

EMN STUDY  
**2025**

**Czech Republic**

## **FOSTERING SUSTAINABLE LABOUR MARKET INTEGRATION OF MIGRANTS:**

Skills Matching Policies and Instruments



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MINISTRY OF THE INTERIOR  
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**EMN**   
European Migration Network CZECH REPUBLIC



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**COMMON  
TEMPLATE**



# BACKGROUND AND RATIONALE FOR THE STUDY

# 1

This study deals with skills matching of migrants in EMN Member and Observer Countries. The target group of this study are labour migrants of third countries (TCNs) and TCNs arriving via family reunification, beneficiaries of international protection and beneficiaries of temporary protection.<sup>1</sup> Skills matching in this study refers to **education**, i.e. one's field of study and level of qualification, as well as to **skills**, i.e. the ability to apply knowledge and use know-how to complete tasks and solve problems.<sup>2</sup> The main focus of the study lies on an analysis of policies and initiatives that address mismatching and promote skills matching. Based on the analysis of policies and initiatives, the study will identify challenges, best practices and lessons learned in promoting sustainable labour market integration of migrants through skills matching.

More than half of European companies perceive skills shortages as their most pressing challenge as they cannot find workers with suitable qualifications and skills to fill vacancies.<sup>3</sup> Skills shortages are predicted to further aggravate in the future.<sup>4</sup> Developments such as automation, action

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<sup>1</sup> When no certain group is explicitly specified, the study refers to these migrant groups.

<sup>2</sup> EC: Skill, <https://esco.ec.europa.eu/en/about-esco/escopedia/escopedia/skill>

<sup>3</sup> European Commission, 'The future of European competitiveness Part B | In-depth analysis and recommendations', 2024, p. 258, <https://dorie.ec.europa.eu/en>, accessed 20 January 2025.

<sup>4</sup> Ibid., p. 261; European Commission, 'Flash Eurobarometer FL537: SMEs and skills shortages', 2023, [https://data.europa.eu/data/datasets/s2961\\_fl537\\_eng?locale=en](https://data.europa.eu/data/datasets/s2961_fl537_eng?locale=en), accessed 26 March 2025; European Commission, 'Flash Eurobarometer 529 - European Year of Skills: skills shortages, recruitment and retention strategies in small and medium-sized enterprise', 2023, <https://europa.eu/eurobarometer/api/deliverable/download/file?deliverableId=88720>, accessed 26 March 2025; Weber, T., Adăscăliței, D., 'Employment and labour markets Company practices to tackle labour shortages', Eurofund, 2024, <https://www.euro-found.europa.eu/en/publications/2024/company-practices-tackle-labour-shortages>, accessed 26 March 2025.

against climate change and its harmful effects (green transition),<sup>5</sup> and digitalisation in combination with demographic aging are transforming labour markets and are changing which skills are most urgently needed<sup>6</sup> in Europe and beyond.

Whilst attracting foreign talent is one relevant avenue to address skill shortages,<sup>7</sup> another key question<sup>8</sup> is: How can the skills of migrants already living and working in the EU be used effectively? This question is particularly relevant in view of the widespread evidence that the potential of migrant workers – e.g. particularly of migrants with foreign qualifications<sup>9</sup> – is often underutilised in Europe, as they are working in jobs that do not correspond to their qualifications.<sup>10</sup>

Skills mismatch is costly for the affected persons as well as for businesses, the economy, and society overall as it negatively impacts on earnings

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<sup>5</sup> Green transition refers to a process towards environmentally sustainable and fairer societies. It aims to address human-induced climate change emergencies, environmental degradation and the loss of biodiversity and to build resilience and mitigate inequalities in our societies. See European Training Foundation (ETF), 'EFT Policy Briefing: Skilling for the Green Transition', 2022, p. 2, <https://www.etf.europa.eu>, accessed 20 March 2025.

<sup>6</sup> Worldbank, 'Skills and Workforce Development', <https://www.worldbank.org/en/topic/skillsdevelopment>, last accessed on 20 January 2025; See also European Migration Network (EMN), 'Labour Migration in time of Labour Shortages – EMN study', forthcoming.

<sup>7</sup> European Commission, 'Commission sets out actions to tackle labour and skills shortages', 20 May 2024, [https://ec.europa.eu/commission/presscorner/detail/en/ip\\_24\\_1507](https://ec.europa.eu/commission/presscorner/detail/en/ip_24_1507), accessed 26 March 2025; European Migration Network (EMN), 'Labour migration in times of labour shortages – EMN study', forthcoming.

<sup>8</sup> ILO, 'The role of migrant skills in shaping tomorrow's workforce', <https://www.ilo.org/resource/article/role-migrant-skills-shaping-tomorrow%E2%80%99s-workforce>, last accessed 11 April 2025.

<sup>9</sup> Directorate-General for Employment, Social Affairs and Inclusion, 'Quarterly Review of Employment and Social Developments in Europe (ESDE) - January 2025', European Commission, 2025, [https://employment-social-affairs.ec.europa.eu/quarterly-review-employment-and-social-developments-europe-esde-january-2025\\_en](https://employment-social-affairs.ec.europa.eu/quarterly-review-employment-and-social-developments-europe-esde-january-2025_en), accessed 26 March 2025.

<sup>10</sup> For example, an analysis of Eurostat's Labor Force Survey (2017 - 2022) across all EU Member States revealed that nearly half of tertiary-educated migrants in Europe are overqualified for their jobs, and are almost twice as likely to be unemployed compared to natives. See: Infomigrants, 'Unrealized potential: The challenge of 'brain waste' among Europe's skilled migrants', <https://www.infomigrants.net/en/post/59149/unrealized-potential-the-challenge-of-brain-waste-among-europes-skilled-migrants>, accessed 4 February 2025.

and - linked to it - migrants' remittances,<sup>11</sup> state revenues, productivity, innovation and economic growth.<sup>12</sup>

## 1.1 SKILLS MISMATCH IN MIGRANT GROUPS

### 1.1.1 SKILLS MISMATCH DISPROPORTIONALLY AFFECTS MIGRANTS

The types of mismatch this study is interested in refer to situations in which migrants are unable to put their educational qualifications and/or skills to use in their countries of residence. Put more concretely, the types of mismatches this study looks at can occur in regard to skills and levels of education (vertical mismatch) and/or in regard to the fields of education (horizontal mismatch; see definitions in Section 8). As a consequence, migrants can end up in lower-paid and lower-skilled positions than the ones they might have held in their countries of origin. These types of mismatches can also manifest themselves in greater rates of unemployment or underemployment<sup>13</sup> of migrants compared to similarly qualified/skilled residents without migratory backgrounds and/or foreign qualifications.<sup>14</sup>

An analysis from Eurostat based on the European Labour Force Survey (EU-LFS) data set demonstrates that the overqualification rate for third-country nationals – measured as tertiary-educated persons working in low- or medium-skilled occupations – stood at 39.4% in 2023. It further showed that it was therefore considerably higher than the overqualification rate for citizens of other EU countries (31.3%) and almost twice as high as the rate for nationals (20.8%). For female non-EU cit-

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<sup>11</sup> Mcdonald, Ted & Valenzuela, Maria Rebecca. (2009). The Impact of Skill Mismatch among Migrants on Remittance Behaviour. SEDAP research paper no. 242, [https://www.researchgate.net/publication/23970170\\_The\\_Impact\\_of\\_Skill\\_Mismatch\\_among\\_Migrants\\_on\\_Remittance\\_Behaviour](https://www.researchgate.net/publication/23970170_The_Impact_of_Skill_Mismatch_among_Migrants_on_Remittance_Behaviour), accessed 4 March 2025.

<sup>12</sup> McGuiness, S., Pouliakas, K., Redmond, P., 'Skills Mismatch: Concepts, Measurement and Policy Approaches' (2018), Journal of Economic Surveys, p. 985, [https://www.researchgate.net/publication/322668688\\_SKILLS\\_MISMATCH\\_CONCEPTS\\_MEASUREMENT\\_AND\\_POLICY\\_APPROACHES\\_SKILLS\\_MISMATCH](https://www.researchgate.net/publication/322668688_SKILLS_MISMATCH_CONCEPTS_MEASUREMENT_AND_POLICY_APPROACHES_SKILLS_MISMATCH), accessed 4 February 2025.

<sup>13</sup> Lighthouse Reports, 'Brain Waste Methodology – Section 2: Data acquisition and analysis', [https://www.lighthousereports.com/methodology/brain\\_waste/#section-2](https://www.lighthousereports.com/methodology/brain_waste/#section-2), last accessed on 4 February 2025.

<sup>14</sup> Infomigrants, 'Unrealized potential: The challenge of 'brain waste' among Europe's skilled migrants', <https://www.infomigrants.net/en/post/59149/unrealized-potential-the-challenge-of-brain-waste-among-europes-skilled-migrants>, last accessed on 4 February 2025.

izens, the overqualification rate was 6.7 percentage points higher than for male non-EU citizens.<sup>15</sup> Similarly, Frattini and Dalmonte<sup>16</sup> note in a recent study that whilst the percentage of foreign-born migrants in Europe with a university education (32%) is comparable to that of native-born (34%), they lag behind in employment probability and exhibit significant overqualification. For a migrant with a foreign university degree the likelihood of working in a highly skilled occupation is 20% lower than for a comparable native while for migrants with an educational qualification attained in the country of residence the likelihood for overqualification is significantly lower (6% compared to natives).<sup>17</sup>

These findings underline that skills mismatching is a fundamental barrier to effective labour market integration for migrant populations.<sup>18</sup>

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<sup>15</sup> Eurostat. 'Migrant integration statistics – over-qualification', [https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migrant\\_integration\\_statistics\\_-\\_over-qualification](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migrant_integration_statistics_-_over-qualification), last accessed on 20 January 2025.

