards colleagues, needs to respect the authority of the boss, etc. Many employers think that immigrants wont comply with these rules.” (Interview 12)

\textbf{5.5.3.2. Strict selection procedures}

Research indicates that employers often underestimate the competences that the high-skilled immigrants obtain by holding on to strict selection procedures. The requirements concerning language knowledge are often very high. Therefore lots of immigrants aren’t invited on solicitation interviews.

“I’ve sent my CV at approximately 80 companies; 15 companies responded, 4 companies invited me on a solicitation interview. Is this because of my nationality? I don’t know.” (Interview 2)

“The importance of the language knowledge is estimated very high in Ghent. Maybe too high. The bigger the level on which you want to apply, the more important the language knowledge becomes. You need to be able to communicate, read reports, write reports and eventually manage a team. In Ghent there are not so many companies where this is occurs all in English. The employers expect from newcomers that they perform as well as the ideal autochthonous candidate.” (Interview 8)

“The strict language requirements are a sensitive theme for employers on the principle of security, communication with the team, communication with the clients, etc. Even if it

\textsuperscript{89} http://www.socialeconomie.be/nieuws/werkgevers-laten-kansengroepen-links-liggen
concerns a back office job, they need to be able to replace someone in distress, etc.” (Interview 13)

5.5.3.3. Consultation of limited channels to release a vacancy

On the side of the employer, the reaction often runs as follows “we are willing to recruit high-skilled immigrants, but we can’t find them”. The employers use recruitment channels that make immigrants less privileged.

“Somehow or other, the high-skilled immigrants don’t reach us. They are not presented in large numbers in the candidates. They don’t fall out during the job application procedures, we just don’t encounter them within the candidatures.” (Interview 14)

5.5.4. Barriers on the side of the society

5.5.4.1. Regulatory aspects

To enjoy the benefits of the labour market system you need to fulfil some conditions. Mainly the knowledge of one of the national languages will be a condition for different authorities.

“There exist lots of rules and conditions for high-skilled immigrants. For example, when you want to receive an unemployment benefit and you want to continue studying, you need to follow classes, you may fail once, etc. The Social Service Department (OCMW) will for example not allow quickly an unemployment benefit for a boy older than 25 who wants to start over with his studies. Also, the Flemish Official Employment Service (VDAB) will enforce certain conditions.” (Interview 11)

5.5.4.2. Problems with the recognition of the foreign diploma

The application procedure to the recognition of foreign competences requires a lot of documents. The submission of the application is a complex, long-lasting and expensive process because of the translations of the original documents, the contacts with the foreign institutions, etc.

Second, even when all documents are available, full recognition is difficult to obtain and in the case of foreign degrees in medicine almost impossible. Between 2001-2006, 52,4% of the requests for the recognition of a nursing diploma and 90,8% of the requests for the recognition of a diploma in medical sciences were rejected. Some diplomas are not applicable to the Belgian situation: “someone that has studied law, knows the customary law of his country, not that of Belgium. Other diplomas that face difficulties are masters of agricultural sciences, political scientist, psychologists, doctors, etc.”

Third, research shows that mainly the diplomas obtained within the European Union are recognised successfully in contrast with South-American diplomas that are least recognised.\textsuperscript{92} The Commission of Diversity presumes that the equal treatment of European education in the BaMa-structure increases the distinction with the diplomas from outside Europe.\textsuperscript{93}

“I’ve just (November 2011) received the recognition of my foreign diploma. I’ve started the procedure in October 2010. They told me it would only last three to four months. However it was very difficult to get all the paperwork done.” (Interview 1)

“I didn’t start the procedure because I’ve seen people who had studied political sciences in Ghent and even they practiced a total different job. So I concluded that I had little chance to get the diploma recognised. In addition, to be able to get a job in the social sector, the knowledge of Dutch needs to be perfect.” (Interview 2)

“I’ve sent my diploma to NARIC-Flanders and they answered me after approximately 2 years that the diploma can’t be recognised. They told me that before I could become a veterinary surgeon in Belgium, I would need to study at least three more years. I’ve now sent my diploma back to NARIC-Flanders to ask the recognition with the education “animal management”. Meanwhile I’m exercising an administrative job at the University of Ghent and I like that job. However, when NARIC would let me know that I could obtain the master by studying one more year, I would definitely do that.” (Interview 3)

“In my case, my diploma was recognized three years after the application. It was very difficult to collect all the documents. I needed to go three times to Algeria to receive the official diplomas. I need to go to every school where I followed classes.” (Interview 4)

“An employer will prefer a Belgian diploma, even if the foreign diploma has been validated; if he could choose between an engineer of the UGent and a Mexican engineer, he will give his preference to the Belgian engineer on the assumption that the Belgian engineer also was provided with certain standards and values.” (Interview 7)

\textbf{5.5.4.3. Problems with the recognition of foreign competences}

The foreign work experience doesn’t seem to be an added value for non-EU-immigrants in the Belgian job application process. The certificates of foreign competences are mainly limited to practical professions as electrician or hairdresser. Employers have to evaluate the EVC’s of the immigrants themselves but many of them find that difficult to do.