<sup>16</sup> Frattini, T., Dalmonte, A., '8th Migration Observatory Report: Immigrant integration in Europe'. March 2024, <https://dagliano.unimi.it/wp-content/uploads/2024/03/8th-rapporto-web.pdf>, last accessed on 4 February 2025.

<sup>17</sup> Dalmonte, A., Frattini, T., Giorgini, S., 'The Overeducation of Immigrants in Europe'. 18 October 2024, [https://papers.ssrn.com/sol3/papers.cfm?abstract\\_id=4991626#](https://papers.ssrn.com/sol3/papers.cfm?abstract_id=4991626#), last accessed on 4 February 2025.

<sup>18</sup> Giorgio, B., Wruuck, P., 'Skill shortages and skill mismatch: A review of the literature' (2021), *Journal of Economic Surveys*, 35 (6), p. 1145, [https://www.researchgate.net/publication/351126192\\_Skill\\_shortages\\_and\\_skill\\_mismatch\\_A\\_review\\_of\\_the\\_literature](https://www.researchgate.net/publication/351126192_Skill_shortages_and_skill_mismatch_A_review_of_the_literature), last accessed on 20 January 2025.

### 1.1.2 MISMATCHING DIFFERS ACROSS MIGRANT GROUPS AND ACROSS COUNTRIES

Skills mismatching is more prevalent among certain migrant groups.<sup>19</sup> Existing research suggests that skills mismatch depends on a variety of factors relating to the country of origin (e.g. education system),<sup>20</sup> the reasons for and circumstances of migration (e.g. labour migration/humanitarian reasons/family reunification),<sup>21</sup> the conditions in the receiving country (migration status/visa, duration of stay, challenges related to the portability and recognition of qualifications, further educational opportunities) as well as individual circumstances (e.g. age, gender, language proficiency).

The extent of skills mismatching also varies greatly across different EMN Member and Observer Countries.<sup>22</sup> This variation is the result of different migrant integration and immigration regimes, as well as varying labour

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<sup>19</sup> Directorate-General for Employment, Social Affairs and Inclusion, 'Quarterly Review of Employment and Social Developments in Europe (ESDE) - January 2025', European Commission, 2025, pp. 16-19, [https://employment-social-affairs.ec.europa.eu/quarterly-review-employment-and-social-developments-europe-esde-january-2025\\_en](https://employment-social-affairs.ec.europa.eu/quarterly-review-employment-and-social-developments-europe-esde-january-2025_en), last accessed 26 March 2025.

Broschinski S., Heidenreich, M., 'Overeducation among EU and Third-Country Immigrants in Europe: The role of Institutions, Policies and Culture' (2025), European Societies, <https://direct.mit.edu/euso/article/doi/10.1162>, last accessed on 20 January 2025; OECD/European Commission (2023), Indicators of Immigrant Integration 2023: Settling In, OECD Publishing, Paris, <https://doi.org/10.1787/1d5020a6-en>, last accessed on 26 March 2025. Nikolov, P., Salarpour G., L. David, T., 'Skill Downgrading among Refugees and Economic Immigrants in Germany: Evidence from the Syrian Refugee Crisis', July 2022, <https://docs.iza.org/dp15426.pdf>, last accessed on 31 January 2025.

<sup>20</sup> Broschinski, S., Heidenreich, M., 'Overeducation among EU and Third-Country Immigrants in Europe: The role of Institutions, Policies and Culture' (2025), European Societies, <https://direct.mit.edu/euso/article/doi/10.1162>, last accessed on 20 January 2025; OECD/European Commission (2023), Indicators of Immigrant Integration 2023: Settling In, OECD Publishing, Paris, <https://doi.org/10.1787/1d5020a6-en>, last accessed on 26 March 2025.

<sup>21</sup> Ibid., p. 88.

<sup>22</sup> Eurostat, Migrant integration statistics - over-qualification, <https://ec.europa.eu/eurostat>, accessed 20 March 2025.

market, employment, housing and education structures (see section on drivers of mismatching below).<sup>23</sup>

### 1.1.3 SKILLS MATCHING CONCEPT OF THE STUDY

Skills matching in this study refers to the extent that an individual's **skills and qualifications** are utilised in the labour market. The degree of a skills match is identified by looking at the compatibility between the individuals' (actual) qualification/skills and the labour market's skills/qualification needs. A skills match refers to a situation of high compatibility, while a skills mismatch refers to an imbalance.

A mismatch between a worker and their job may occur either in terms of their **(educational) qualifications and skills (vertical mismatch)** or in their **fields of study (horizontal mismatch)**.

Skills mismatching can refer both to formal educational qualification (overeducation/undereducation)<sup>24</sup> or to individuals' skills<sup>25</sup> (overskilling/underskilling).

A mismatch of educational qualifications can be measured<sup>26</sup> by checking whether educational qualifications exceed job requirements. It is more

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<sup>23</sup> Riaño, Y., 'Understanding brain waste: Unequal opportunities for skills development between highly skilled women and men, migrants and non-migrants' (2021) Population Space and Place, Special Issue Paper, p. 11, [https://www.researchgate.net/publication/349599037\\_Understanding\\_brain\\_waste\\_Unequal\\_opportunities\\_for\\_skills\\_development\\_between\\_highly\\_skilled\\_women\\_and\\_men\\_migrants\\_and\\_nonmigrants](https://www.researchgate.net/publication/349599037_Understanding_brain_waste_Unequal_opportunities_for_skills_development_between_highly_skilled_women_and_men_migrants_and_nonmigrants), accessed 10 January 2025; TRAILS - Enabling data analytics for actions tackling skills shortages & mismatch, 'D1.1 - REVIEW I - Theoretical and empirical questions for tackling skills shortages and mismatch in Europe', 2024, p. 44-58, [https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS\\_Deliverable\\_D.1.1\\_Final.pdf](https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS_Deliverable_D.1.1_Final.pdf), accessed 4 February 2025.

<sup>24</sup> McGuinness, S., Pouliakas, K., Redmond, P., 'Skills mismatch: concept, measurement and policy approaches' (2018), Journal of Economic Surveys, 32 (4), p. 985, <https://onlinelibrary.wiley.com/doi/10.1111/joes.12254>, accessed 21 January 2025.

<sup>25</sup> To operationalize skills and make them measurable, the OECD Survey on Adult Skills (PIAAC) analyzes skills, by collecting adults' proficiency in key information-processing skills - literacy, numeracy and problem solving. OECD, 'Survey of Adult Skills (PIAAC)', <https://www.oecd.org/en/about/programmes/piaac.html>, accessed 31 January 2025.

<sup>26</sup> For the different (four) types to measure overeducation/overqualification see e.g. Erdogan, B., Bauer, T., & Karaeminogullari, A. (2017). Overqualification in the Workplace. Oxford Research Encyclopaedia of Psychology. Retrieved 26 Mar. 2025, from <https://oxfordre.com/psychology/view/10.1093/acrefore/9780190236557.001.0001/acrefore-9780190236557-e-18>, accessed 26 June 2025.

difficult to measure skills, as skills are multidimensional.<sup>27</sup> To operationalize skills and make them measurable, the OECD Survey on Adult Skills (PIAAC) analyses them, by collecting adults' proficiency in key information-processing skills - literacy, numeracy and problem solving.<sup>28</sup> In this regard, the European Commission and EU Member States worked together in recent years to map national qualifications with skills from ESCO (the classification of European Occupations and Skills) using Artificial Intelligence.<sup>29</sup>

#### 1.1.4 LINK BETWEEN OVERQUALIFICATION AND UNDERSKILLING

The higher rates of overqualification (overeducation) among foreign-born migrants compared to native-borns tend to co-exist with their relative under-skilling, i.e. migrants tend to have higher formal education than required for their job but can be at the same time underqualified in regard to the skills that the job requires. To illustrate, an individual who holds a university degree in medicine, which is not necessary for their job as assistant at a GP office, is overeducated in terms of qualification/degree. At the same time this individual lacks a technical skill needed to deal with medical equipment needed for their job or does not meet the required language skills, which renders the person underskilled.

One reason for this co-existence could be that migrants often acquire their work experience in different languages and labour markets.<sup>30</sup> Determining the level, value and usefulness of skills that migrants have acquired through work experience and training in their countries of ori-

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<sup>27</sup> Lise, J., Postel-Vinay, F., 'Multidimensional skills, sorting, and human capital accumulation' (2020), Journal of Economic Surveys, [https://www.atlantafed.org/-/media/documents/news/conferences/2017/0921-labor-supply-sorting-wages/papers/lise\\_postel-vinay-multidimensional-skills-sorting-human-capital-accumulation.pdf](https://www.atlantafed.org/-/media/documents/news/conferences/2017/0921-labor-supply-sorting-wages/papers/lise_postel-vinay-multidimensional-skills-sorting-human-capital-accumulation.pdf), accessed 21 January 2025.

<sup>28</sup> OECD, 'Survey of Adult Skills (PIAAC)', <https://www.oecd.org/en/about/programmes/piaac.html>, accessed 31 January 2025.

<sup>29</sup> See e.g. European Commission: ESCO Skills mapping pilot [Artificial intelligence for ESCO maintenance process]. <https://esco.ec.europa.eu/en/about-esco/escopedia/escopedia/esco-skills-mapping-pilot>, accessed 26 March 2025.

<sup>30</sup> OECD, 'Do Adults Have the Skills They Need to Thrive in a Changing World?: Survey of Adult Skills 2023', 2024, <https://doi.org/10.1787/b263dc5d-en>, accessed 4 February 2025.

gin may therefore prove challenging for employers and state authorities (e.g. public employment services).

Understanding the correlation of these two forms of mismatch (skills and qualification) is an important factor for comprehending integration dynamics with relevant consequences for policy making.<sup>31</sup>

## 1.2 DRIVERS OF AND POLICY SOLUTIONS TO SKILLS MISMATCHING

### 1.2.1 REASONS FOR SKILLS MISMATCHING ARE MULTI-FACETTED AND INTERLINKED

According to existing research, generic and migration-specific drivers both impact skills matching of migrants and are therefore relevant for policy-makers to consider when addressing the phenomenon as outlined in the following paragraphs.

Important generic drivers include e.g. economic and labour market conditions, the design of educational curricula and their alignment with skills demands. There is also evidence that housing policies and relocation costs can impact skills mismatch as these may be a determinant for employees' ability to find affordable housing close to suitable work opportunities. In this context, remote work opportunities may promote skills matching by counteracting geographical constraints. In addition to these systemic drivers, employer-specific determinants refer to recruitment practices, on-the-job adjustments (e.g. promotions), and opportunities for skills development for employees.<sup>32</sup> Whilst these drivers have an impact on all workers (migrant and non-migrant ones), they also can impact migrant workers differently and hence are useful to take into account in terms of policies/initiatives aiming to tackle mismatches in migrant groups.

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<sup>31</sup> Bonacci, M., Mineo, S., 'Social Integration Dynamics for Migrants: PIAAC to Measure Skill and Qualification Mismatch' (2018), *Universal Journal of Educational Research*, 6 (5), p. 970, <https://eric.ed.gov/?id=EJ1177836>, accessed 4 February 2025.

<sup>32</sup> TRAILS - Enabling data analytics for actions tackling skills shortages & mismatch, 'D1.1 - REVIEW I – Theoretical and empirical questions for tackling skills shortages and mismatch in Europe', 2024, p. 44-58, [https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS\\_Deliverable\\_D.1.1\\_Final.pdf](https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS_Deliverable_D.1.1_Final.pdf), accessed 4 February 2025.

Migration-specific causes for skills mismatch, include the compatibility of regulations and standards of country of origin and country of residence. Some combinations imply less frictions than others, for instance, because of greater disparities or similarities in educational requirements, labour market regulations, and in terms of language barriers.<sup>33</sup> Recognition of qualifications acquired abroad may be hindered by a lack of transferability of qualifications, e.g. due to differences in study programs/educational systems between the country of origin and the country of residence, kinds of technologies used in the country of origin and country of destination, specific (legal) criteria for practicing specific professions, including the necessity of requalification through additional studies/training, as well as high costs associated with recognition and requalification procedures. However, less institutional, i.e. non-policy-related dynamics can also be at play here.<sup>34</sup> Simply not knowing how to evaluate qualifications acquired abroad and compare them to the credentials of workers trained in the destination country might manifest itself in risk aversity by employers, leading to downgrading of migrants' credentials.<sup>35</sup> How easily skills can be transferred between countries' systems can therefore impact the scale of mismatching. To respond to this challenge, some EU countries have started for instance to implement Pre-Check-registers in cooperation with third countries that simplify these processes.<sup>36</sup> Countries in need of workforce have also used Skills Mobility Partnerships to prepare workers abroad and enhance the matching of (future) migrant workers, and have established national schools abroad that teach in line with the curricula and skills needed.<sup>37</sup>

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<sup>33</sup> Ibid, p. 52.

<sup>34</sup> Sanroma et al. (2015) cit. after Perry, A., 'Are over-qualified immigrants mismatched according to their actual skills? An international comparison of labor market placement in OECD countries', 2017, p. 7, <https://doi.org/10.21241/ssoar.52592>, accessed 4 February 2025.

<sup>35</sup> Bolzani, D., Crivellaro, F., Grimaldi, R., 'Highly skilled, yet invisible. The potential of migrant women with a STEM background in Italy between intersectional barriers and resources' (2021), *Gender, Work and Organization*, 18 (6), p. 2132; Sparreboom, T., Tarvid, A., 'Skills mismatch of natives and immigrants in Europe', 2017, p. 13, [https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed\\_protect/@protrav/@migrant/documents/publication/wcms\\_548911.pdf](https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_protect/@protrav/@migrant/documents/publication/wcms_548911.pdf), last accessed on 22 January 2025; Perry, A., 'Are over-qualified immigrants mismatched according to their actual skills? An international comparison of labour market placement in OECD countries', 2017, p. 6, <https://doi.org/10.21241/ssoar.52592>, accessed 4 February 2025.

<sup>36</sup> See e.g. [Hadj Abdou, L. and P. Ebner \(2024\). Labour Migration in Times of Labour Shortages in Austria. International Organization for Migration \(IOM\), Vienna, p. 37.](#)

<sup>37</sup> Ibid.

Migration and asylum regulations and migrant integration policies (see section on policies below) need to be taken into account as drivers, too.<sup>38</sup> EMN research on the labour market integration of beneficiaries of temporary protection from Ukraine, for example, indicated that the uncertainty about the duration of their stay - based on the temporality of their legal status - is considered to contribute, among other factors, to skills mismatch as early employment in low-skilled jobs is prioritised (by state authorities and/or beneficiaries themselves) over employment corresponding to their qualification.<sup>39</sup>

Existing research also emphasises the impact of discrimination, stereotypes and negative public attitudes towards migrants on skills mismatch.<sup>40</sup>

In addition to country-level and structural factors, skills mismatch also stems from individual factors of the migrant population. For example lack of knowledge of the language of the country of residence was found to increase the likelihood for skills mismatch (in form of overeducation), as appropriate qualifications can often not compensate for language barriers (see also the section on link of overqualification and underkilling).<sup>41</sup> Furthermore, limited knowledge of the labour market (e.g. regarding opportunities for potential jobs and networks) is considered a key driver

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<sup>38</sup> Riaño, Y., 'Understanding brain waste: Unequal opportunities for skills development between highly skilled women and men, migrants and non-migrants' (2021) *Population Space and Place*, Special Issue Paper, p. 11, [https://www.researchgate.net/publication/349599037\\_Understanding\\_brain\\_waste\\_Unequal\\_opportunities\\_for\\_skills\\_development\\_between\\_highly\\_skilled\\_women\\_and\\_men\\_migrants\\_and\\_nonmigrants](https://www.researchgate.net/publication/349599037_Understanding_brain_waste_Unequal_opportunities_for_skills_development_between_highly_skilled_women_and_men_migrants_and_nonmigrants), accessed 10 January 2025.

<sup>39</sup> European Migration Network (EMN), 'Labour market integration of beneficiaries of temporary protection from Ukraine: Joint EMN-OECD inform', May 2024, [www.emn.at](http://www.emn.at), last accessed on 9 January 2025; European Network of Public Employment Services (2023): Labour market integration of displaced people and refugees. <https://ec.europa.eu/social/BlobServlet?docId=26990&langId=en>, accessed 4 March 2025.

<sup>40</sup> Bolzani, D., Crivellaro, F., Grimaldi, R., 'Highly skilled, yet invisible. The potential of migrant women with a STEM background in Italy between intersectional barriers and resources' (2021), *Gender, Work and Organization*, 18 (6), p. 2132; Sparreboom, T., Tarvid, A., 'Skills mismatch of natives and immigrants in Europe', 2017, p. 13, [https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed\\_protect/@protrav/@migrant/documents/publication/wcms\\_548911.pdf](https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_protect/@protrav/@migrant/documents/publication/wcms_548911.pdf), accessed 22 January 2025; Aleksynska, M., & Tritah, A., 'Occupation-education mismatch of immigrant workers in Europe: Context and policies', 2011, <https://ideas.repec.org/p/cii/cepiddt/2011-16.html>, accessed 4 February 2025.

<sup>41</sup> Ibid.

for skills mismatch.<sup>42</sup> The individual family and financial situation may also play a role as migrants in need to support their families (either in the country of origin or in the receiving country) are likely to prioritise a quick labour market entry over a job that matches their skills and/or qualifications.<sup>43</sup>

Previous studies also found that gender and age impact skills mismatch, which implies that female and/or elderly migrants can be impacted even more by skills mismatch.<sup>44</sup> Women are generally more affected by skills mismatch than men, which is often attributed to care and family duties as well as less favourable opportunities for their career development (e.g. due to lack of childcare arrangements). These gender-specific drivers can intersect with migration specific drivers that exacerbate<sup>45</sup> skills mismatch in migrant women, e.g. due to a spouse residence permit;

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<sup>42</sup> TRAILS - Enabling data analytics for actions tackling skills shortages & mismatch, 'D1.1 - REVIEW I - Theoretical and empirical questions for tackling skills shortages and mismatch in Europe', 2024, [https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS\\_Deliverable\\_D.1.1\\_Final.pdf](https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS_Deliverable_D.1.1_Final.pdf), accessed 4 February 2025; Bolzani, D., Crivellaro, F., Grimaldi, R., 'Highly skilled, yet invisible. The potential of migrant women with a STEMM background in Italy between intersectional barriers and resources' (2021), *Gender, Work and Organization*, 18 (6), p. 2132; European Network of Public Employment Services (2023): Labour market integration of displaced people and refugees. <https://ec.europa.eu/social/BlobServlet?docId=26990&langId=en>, accessed 4 March 2025.

<sup>43</sup> Bolzani, D., Crivellaro, F., Grimaldi, R., 'Highly skilled, yet invisible. The potential of migrant women with a STEMM background in Italy between intersectional barriers and resources' (2021), *Gender, Work and Organization*, 18 (6), p. 2132.