\textsuperscript{92} SERV. Commissie Diversiteit. 2008. Advies van de commissie Diversiteit over hooggeschoolde allochtonen en de Vlaamse arbeidsmarkt.
\textsuperscript{93} SERV. Commissie Diversiteit. 2008. Advies van de commissie Diversiteit over hooggeschoolde allochtonen en de Vlaamse arbeidsmarkt.
“However I’ve already practiced my job as an accountant in Algeria, here in Belgium they consider me as a starter. The job experience that I’ve obtained abroad, I don’t mention it on my CV because employers don’t include it anyway.” (Interview 5)

5.5.4.4. Primary focus of the activation policy

The current activation policy often focuses on getting immigrants to work as soon as possible. There should be more differentiation in according to the needs. The indicators “high-skilled and foreign competences” should for example be taken into account.94

“We notice that high-skilled newcomers are promptly referred to low profile jobs. For example, an African doctor who is involved as a cleaner. That is a shame of the talent and should be impossible today. He should be at least be involved in the medical sector, for example on caring level.” (Interview 6)

5.5.4.5. Dutch language offer

In Ghent, the vacancies directed at high-skilled profiles, expect a high knowledge of Dutch. The employers are reluctant to make concessions on this requirement. Therefore, it is very important that the immigrants have mastered the Dutch language to a certain level. However, the current NT2-offer in Ghent is either of short duration and expensive or cheaper but of long duration.

5.5.5. Interrelationship between barriers

The barriers determining over-qualification within the immigrant population aren’t isolated. Some barriers are the cause of other barriers, some barriers cause the same obstacle to be adequately qualified, etc. The interrelationship between the barriers can be schematised as follows95:
Table 12/ Interrelationship between barriers determining over-qualification within the immigrant population

- Employers don’t recruit immigrants on their level of education
- Employers have prejudices about high-skilled immigrants
- Employers follow strict selection procedures
- Employers use limited channels to release a vacancy
- High-skilled immigrants have little work experience on the level of education
- High-skilled immigrants have unrealistic job expectations
- Employers don’t recruit immigrants on their level of education
- High-skilled immigrants consult limited channels to find a vacancy
- Newcomers don’t have recognition of the foreign diploma and work experience
- High-skilled immigrants have insufficient knowledge of the national languages
- Employers have prejudices about high-skilled immigrants
- Employers follow strict selection procedures
- Employers use limited channels to release a vacancy
- High-skilled immigrants have unrealistic job expectations
- Employers don’t recruit immigrants on their level of education
- Employers use limited channels to release a vacancy
- High-skilled immigrants consult limited channels to find a vacancy
- Newcomers don’t have recognition of the foreign diploma and work experience
- High-skilled immigrants have insufficient knowledge of the national languages
- Employers have prejudices about high-skilled immigrants
- Employers follow strict selection procedures
5.6. Enabling factors to overcome barriers

Based on desk-based research and interviews with stakeholders, several enabling factors contributing to overcome overqualification within the immigrant population were identified.

5.6.1. Anonymous application forms

To overcome the prejudices of employers, Federal Minister of Equal Opportunities, Joëlle Milquet, pleads for the anonymous application. She wants to extend this mode of operation for the government and for the private sector, in the light of the improvement of the employment rate of immigrant youngsters in Belgian cities. Now the government services are obliged to work with CV’s from SELOR, the Federal Selection Office. The CV’s are passed through anonymous and the government service can only request identity data when she wants to call up these persons.

5.6.2. VDAB trainings and traineeships

High-skilled immigrants were often non-active for a while. Therefore it is useful to bring them in contact with the companies so that they could refine their job expectations. They can discover how Belgian companies work and convince potential employers of their capacities. The VDAB organizes different trainings whereby the immigrants can learn simultaneously the Dutch language and the Belgian labour market system. In addition, the VDAB introduces them through work placements in Belgian companies.

“When I arrived in Belgium, I went to the VDAB to follow a course to be an office worker. Within this course I had the opportunity to follow two traineeships. The first one I completed on the Integration Service, the second one I followed on the University Administration. This second experience produced my current job.” (Interview 3)

However, the trainings aren’t always a success story. After all, the VDAB remains dependent of the willingness of the employers to employ the high-skilled immigrants.