<sup>44</sup> International Labour Organization, 'Skills mismatch of natives and immigrants in Europe', 2017, [https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed\\_pro\\_tect/@protrav/@migrant/documents/publication/wcms\\_548911.pdf](https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_pro_tect/@protrav/@migrant/documents/publication/wcms_548911.pdf), accessed 4 February 2025; Visintin, S., Tijdens, K., van Klaveren, M. 'Skill mismatch among migrant workers: evidence from a large multi-country dataset' (2015), *IZA Journal of Migration*, 21 (4); Birgier, D., Bar-Haim, E., 'Language Used at Home and Educational–Occupational Mismatch of Migrants by Gender' (2023), *Social Indicators Research*, 170, p. 265; Riaño, Y., 'Understanding brain waste: Unequal opportunities for skills development between highly skilled women and men, migrants and non-migrants' (2021), *Population Space and Place*, Special Issue Paper, p 1-13, [https://www.researchgate.net/publication/349599037\\_Understanding\\_brain\\_waste\\_Unequal\\_opportunities\\_for\\_skills\\_development\\_between\\_highly\\_skilled\\_women\\_and\\_men\\_migrants\\_and\\_nonmigrants](https://www.researchgate.net/publication/349599037_Understanding_brain_waste_Unequal_opportunities_for_skills_development_between_highly_skilled_women_and_men_migrants_and_nonmigrants), accessed 10 January 2025.

<sup>45</sup> Bolzani, D., Crivellaro, F., Grimaldi, R., 'Highly skilled, yet invisible. The potential of migrant women with a STEMM background in Italy between intersectional barriers and resources' (2021), *Gender, Work and Organization*, 18 (6), p. 2132; Riaño, Y., 'Understanding brain waste: Unequal opportunities for skills development between highly skilled women and men, migrants and non-migrants' (2021), *Population Space and Place*, Special Issue Paper, p. 1-13, [https://www.researchgate.net/publication/349599037\\_Understanding\\_brain\\_waste\\_Unequal\\_opportunities\\_for\\_skills\\_development\\_between\\_highly\\_skilled\\_women\\_and\\_men\\_migrants\\_and\\_nonmigrants](https://www.researchgate.net/publication/349599037_Understanding_brain_waste_Unequal_opportunities_for_skills_development_between_highly_skilled_women_and_men_migrants_and_nonmigrants), accessed 10 January 2025.

higher childcare constraints compared to native-born women.<sup>46</sup> Migrant women have consequently found to be the group most vulnerable to overqualification.<sup>47</sup> Regarding the impact of age, research shows a difference between foreign nationals and natives. Among nationals, young people (18-34 years) are more affected by skills mismatch while among third-country nationals older persons (35-64 years) are most affected.<sup>48</sup> Hence the age structure of the migrant population in a country may also need to be taken into account when explaining migrant's skills mismatch and taking policy action.

The migration status is another important factor as studies find that e.g. humanitarian migrants tend to be particularly affected by skills mismatch. As refugees' trajectories are marked by seeking shelter and protection, they are constrained in choosing their country of destination. As a consequence, the likelihood that their prior educational qualifications and professional experience correspond to the labour market conditions and needs in the receiving country is lower than in other groups. They may lack preparation for the labour market - including documentation of qualification- and its requirements (such as language skills).<sup>49</sup> Similar observations can be made for family migrants, who also have weak attachments to the labour market of the host country upon arrival.<sup>50</sup>

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<sup>46</sup> OECD, 'International Migration Outlook 2023', OECD Publishing, 2023, pp. 145ff, <https://www.oecd.org/en/publications/international-migration-outlook-2023>, accessed 26 March 2025.

<sup>47</sup> Akgüç, M., Parasnis, J., 'Occupation-Education Mismatch of Immigrant Women in Europe' (2023), *Social Indicators Research*, 170, p. 75; Eurostat, 'Migrant integration statistics – over-qualification', [https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migrant\\_integration\\_statistics\\_-\\_over-qualification](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migrant_integration_statistics_-_over-qualification), accessed 4 February 2025.

<sup>48</sup> Eurostat, 'Migrant integration statistics – over-qualification', [https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migrant\\_integration\\_statistics\\_-\\_over-qualification](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migrant_integration_statistics_-_over-qualification), last accessed 4 February 2025.

<sup>49</sup> On the effect of migrant status, see e.g. Gamble, H., Cebulla, A., Tan, G. 2023. Migrants Skills Mismatch Analysis of Multi-Agency Data Integration Project (MADIP) data. Adelaide: Australian Industrial Transformation Institute, Flinders University of South Australia, <https://doi.org/10.25957/syzv-tk81>, accessed 04 March 2025.

<sup>50</sup> OECD/European Commission (2023), *Indicators of Immigrant Integration 2023: Setting In*, OECD Publishing, Paris, <https://doi.org/10.1787/1d5020a6-en>, last accessed on 26 March 2025.

## 1.2.2 POTENTIAL OF POLICY ACTION

According to the existing body of research, **mainstream policy measures** can contribute to tackling skills mismatches in the overall population, including migrants (for a more comprehensive overview see e.g. the Trails project),<sup>51</sup> for example:

**Labour market information:** Enhancing the availability and accessibility of e.g. online job portals and career guidance services.<sup>52</sup>

**Training and education:** life-long learning policies<sup>53</sup> that subsidise re-training for suitable groups or incentivise on the job trainings<sup>54</sup> and the alignment of the educational system with the needs of the labour market by modernising the curricula and teaching methods.<sup>55</sup>

**Unemployment insurance** regulations: if designed appropriately, they allow workers to search for better fitting jobs or provide incentives to acquire new skills before entering the labour market.<sup>56</sup>

**Housing policies** (to reduce prices): High housing prices may force workers to relocate or to constrain their employment to specific localities with a negative impact on skill matching.<sup>57</sup>

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<sup>51</sup> TRAILS - Enabling data analytics for actions tackling skills shortages & mismatch, 'D1.1 - REVIEW I - Theoretical and empirical questions for tackling skills shortages and mismatch in Europe', 2024, p. 59ff, [https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS\\_Deliverable\\_D.1.1\\_Final.pdf](https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS_Deliverable_D.1.1_Final.pdf), accessed 20 January 2025.

<sup>52</sup> See e.g. European Commission (2023): PES Network adopts 7 recommendations to guide employment services assisting refugees and persons displaced from Ukraine, last accessed 4 March 2025, last accessed 4 March 2025; TRAILS - Enabling data analytics for actions tackling skills shortages & mismatch, 'D1.1 - REVIEW I - Theoretical and empirical questions for tackling skills shortages and mismatch in Europe', 2024, p. 63, [https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS\\_Deliverable\\_D.1.1\\_Final.pdf](https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS_Deliverable_D.1.1_Final.pdf), accessed 20 January 2025.

<sup>53</sup> TRAILS - Enabling data analytics for actions tackling skills shortages & mismatch, 'D1.1 - REVIEW I - Theoretical and empirical questions for tackling skills shortages and mismatch in Europe', 2024, p. 66, [https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS\\_Deliverable\\_D.1.1\\_Final.pdf](https://www.trails-project.eu/wp-content/uploads/2024/09/TRAILS_Deliverable_D.1.1_Final.pdf), accessed 20 January 2025.

<sup>54</sup> Ibid, p. 67.

<sup>55</sup> Ibid, p. 68.

<sup>56</sup> Ibid, p. 69.

<sup>57</sup> Ibid, p. 65.

**Family policies:** Access to formal childcare and parental leave policies promote the labour market participation of women and can contribute to reducing (involuntary) part-time employment.<sup>58</sup>

Reports emphasise that labour market **integration policies and initiatives, which target migrants**, potentially help reduce skills mismatch e.g. by **providing support to access suitable jobs**, providing financial support during early integration and job search, or facilitating the **recognition of foreign qualifications**.<sup>59</sup> A 2021 study furthermore emphasised that **integration policies** can impact skills matching indirectly by steering who migrates to a country in the first place.<sup>60</sup>

Sustainable labour market integration efforts that tackle skills mismatching are, as experts<sup>61</sup> highlight, no quick fixes. They take time in order to show effects<sup>62</sup> and they involve multiple actors.<sup>63</sup> As the drivers for skills mismatch are found at different levels (individual, family,

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<sup>58</sup> OECD, 'International Migration Outlook 2023', OECD Publishing, 2023, pp. 145ff, <https://www.oecd.org/en/publications/international-migration-outlook-2023>, accessed 26 March 2025.

<sup>59</sup> Council of Europe, 'Integration of migrants and refugees: benefits for all parties involved', 2017, <https://rm.coe.int/integration-of-migrants-and-refugees-benefits-for-all-parties-involved/1680aa9038>, accessed 5 February 2025; International Labour Organization, 'Skills mismatch of natives and immigrants in Europe', 2017, [https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed\\_protect/@protrav/@migrant/documents/publication/wcms\\_548911.pdf](https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_protect/@protrav/@migrant/documents/publication/wcms_548911.pdf), accessed 5 February 2025.

<sup>60</sup> Limitations to integration policy measures in turn may hinder migrants to find work in line with their qualifications and thereby lead to skills mismatch. See Bolzani, D., Crivellaro, F., Grimaldi, R., 'Highly skilled, yet invisible. The potential of migrant women with a STEM background in Italy between intersectional barriers and resources' (2021), *Gender, Work and Organization*, 18 (6), p. 2132.; Aleksynska, M., Tritah, A., 'Occupation-Education Mismatch of Immigrant Workers in Europe: Context and Policies', 2011, <https://ideas.repec.org/p/cii/cepiddt/2011-16.html>, accessed 4 February 2025.

<sup>61</sup> OECD, 'Do Adults Have the Skills They Need to Thrive in a Changing World?: Survey of Adult Skills 2023', 2024, p. 128, <https://doi.org/10.1787/b263dc5d-en>, accessed 4 February 2025.

<sup>62</sup> Ibid.

<sup>63</sup> European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on 'Action plan on Integration and Inclusion 2021-2027"', 2020, COM (2020) 758 final, p. 11, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52020DC0758>, accessed 4 February 2025.

employer, state),<sup>64</sup> responses involve government agencies, educational institutions and academic credential assessment services, employers, unions, professional regulatory and licensing bodies, non-governmental organisations and skilled migrants and their associations.<sup>65</sup> This study will therefore look at skills matching efforts implemented by different stakeholders to provide a comprehensive policy analysis of this issue.



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<sup>64</sup> Riaño, Y., 'Understanding brain waste: Unequal opportunities for skills development between highly skilled women and men, migrants and non-migrants' (2021), *Population Space and Place*, Special Issue Paper, p. 12, [https://www.researchgate.net/publication/349599037\\_Understanding\\_brain\\_waste\\_Unequal\\_opportunities\\_for\\_skills\\_development\\_between\\_highly\\_skilled\\_women\\_and\\_men\\_migrants\\_and\\_nonmigrants](https://www.researchgate.net/publication/349599037_Understanding_brain_waste_Unequal_opportunities_for_skills_development_between_highly_skilled_women_and_men_migrants_and_nonmigrants), accessed 10 January 2025.

<sup>65</sup> International Organization for Migration (IOM), 'Crushed hopes: underemployment and deskilling among skilled migrant women', 2012, p. 171, [https://publications.iom.int/system/files/pdf/crushed\\_hopes\\_3jan2013.pdf](https://publications.iom.int/system/files/pdf/crushed_hopes_3jan2013.pdf), accessed 10 January 2025.



## STUDY AIMS AND OBJECTIVES

# 2

The **core objective** of this study is to contribute knowledge on effective policy action for promoting skill matching and tackling (vertical and horizontal) skills mismatch of non-EU/EEA migrants in EMN Member and Observer Countries. To this end- as a necessary background for the analyses of policy action- the study also seeks to provide an overview of the prevalence of skills mismatch (among different groups) of migrants, and the specific drivers of this mismatch.

To provide a comprehensive insight, the study aims to analyse data from expert interviews conducted at national level, from legal and policy documents, as well as by reviewing available research, (quantitative) data, and policy debates at EU and national level.

The different objectives of the study are:

- ▶ First, providing an **overview on** how migrants are affected in EMN Member and Observer Countries by the phenomenon of **skills mismatch** with a view of outlining existing differences across migrant groups (selected categories of labour migrants from third countries, and third-country nationals that arrived via family reunification, beneficiaries of international protection, beneficiaries of temporary protection), as available;
- ▶ Second, highlighting the **underlying causes for skills mismatch among (the different groups of) migrants** in EMN Member and Observer Countries.
- ▶ Third, identifying and exploring different **policies and instruments** of EMN Member and Observer Countries that specifically aim to promote skills matching and address skills mismatching for (different groups of) migrants;
- ▶ Fourth, identifying **challenges** in addressing skills mismatch/promoting skills matching;

- ▶ Fifth, pointing out **lessons learned** for overcoming the identified challenges;
- ▶ Sixth, collecting **good practices** in addressing skills mismatch/promoting skills matching.



## SCOPE OF THE STUDY

# 3

This study focuses on **vertical and horizontal skills mismatch**. Other concepts of skills mismatch such as skill shortages are not covered as skills shortages have already been covered by a recent EMN study.<sup>66</sup> In the following, the term 'skills mismatch' includes vertical skills mismatch (over- /underqualification regarding education and skills) and horizontal skills mismatch (mismatch regarding the field of educational qualification).

In line with the study's focus **on policies and initiatives aimed at promoting skills matching for a sustainable labour market integration of migrants** in EMN Member and Observer Countries, the study will identify and analyse the following:

- ▶ **National trends and underlying causes** of skills mismatch among migrants (i.e. prevalence of skills mismatch among different groups of migrants and the individual-level and country-context-specific drivers).
- ▶ Major **policy developments and current state of play of policies and instruments at national level** directed at countering skills mismatch/facilitating skills matching/addressing the drivers of skills mismatch.
- ▶ **Challenges, lessons learned and good practices** in tackling skills mismatch among third-country nationals, including specific groups like female migrants or elderly migrants (see Section 1.2.1).

The study will map the relevant **policies and instruments** in EMN Member and Observer Countries for promoting skills matching of migrants/counteract skills mismatch. In regard to **actors**, this study will look at key policies/instruments by national and sub-national public actors/institutions (including municipalities), actors/institutions acting on behalf of or in partnership with public authorities as well as the relevant key

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<sup>66</sup> European Migration Network (EMN), 'Labour migration in times of labour shortages – EMN study', forthcoming.

initiatives of interest organisations, employer associations, inter- and non-governmental organisations (IGOs and NGOs).

In terms of the **temporal scope**, this EMN study looks at **policies and instruments/initiatives** currently (at the point of time when the study is launched – June 2025) in place or are about to be launched, i.e. a specified scheme/measure that is very likely to be put into place as planned in the foreseeable future.

The statistical data used is based on the latest available (study) reports and data (OECD, Eurostat).<sup>67</sup>

Given the focus of the study on skills mismatch on the labour market, this study focuses specifically on migrants working in jobs that do not match their qualification and skill profile. These are (legally residing) **labour migrants**, i.e. third-country nationals moving to an EMN Member or Observer Country for the purpose of employment - however excluding circular, short time work which is not related to the sustainable labour market integration focus of this study (e.g. seasonal workers and other workers falling under scheme of circular migration, posted workers, and workers hired out of labour). It further covers **third country nationals arriving via family reunification, and beneficiaries of international protection and beneficiaries of temporary protection**. Whilst this study focuses on third-country nationals, it needs to be considered that key data sources (e.g. OECD PIAAC) do not provide information based on citizenship but on country of birth.

**Applicants for international protection** are not included as their access to the labour market varies in EMN Member Countries and different restrictions/waiting periods apply.<sup>68</sup> However, countries with specific labour market integration frameworks to foster labour market integration/facilitate skills matching for applicants for international protection are invited to report on this group, as this information will be then provided in info-boxes. Seasonal workers and other forms of temporary workers

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<sup>67</sup> Eurostat, 'Overqualification by citizenship', 2024, [https://ec.europa.eu/eurostat/data-browser/view/lfsa\\_eoqgan\\_custom\\_15044941/default/table?lang=en](https://ec.europa.eu/eurostat/data-browser/view/lfsa_eoqgan_custom_15044941/default/table?lang=en), accessed 5 February 2025.

<sup>68</sup> EMN (2023). Integration of applicants for international protection in the labour market – EMN Study, <https://www.emn.at/wp-content/uploads/2023/06/emn-study-labour-market-integration-2023.pdf>, accessed 24 March 2025.

(e.g. for harvesting) and posting of workers and hiring out of labour<sup>69</sup> are, as mentioned before, also outside the scope. The scope of this study does also not encompass international students, as their primary motivation for moving to EMN Member and Observer Countries is the pursuit of higher education degrees, and not employment.<sup>70</sup> If an EMN Member or Observer Country categorizes **PhD students** as young researchers rather than university students and has specific initiatives to foster their labour market integration/tackle skills mismatch for third-country national PHD students, these initiatives can be included in the responses too, and as with applicants for international protection this information will be showcased in an info-box.

This study will be the first EMN output dedicated to the topic of skills mismatch. It will complement existing outputs on labour migration and (labour market) integration topics, such as the forthcoming EMN-OECD study on "Labour migration in times of labour shortages", the EMN-OECD inform on "Labour market integration of beneficiaries of temporary protection from Ukraine",<sup>71</sup> the EMN study on "Integration of migrant women"<sup>72</sup> as well as the EMN inform on "Recognition of qualifications and skills of third-country nationals: overview of procedures and challenges in relation to regulated professions", which will be developed in 2025.

The involvement of relevant stakeholders is actively encouraged, both in the development of the EMN study and for the national contributions. This is also reflected in the choice that the study is conducted with the OECD.

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<sup>69</sup> International hiring-out of labour refers to a situation in which an employer wishes to employ foreign labour for one or more periods of less than 183 days and therefore recruits the foreign personnel through an intermediary established abroad who purports to be the employer and hires the personnel out to the user. See Bourguignon, J., 'International Hiring-out of Labour - A Comprehensive Overview' (2017), *Jura Falconis*, 2017, pp. 103-129.

<sup>70</sup> European Migration Network (EMN), 'EMN Study on Attracting and Retaining International Students in the EU', 2019, p. 6, [https://home-affairs.ec.europa.eu/whats-new/publications/attracting-and-retaining-international-students-eu\\_en](https://home-affairs.ec.europa.eu/whats-new/publications/attracting-and-retaining-international-students-eu_en), accessed 11 July 2024.

<sup>71</sup> European Migration Network (EMN), 'Labour market integration of beneficiaries of temporary protection from Ukraine: Joint EMN-OECD inform', May 2024, [www.emn.at](http://www.emn.at), accessed 9 January 2025.

<sup>72</sup> European Migration Network (EMN), 'Integration of Migrant Women - EMN study', September 2022, <https://www.emn.at>, accessed 16 January 2025.



In view of the policy developments at EU level in the past few years – which were, among others, driven by efforts to respond to labour market needs and attract foreign skilled workers to the EU – the topic of skill matching has gained importance for EU<sup>73</sup> and national policy makers. For example, in regard to beneficiaries of temporary protection from Ukraine – who to a large extent exhibit a high level of educational attainment<sup>74</sup> – preventing skills mismatch has been a policy priority for several EMN Member Countries.<sup>75</sup>

Ensuring that persons have the right skills for jobs is a key component of the **European Skills Agenda**,<sup>76</sup> which, among other things, aims to strengthen skills and support people in their lifelong learning pathways.