“In 2005, while waiting the recognition of my foreign diploma, I started the VDAB-training assistant account. This was very useful to get familiar with the legislation in Belgium. That training gave me the right to a work placement. There were 15 course members. Everyone obtained a traineeship except me. The VDAB told me that they had introduced me in different companies but that they couldn’t achieve a trainee post for me.” (Interview 4)

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96 Ven, Caroline. 18/01/2012. Allochtonen mogen anoniem solliciteren. In De Morgen.
5.6.3. **Professional Dutch language courses**

It seems that professional language courses, as provided by the VDAB, could serve as an example for their balance in duration, quality and costs.

“The course “Dutch for administrative profession” organised by the VDAB, was in my view a perfect example as regards the genre of education. Because of its professional point of view, it fits in with the expectations of the job-seeker.” (Interview 1)
6. CONCLUSIONS AND RECOMMENDATIONS

The objective of this local diagnosis report was to provide an analysis of the over-qualification situation of high-skilled immigrants in Ghent. The analysis was based on two key questions, namely the severity and the cause of the over-qualification situation of skilled immigrants in Ghent.

**The severity diagnosis** points out that the phenomenon of over-qualification of high-skilled persons is a problem that affects the total working population, i.e. also the autochthonous population. In Belgium approximately 22% of the high-skilled persons are overqualified. However, the problem is much more manifest within the high-skilled immigrant population, especially within the group of immigrants born outside the European Union. In Belgium approximately 60% of the high-skilled non-EU-immigrants are overqualified. Furthermore, within this group of high-skilled immigrants there are several variables that increase the over-qualification degree. The most important are gender, country of origin, length of stay, knowledge of Dutch and recognition of foreign competences. Concerning the severity of over-qualification within the immigrant population, the following conclusions can be made:

- Women are more likely to be overqualified than men.
- Newcomers face more difficulties because they often don't have knowledge of Dutch and don't have a Belgian diploma. In addition, it turns out that the longer the immigrant stays in Belgium, the bigger the chance to be adequately qualified.

These conclusions are based on the Belgian situation, statistics about the number of overqualified non-EU-immigrants in Ghent aren’t available.

**The multiple-cause diagnosis** indicates that several barriers are at the basis of over-qualification of high-skilled immigrants. They can roughly be subdivided in barriers on the side of the high-skilled immigrant, barriers on the side of the employer and barriers on the side of the society. By combining the interrelated barriers, the following barriers can be seen as the factors that are locally most contributing to the problem of over-qualification. First, high-skilled immigrants seem to have insufficient knowledge of the labour market. Second, high-skilled immigrants don’t find the right employers and employers don’t find high-skilled immigrants. Third, in Ghent, the vacancies directed at high-skilled profiles, expect a high knowledge of Dutch and the employers are reluctant to make concessions on this requirement. Fourth, many employers have prejudices about foreign employees. Ultimately, it is very difficult to get fully recognition of the foreign competences.

In Ghent, there exist already several support services that invest in the improvement of the labour market situation of high-skilled immigrants. These services deal with different barriers; some of them assist the high-skilled immigrants in their search for a job on the level of education, others encourage employers to extend their diversity policies, other provide language trainings adapted to the needs of the immigrant and others work on the recognition of foreign competences. Furthermore, in Ghent there have already been set up projects that focus especially on the over-qualification problem of high-skilled immigrants.
These organisations, as well as the high-skilled immigrants themselves, are willing to further invest in the problematic of over-qualification and are willing to be engaged in the REALISE project. Their participation is indispensable to conceive policy and to obtain the support for the actions that will be pursued. The objective of the next phase of the REALISE project is to set up a valuable contribution within a limited period in cooperation with the already existing services.
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- REALISE project (http://realise2020.wordpress.com)
- Statistics Belgium (http://statbel.fgov.be/)
- VDAB (www.vdab.be)
8. ANNEXES

Annex 1 – Profile of Respondents

Annex 2 – Matrix of the Stakeholders Analysis for Ghent

Annex 3 – Interview Guides
## ANNEX 1/ PROFILE OF RESPONDENTS

### Target group

<table>
<thead>
<tr>
<th>Name</th>
<th>Gender</th>
<th>Age</th>
<th>Country of origin</th>
<th>In Belgium since</th>
<th>Diploma in country of origin</th>
<th>Diploma in Belgium</th>
<th>Work situation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Abdul</td>
<td>M</td>
<td>28</td>
<td>Morocco</td>
<td>October 2009</td>
<td>Bachelor in English</td>
<td>Bachelor English</td>
<td>Employed</td>
</tr>
<tr>
<td>3. Mira</td>
<td>F</td>
<td>36</td>
<td>Kosovo</td>
<td>December 2003</td>
<td>Master in Veterinary Science</td>
<td>/</td>
<td>Employed</td>
</tr>
<tr>
<td>4. Mohammed</td>
<td>M</td>
<td>36</td>
<td>Algeria</td>
<td>December 2001</td>
<td>Master in Economics</td>
<td>Master in Commercial Sciences</td>
<td>Unemployed</td>
</tr>
<tr>
<td>5. Rachid</td>
<td>M</td>
<td></td>
<td>Morocco</td>
<td>Born in Belgium</td>
<td>/</td>
<td>Master in Human Resource Management</td>
<td>Employed</td>
</tr>
</tbody>
</table>