Overqualification is addressed in the **Action plan on integration and inclusion 2021-2027**.<sup>77</sup> In view of the skills needs in the EU, the action plan emphasises the important role of migrants in the European economy and society but also underlines the difficulties migrants often encounter with the recognition of their skills and finding employment that match their skills and qualifications. By highlighting that migrant women are more likely to be overqualified for their job, the action plan further

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<sup>73</sup> See also the activities by the European Training Foundation, <https://www.etf.europa.eu/en/what-we-do/skills-and-migration-0>, accessed 26 June 2025.

<sup>74</sup> European Migration Network (EMN), 'Labour market integration of beneficiaries of temporary protection from Ukraine: Joint EMN-OECD inform', May 2024, p. 11, [www.emn.at](http://www.emn.at), accessed 9 January 2025.

<sup>75</sup> Ibid., p. 12

<sup>76</sup> European Commission, 'European Skills Agenda', [https://employment-social-affairs.ec.europa.eu/policies-and-activities/skills-and-qualifications/european-skills-agenda\\_en](https://employment-social-affairs.ec.europa.eu/policies-and-activities/skills-and-qualifications/european-skills-agenda_en), accessed 31 January 2025.

<sup>77</sup> The action plan refers to the overqualification rate defined as working in low or medium skilled occupations despite having a high level of education based on Eurostat data as presented in Section 1. European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on 'Action plan on Integration and Inclusion 2021-2027', 2020, COM(2020) 758 final, [EUR-Lex - 52020DC0758 - EN - EUR-Lex](http://eur-lex.europa.eu/lexUri.do?uri=CELEX:52020DC0758:EN:EUR-Lex), accessed 5 February 2025.

points to the gender dimension of skills mismatch.<sup>78</sup> To address the issue of overqualification the action plan suggests concrete measures for EU Member States, including the use of the EU Skills Profile Tool for Third-Country Nationals<sup>79</sup> and measures to prevent and raise awareness of discrimination in the recruitment process and in the workplace.<sup>80</sup>

In 2022, the European Commission published a **Communication on attracting skills and talent to the EU**<sup>81</sup> proposing a number of legislative and operational policy initiatives,<sup>82</sup> announcing the establishment of **Talent Partnerships** with third countries and the **EU Talent** as an international recruitment platform. The **European Commission's Skills and Talent Mobility Package**<sup>83</sup> from November 2023 included a proposal for a regulation establishing the EU Talent Pool<sup>84</sup> and proposed measures to simplify and expedite the recognition of third-country quali-

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<sup>78</sup> Ibid, p. 11.

<sup>79</sup> The EU Skills Profile Tool for Third-Country Nationals, developed in 2017 as part of the [Skills Agenda for Europe](#), supports early profiling of the skills of refugees, migrants and citizens of non-EU countries who are staying in the EU and can, among others, be used for job matching. For further information see European Commission, 'EU Skills Profile Tool for Third Country Nationals', [https://employment-social-affairs.ec.europa.eu/policies-and-activities/skills-and-qualifications/skills-jobs/eu-skills-profile-tool-third-country-nationals\\_en](https://employment-social-affairs.ec.europa.eu/policies-and-activities/skills-and-qualifications/skills-jobs/eu-skills-profile-tool-third-country-nationals_en), accessed 16 January 2025.

<sup>80</sup> European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on 'Action plan on Integration and Inclusion 2021-2027', 2020 COM(2020) 758 final, p. 2, 12f, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:%3A52020DC0758>, accessed 5 February 2025.

<sup>81</sup> European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on 'Attracting Skills and Talent to the EU', 2022, COM(2022) 657 final, p. 6, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52022DC0657>, accessed 11 July 2024.

<sup>82</sup> The proposals are based on three pillars: 1. legislative pillar (revision of Single Permit and Long-term residence Directive), 2. operational pillar (introduction of talent partnerships and talent pool), 3. forward looking measures (long-term care workers, youth mobility, entrepreneurship).

<sup>83</sup> European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on 'Skills and Talent Mobility', 2023, COM(2023) 715 final, [https://commission.europa.eu/system/files/2023-11/COM\\_2023\\_715\\_1\\_EN.pdf](https://commission.europa.eu/system/files/2023-11/COM_2023_715_1_EN.pdf), accessed 11 July 2024.

<sup>84</sup> Proposal for a Regulation of the European Parliament and of the Council establishing an EU talent pool {SEC(2023) 716 final} - {SWD(2023) 716 final} - {SWD(2023) 717 final} - {SWD(2023) 718 final}, COM(2023) 716 final, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52023PC0716>, accessed 16 January 2025.

fications and skills at national level.<sup>85</sup> The Talent Partnerships and the EU Talent Pool aim to match skills needs in Member States with foreign talents that have these skills and can therefore be considered as instruments targeted to addressing skills shortages.<sup>86</sup> The **European Commission's Recommendation on the recognition of qualifications of third-country nationals** explicitly refers to the issue of overqualification and stresses that it can lead to economic losses for the individuals concerned as well as for the EU. The recommendation encourages EU Member States to reduce the gap in the overqualification rate<sup>87</sup> between third-country nationals and nationals by 2030 and advocates for a 'skills first' approach in qualification procedures prioritizing the assessment of skills and experiences.<sup>88</sup>

In March 2024, the European Commission published an **Action plan to tackle labour and skills shortages**<sup>89</sup> as key deliverable of the European Year of Skills<sup>90</sup> as part of the EU's strategy to boost its competi-

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<sup>85</sup> European Commission, 'Commission Recommendation of 15 November 2023 on the recognition of qualifications of third-country nationals', COM(2023) 7700 final, [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=PI\\_COM:C\(2023\)7700](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=PI_COM:C(2023)7700), accessed 16 January 2025.

<sup>86</sup> See Section 1 on the terminology and concepts for skills mismatch.

<sup>87</sup> The recommendation refers to the overqualification rate defined as working in low or medium skilled occupations despite having a high level of education based on Eurostat data as presented in Section 1. European Commission, 'Commission Recommendation of 15 November 2023 on the recognition of qualifications of third-country nationals', COM(2023) 7700 final, p. 2, [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=PI\\_COM:C\(2023\)7700](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=PI_COM:C(2023)7700), accessed 16 January 2025.

<sup>88</sup> European Commission, 'Commission Recommendation of 15 November 2023 on the recognition of qualifications of third-country nationals', COM(2023) 7700 final, p. 10, 18, [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=PI\\_COM:C\(2023\)7700](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=PI_COM:C(2023)7700), accessed 16 January 2025.

<sup>89</sup> European Commission, 'Commission Sets Out Actions to Tackle Labour and Skills Shortages', 20 March 2024, [https://ec.europa.eu/commission/presscorner/detail/en/ip\\_24\\_1507](https://ec.europa.eu/commission/presscorner/detail/en/ip_24_1507), accessed 11 July 2024.

<sup>90</sup> The European Year of Skills was started on 9 May 2023 and covered a period of 12 months during which a number of different actions and initiatives were launched and promoted. The main objective of the European Year of Skills were (1) promoting investment in training and upskilling, enabling people stay in their jobs or find new ones, (2) ensuring skills match the needs of employers, by closely cooperating with social partners and companies, (3) matching people's aspirations and skill sets with opportunities on the job market, especially for the green and digital transitions and the economic recovery and (4) attracting people from outside the EU with the skills needed. European Commission, 'European Year of Skills', [https://year-of-skills.europa.eu/index\\_en](https://year-of-skills.europa.eu/index_en), accessed 16 January 2025.

tiveness and enhance its economic and social resilience.<sup>91</sup> It takes stock of existing initiatives by the EU, Member States and social partners, announces new EU initiatives and calls on Member States and social partners to take further actions in five different areas.<sup>92</sup> The action plan underlines the important role of third-country nationals in addressing domestic labour and skills shortages, reaffirms the 'skills first' approach proposed in the European Commission's aforementioned recommendation and calls for effective job matching and integration policies as well as equal and fair working conditions for migrants.

In March 2025, the European Commission launched the Union of Skills as an overarching strategy to quality education and skills policies.<sup>93</sup>

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<sup>91</sup> European Commission, 'A new plan for Europe's sustainable prosperity and competitiveness', [https://commission.europa.eu/priorities-2024-2029/competitiveness\\_en](https://commission.europa.eu/priorities-2024-2029/competitiveness_en), accessed 16 January 2025.

<sup>92</sup> These areas are: (1) supporting the activation of underrepresented people in the labour market, (2) providing support for skills development, training and education, (3) improving working conditions in certain sectors, (4) improving fair intra-EU mobility for workers and learners, (5) attracting talent from outside the EU. European Commission, 'Commission sets out actions to tackle labour and skills shortages', 20 March 2024, [https://ec.europa.eu/commission/presscorner/detail/en/ip\\_24\\_1507](https://ec.europa.eu/commission/presscorner/detail/en/ip_24_1507), accessed 16 January 2025.

<sup>93</sup> European Commission, Union of skills, Investing in people for a competitive European Union, [https://commission.europa.eu/topics/eu-competitiveness/union-skills\\_en](https://commission.europa.eu/topics/eu-competitiveness/union-skills_en), accessed on 26 June 2025.

## PRIMARY QUESTIONS TO BE ADDRESSED BY THE STUDY

# 5

This EMN study provides an in-depth analysis of the phenomenon of skills mismatch in form of vertical skills mismatch (over-/underqualification regarding skills and education) and horizontal skills mismatch (mismatch regarding field of education; in the following both referred to as **skills mismatch**) of migrant groups in EMN Member and Observer Countries. It further explores policies and instruments aimed at promoting skills matching for a sustainable labour market integration. In light of existing evidence on skills mismatch disproportionately affecting migrants (see section 1), the study thereby seeks to answer the following primary research questions: How and why are different groups of migrants affected by skills mismatch and how do policies in EMN Member and Observer countries respond to this?

To answer this question the following sub-questions are asked:

1. Based on available data (Eurostat, EU-LSF, OECD PIAAC) how, if at all, are (different groups of) migrants affected by skills mismatch in EMN Member and Observer Countries?
2. What are the main underlying causes for skills mismatch among (different groups of) migrants in your country?
3. Which policies and initiatives are in place in your country aimed at countering skills mismatch and/or promoting skills matching of (different groups of) migrants?
4. Which challenges in regard to the implementation of policies aimed at countering skills mismatch/facilitating skills matching for (different groups of) migrants exist in your country?
5. What are lessons learned and good practices in regard to overcoming the identified challenges, tackling skills mismatch and facilitating skills matching in your country?



# RELEVANT SOURCES AND LITERATURE

# 6

## 6.1 EMN STUDIES, INFORMS AND AD-HOC QUERIES

This study will build on and complement the following data collections and previous outputs by the EMN that focused on the research areas of labour migration and labour market integration of migrants:

### EMN STUDIES:

- ▶ European Migration Network (EMN), 'Labour migration in times of labour shortages', forthcoming.
- ▶ European Migration Network (EMN), 'Integration of Migrant Women', September 2022, <https://www.emn.at/wp-content/uploads/2022/03/emn-study-2022-integration-of-migrant-women.pdf>.
- ▶ European Migration Network (EMN), 'Labour Market Integration of Third-Country Nationals in EU Member States', February 2019, [https://www.emn.at/wp-content/uploads/2018/10/emn-synthesis-report-2019\\_labour-market-integration-of-tcn.pdf](https://www.emn.at/wp-content/uploads/2018/10/emn-synthesis-report-2019_labour-market-integration-of-tcn.pdf).

### EMN ASYLUM AND MIGRATION OVERVIEW:

- ▶ EMN annual reports, [https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-publications/emn-annual-reports\\_en](https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-publications/emn-annual-reports_en).

### EMN INFORMS:

- ▶ European Migration Network (EMN), 'Language and literacy support measures for adult beneficiaries of international protection: Joint EMN-OECD-COE inform', forthcoming.
- ▶ European Migration Network (EMN), 'New and innovative ways to attract foreign talent into the EU', forthcoming.
- ▶ European Migration Network (EMN), 'Implementation of measures for civic training as an important tool for integration of third-coun-

try nationals: Joint EMN-OECD inform', October 2024, <https://www.emn.at/wp-content/uploads/2024/10/emn-inform-civic-training.pdf>.

- ▶ European Migration Network (EMN), 'Monitoring the integration of third-country nationals: Joint EMN-OECD inform', July 2024, <https://www.emn.at/wp-content/uploads/2024/08/emn-inform-monitoring-integration-final-290724.pdf>.
- ▶ European Migration Network (EMN), 'Labour market integration of beneficiaries of temporary protection from Ukraine: Joint EMN-OECD inform', May 2024, <https://www.emn.at/wp-content/uploads/2022/11/emn-inform-labour-market-integration-of-botp-from-ukraine.pdf>.
- ▶ European Migration Network (EMN), 'Skills mobility partnerships: exploring innovative approaches to labour migration: Joint EMN-OECD inform', March 2022, <https://www.emn.at/wp-content/uploads/2022/04/joint-emn-oecd-inform-2022-skills-mobility-partnerships-1.pdf>.
- ▶ European Migration Network (EMN), 'Exploring Legal Pathways to Fulfil Labour Needs', 2021, <https://www.emn.at/wp-content/uploads/2021/07/emn-inform-legal-pathways-final-19072021.pdf>.

### EMN AD-HOC QUERIES:

- ▶ 2024.64 Language and literacy support measures for adult beneficiaries of international protection
- ▶ 2024.34 New and innovative ways to attract foreign talent into the EU
- ▶ 2024.16 Recognition of third-country qualifications for the profession of doctor with basic medical training
- ▶ 2024.9 Recognition of documents in unregulated professions
- ▶ 2023.47 Labour market integration of beneficiaries of temporary protection from Ukraine
- ▶ 2022.36 The recognition of diplomas from third countries
- ▶ 2022.17 Access to employment (TPD)
- ▶ 2021.44 AHQ for EMN Inform on Skills Mobility Partnerships
- ▶ 2021.27 Complementary Pathways Part 2

- ▶ 2021.26 Talent Partnerships
- ▶ 2020.74 Integration measures regarding language courses - Part 2
- ▶ 2020.73 Integration measures regarding language courses - Part 1
- ▶ 2020.53 Managed Labour Mobility Schemes
- ▶ 2020.28 Labour market integration policies aimed at third-country nationals – update

## 6.2 OTHER LITERATURE

- ▶ The **European Commission** publishes various reports relevant for this topic, including: EC/OECD [Indicators for immigrant integration 2023](#) (2023), [Quarterly Review of Employment and Social Developments in Europe](#) (2025).
- ▶ The **European Network of Public Employment Services** offers a database with good practice examples of skills identification and sustainable labour market integration measures across EU Member States.
- ▶ The **European Centre for the Development of Vocational Training (CEDEFOP)** offers a database of policy tools for skills matching in EU Member States.
- ▶ The **OECD** published various reports relevant for this topic, including [Do Adults Have the Skills They Need to Thrive in a Changing World?](#) (2024).
- ▶ The **European Training Foundation** produces country fiches on skills for selected countries of origin, <https://www.etf.europa.eu/en/what-we-do/skills-and-migration-0>
- ▶ Research within the **Skills4Justice** project, <https://skills4justice.eu/>.
- ▶ Literature published by the project '**TRAILS - Enabling data analytics for actions tackling skills shortages & mismatch**', [www.trails-project.eu](http://www.trails-project.eu).
- ▶ **Academic research** in economics and political economy focuses on different aspects of skills mismatch (such as the economic impact and quantitative evidence for countries).



## AVAILABLE STATISTICS

# 7

### 7.1 EU-LEVEL STATISTICS

- ▶ **Eurostat** offers data on “Over-qualification rates by country of birth” ([lfsa\\_eoqgan](#)) measured as tertiary-educated persons working in low- or medium-skilled occupations in different EU Member States, which is disaggregated by sex, age, time and regions of birth (nationals, EU citizens, third-country nationals).
- ▶ **The European skills and jobs survey (ESJS) by Cedefop** ([www.cedefop.europa.eu](#)) is a periodic EU-wide survey aimed at collecting information on the skill requirements, skill mismatches and initial and continuing learning of adult workers in EU labour markets. The ESJS is carried out in all EU Member States. The first wave of the ESJS was carried out in 2014 and focused on the collection of comprehensive contextual information about the incidence and reasons underlying the emergence of skill mismatches in EU job markets. The second wave was carried out in 2021 and focused on the relationship between technological change, changing job-skill requirements and skill mismatch of EU adult workers and their adaptiveness to such trends via remedial vocational education and training.
- ▶ The **OECD Survey of Adult Skills (PIAAC)** ([www.oecd.org](#)) was designed as part of the Programme for the International Assessment of Adult Competencies (PIAAC) to provide insights into the availability of some key skills (literacy, numeracy and problem solving). It also gathers information and data on how adults use their skills at home and at work. The 1<sup>st</sup> cycle of the Survey of Adult Skills was conducted over three separate rounds between 2011 and 2018 in 39 countries. During the 1<sup>st</sup> cycle, about 245.000 adults were interviewed, representing 1.15 billion people. The 2<sup>nd</sup> cycle of the Survey of Adults Skills has been conducted in 31 countries and economies so far. A first round of data collection took place in 2022-2023 with results released on 10 December 2024. Only permanent residents are part of the target population of the Survey of Adult Skills. In some countries

recent migrants who are considered to be temporary residents are excluded from these statistics.

- ▶ The **European Skills Index (ESI)** ([www.cedefop.europa.eu](http://www.cedefop.europa.eu)) is Cedefop's composite indicator measuring the performance of EU skills systems. The ESI consists of three pillars; skills development, activation and matching, each of which measures a different aspect of a skills system. Basis of the ESI are 15 individual indicators from various international datasets. The scores are calculated across countries at the indicators' level.
- ▶ The **adult education survey (AES)** by Eurostat ([www.ec.europa.eu/eurostat](http://www.ec.europa.eu/eurostat)) collects data on self-reported language skills, which is used for the area on skills supply, and on adult participation in education and training in the last 12 months prior to the survey. The AES covers formal, non-formal, and informal learning activities. It also provides information on training activities paid for by the employer, which is used for the area on skills development. Up to 2016, the survey was carried out every 5 years, from 2016 onwards it takes place every 6 years.
- ▶ The **Continuing Vocational Training Survey (CVTS)** carried out by Eurostat ([www.ec.europa.eu/eurostat](http://www.ec.europa.eu/eurostat)) collects information on enterprises' investment in the continuing vocational training of their staff. This is used for the area on skills development and demand. The indicators cover education and training activities financed completely, or at least partly, by the enterprise, including vocational training during working hours. The CVTS takes place every 5 years. The most recent CVTS was carried out for the reference year 2020.
- ▶ The **(EU-LFS)** ([www.ec.europa.eu/eurostat](http://www.ec.europa.eu/eurostat)) is the main data source for Eurostat's skills-related statistics. The data covers: skills supply, for example data on the population by educational attainment or by formal qualifications, including young people, as well as early leavers from education; skills demand, for example indicators on employment by educational attainment, occupation, and economic sector. The EU-LFS provides several indicators on the participation in formal and non-formal education and training in the last 4 weeks before the reference week in which the survey took place. This information is used for the area on skills development.