### Organisations

<table>
<thead>
<tr>
<th>Name organisation</th>
<th>Name respondents</th>
<th>Link with subject of research</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eminenta</td>
<td>Tineke Cartreul</td>
<td>An ESF-project focusing on the employment of high-skilled immigrants in Ghent.</td>
</tr>
<tr>
<td>Integratiedienst</td>
<td>Luc Vandenberghe</td>
<td>Integration Service</td>
</tr>
<tr>
<td>VDAB</td>
<td>Louise Vancoullie</td>
<td>Flemish Official Employment Service</td>
</tr>
<tr>
<td>SERR</td>
<td>Johan Schmidt</td>
<td>The Socio-Economic Council of Ghent</td>
</tr>
<tr>
<td>ACLVB</td>
<td>Vincent Muhr</td>
<td>Labour Union diversity project</td>
</tr>
<tr>
<td>Via Educatie</td>
<td>Marijke Van Petegem</td>
<td>An ESF-project focusing on the participation of third-country nationals in Belgian higher education.</td>
</tr>
<tr>
<td>Jobkot</td>
<td>Eveline Van Hooijdonk</td>
<td>Employment service for young persons</td>
</tr>
<tr>
<td>Groep Intro</td>
<td>Annemie Vandenhende</td>
<td>Organisation for education, training, job coaching, counselling, work experience and social economy.</td>
</tr>
</tbody>
</table>

### Employers

<table>
<thead>
<tr>
<th>Name Company</th>
<th>Name respondents</th>
<th>Job offer of approximately 65.000 jobs in 300 different companies.</th>
</tr>
</thead>
<tbody>
<tr>
<td>14. Port of Ghent</td>
<td>Evelien Meirlaen</td>
<td></td>
</tr>
</tbody>
</table>
## ANNEX 2/ MATRIX OF THE STAKEHOLDERS’ ANALYSIS FOR GHENT

<table>
<thead>
<tr>
<th>Stakeholders in Ghent</th>
<th>Stakeholder Interest(s) in the Project</th>
<th>Assessment of Impact</th>
<th>Relative prioritisation</th>
<th>Potential Strategies for Obtaining Support or Reducing Obstacles</th>
</tr>
</thead>
</table>
| **1. Qualified migrants**  
- Project Ambassadeurs  
- Agora  
- Personal Contacts | Want quality employment that fully corresponds to their qualifications. Focus in specific on youth and women. | - Little power to advance the project themselves.  
- Necessary to provide key insight in the problematic situation.  
- Their success is synonymous with the success of the project. | Most important because the project has been established for them. | - The project is relevant to their needs and what they want (good jobs).  
- They will have real input through the project. |
| **2. Employers / Companies**  
- Volvo Ghent  
- Colruyt Ghent  
- Port of Ghent | Want favourable access to a suitable work force. Want the image of a company that encourages diversity. | - Central importance as providers of employment.  
- And as providers of the viewpoints of employers. | Fundamental in a project about employment because they offer jobs. | - The project is relevant to their needs and what they want (successful business).  
- The project suits with the vision they already want to carry out. |
| **3. Employment Agencies**  
- VDAB Ghent  
- Randstad Diversity  
- SLN | Want to successfully forward jobseekers to the employers and companies. Want to be an agency that proclaims diversity. | - Central importance as providers of employment.  
- Important because they can encourage employers to employ migrants. | Fundamental in a project about employment because they contact the employers and companies. | - The project is relevant to their needs and what they want (successful business).  
- The project suits with the vision they already want to carry out. |
| **4. Social organisations of employment**  
- ACV Diversity  
- ACLVB Diversity  
- ABVV Oost-Vlaanderen  
- Job Channel  
- SERR | Using consultants of diversity, the social organisations want to augment the diversity policy on the labour market. | - Importance because these organisation influence the companies and employers. | Important because they have a tight link with the employers and companies. | - The project suits with the vision they already want to carry out. |
| 5. **Jobcoaching**  
- *Project Eminenta Integration Service* | Jobcoaching means to successful accompany the employers to the labour market. Different sections are focussing concretely on the migrant groups. | Important because these organisations coach migrants on the labour market. | Very important because they see the difficulties in real practice and need to look for solutions. | The jobcoaches could have a voice through the project to enumerate the actual problems and to suggest improvements. |

| 6. **Varia**  
- *Vzw Jong Project Samsara* | Organisations that want to promote diversity on the workplace by taking initiatives on their own. | Important because these organisations can evaluate the practical experiences. | Important because they can give practical examples. | These organisations want to obtain the same purpose as the project. |