- ▶ The **EU-LFS modules** ([www.ec.europa.eu/eurostat](http://www.ec.europa.eu/eurostat)) provide statistics on a particular topic concerning the labour market by adding each year a set of variables to supplement the core EU-LFS. These include: the 2022 module on job skills providing, among other things, information on the utilization of skills at work; the 2021 module on the labour market situation of migrants and their immediate descendants providing information on the level of language proficiency of foreign-born people in the language of their current host country, the level of skills in this language before the migration, the skill equivalence between current job and the job before migrating, i.e. a comparison between the skill levels required for the current job and the job before migrating.





Unless otherwise specified, and with the exception of terms relating to skills, the definitions refer to the **EMN Asylum and Migration Glossary**, online version.<sup>94</sup> The definition of skills in turn are mostly based upon **CEDEFOP**.<sup>95</sup>

**Beneficiary of international protection:** A person who has been granted refugee status or subsidiary protection status.

**Beneficiary of temporary protection:** A person who enjoys temporary protection.

**Employment:** The exercise of activities covering whatever form of labour or work regulated under national law or in accordance with established practice for or under the direction and / or supervision of an employer.

**Labour market integration:** The extent to which migrants will achieve the same range of labour market participation as nationals of EU Member States by using their skills and realising their economic potential.

**Labour matching:** The process by which the skills and qualifications of a worker is compared with the requirements of a particular job vacancy, to establish whether they match wholly or partly.

**Migrant:** In the EU/EFTA context, a person who either:

- ▶ establishes their usual residence in the territory of an EU/EFTA Member State for a period that is, or is expected to be, of at least 12 months, having previously been usually resident in another EU/EFTA Member State or a third country; or
- ▶ having previously been usually resident in the territory of the EU/EFTA Member State, ceases to have their usual residence in the EU/EFTA

<sup>94</sup> European Commission, 'EMN Asylum and Migration Glossary', [https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary\\_en](https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary_en), accessed 11 July 2024.

<sup>95</sup> CEDEFOP, 'Skills matching', <https://www.cedefop.europa.eu/en/tools/european-skills-index/skills-matching>, accessed 20 January 2025.

Member State for a period that is, or is expected to be, of at least 12 months.

N.B.: For more information on the specific groups of migrants covered in the context of this study, please refer to the section 'Scope of the study'.

**Migrant worker:** A person who is to be engaged, is engaged or has been engaged in a remunerated activity in a state of which they are not nationals.

**Qualification:** The formal outcome of an assessment and validation process by a competent body determining that an individual has achieved learning outcomes to given standards.<sup>96</sup>

**Refugee:** In the EU context, either a third-country national who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail themselves of the protection of that country, or a stateless person, who, being outside of the country of former habitual residence for the same reasons as mentioned above, is unable or, owing to such fear, unwilling to return to it, and to whom Art. 12 (Exclusion) of Directive 2011/95/EU (Recast Qualification Directive) does not apply.

**Skill:** The ability to apply knowledge and use know-how to complete tasks and solve problems. Skills can be described as cognitive (involving the use of logical, intuitive and creative thinking) or practical (involving manual dexterity and the use of methods, materials, tools and instruments).<sup>97</sup> The term skills covers generic (skills that are not specific to a particular job or industry, such as problem-solving or communication skills) and specialised (e.g. technical expertise required for certain professions) skills.<sup>98</sup>

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<sup>96</sup> European Commission, 'European Skills, Competences, Qualifications and Occupations', <https://esco.ec.europa.eu/en/about-esco/escopedia/escopedia/skill>, accessed 24 March 2025.

<sup>97</sup> European Commission, 'European Skills, Competences, Qualifications and Occupations - Qualifications', <https://esco.ec.europa.eu/en/classification/qualifications>, accessed 24 March 2025.

<sup>98</sup> Lise, J., Postel-Vinay, F., 'Multidimensional skills, sorting, and human capital accumulation' (2020), Journal of Economic Surveys, [https://www.atlantafed.org/-/media/documents/news/conferences/2017/0921-labor-supply-sorting-wages/papers/lise\\_postel-vinay-multidimensional-skills-sorting-human-capital-accumulation.pdf](https://www.atlantafed.org/-/media/documents/news/conferences/2017/0921-labor-supply-sorting-wages/papers/lise_postel-vinay-multidimensional-skills-sorting-human-capital-accumulation.pdf), accessed 21 January 2025.

**Skills matching:** A process by which individuals' skillsets are aligned with organisations' skill needs.<sup>99</sup> In the context of this study skills matching also includes when the educational qualification and/or field of study is aligned with the job performed/recruited for.

**Skills mismatch:** A situation of imbalance between the skills and/or (educational) qualifications possessed by the workforce (supply) and those needed by the labour market (demand).<sup>100</sup>

The term as used in this study includes mismatch in terms of skills and educational qualification, as well as of one's field of study:

**Vertical skill mismatching:** when an employee's **skills or education level** is either higher (overqualification) or lower (underqualification) in relation to their occupation, e.g. a nurse working as a nursing assistant.<sup>101</sup>

Vertical skills mismatching can manifest in the following ways:<sup>102</sup>

- ▶ **Overskilling:** the individual has more skills than required to perform a job adequately;
- ▶ **Underskilling:** the individual has less skills than required to perform a job adequately.
- ▶ **Overeducation:** the individual has a level of education and training higher than that required to perform their job.
- ▶ **Undereducation:** the individual has a level of education and training lower than that required to perform their job.

**Horizontal skills mismatching:** when the individual's **field of education or (vocational) training** does not relate to field of the occu-

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<sup>99</sup> Joss, S., Collings, D. G., McMackin, J., Dickman, M., 'A skills-matching perspective on talent management: Developing strategic agility' (2024), *Human Resource Management*, 63 (1), p. 141, <https://onlinelibrary.wiley.com/doi/full/10.1002/hrm.22192>, accessed 5 February 2025.

<sup>100</sup> The definition of skills mismatch and the following forms of this phenomenon are based on the definition of CEDEFOP, 'Glossary – Skills mismatch', <https://www.cedefop.europa.eu/en/tools/vet-glossary/glossary?search=mismatch&letter=S>, accessed 5 February 2025.

<sup>101</sup> Albert, C., Davia, M. A., Legazpe, N. (2021). Educational mismatch in recent university graduates. The role of labour mobility. *Journal of Youth Studies*, 26(1), p. 119.

<sup>102</sup> The following definitions were developed by EMN Austria for the purpose of this study based on existing research.



pation they work in ('out-of-field employment'),<sup>103</sup> e.g. a nurse working as a marketing manager.<sup>104</sup> Horizontal mismatch is usually measured by comparing an employee's attended field of study and the field required for the job the employee holds.<sup>105</sup>

**Third-country national:** Any person who is not a citizen of the European Union within the meaning of Art. 20(1) of Treaty on the Functioning of the European Union (TFEU) and who is not a person enjoying the European Union right to free movement, as defined in Art. 2(5) of the Regulation (EU) 2016/399 (Schengen Borders Code).


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<sup>103</sup> Redmond, P., Brosnan, L., 'Skills mismatch in Europe', <https://www.trails-project.eu/skills-mismatch-in-europe/>, accessed 20 January 2025.

<sup>104</sup> Albert, C., Davia, M. A., Legazpe, N. (2021). Educational mismatch in recent university graduates. The role of labour mobility. *Journal of Youth Studies*, 26(1), p. 119.

<sup>105</sup> Somers, M. Cabus, S., Groot W., Maassen van den Brink, H. (2019), 'Horizontal Mismatch Between Employment And Field Of Education: Evidence From A Systematic Literature Review' *Journal of Economic Surveys* 33(2), 567-603.





**CONTRIBUTION  
OF THE CZECH REPUBLIC**



## INTRODUCTORY NOTE

In the Czech Republic, migrants frequently face difficulties in securing jobs that correspond to their qualifications and skills. This situation is particularly visible among highly qualified labour migrants, but it also concerns beneficiaries of international or temporary protection as well as migrants arriving through family reunification. The obstacles are not only formal, such as demanding recognition procedures, but also practical, such as insufficient command of Czech or limited knowledge of local labour market structures. Social factors, including stereotypes or dependence on informal networks, may further complicate their integration.

To address these issues, there are several policies and initiatives in place. The Ministry of Labour and Social Affairs (hereinafter referred to as MoLSA) and the Labour Office focus on retraining, counselling, and language education, while the Ministry of the Interior supports integration services through a network of regional integration centres. Targeted projects, for example under EURES+ 3Z UP!, provide specialised advisors and communication tools to improve access to information and employment opportunities. Municipalities and NGOs complement these state measures by developing local strategies and offering integration programmes.

Promising practices include municipal initiatives that link local authorities with civil society, as well as expanding Czech language instruction and awareness-raising campaigns. The Czech experience shows that progress requires coordination between state and non-state actors, better access to reliable information, and more flexible recognition of foreign qualifications.



The chapter covers drivers of skills mismatch in regard to vertical skills mismatch (mismatch regarding the level of skills/education) as well as horizontal skills mismatch (mismatch in the field of education). Different types of drivers are divided into different tables to facilitate descriptive comparison across countries, however this different type of drivers may partly overlap.

1.

**Based on available literature and expert opinions, what are migrant-specific drivers for skills mismatches, i.e. drivers related to the migrant populations in your country?<sup>106</sup>**

Driver	Applicable (YES/NO)	Explanation (including information on source)
Country of origin related drivers (e.g. lack of documentation of qualifications)	Yes	For example, the Philippines is a signatory to the Vienna Convention on Road Traffic, but it does not issue driving licenses based on the convention.

<sup>106</sup> This question addresses drivers for skills mismatches that are specifically related to certain features of migrants.

Driver	Applicable (YES/NO)	Explanation (including information on source)
Disparities in education system between country of origin and receiving country (e.g. strong vocational focus in receiving countries not present in countries of origin)	Yes	There is no quantitative data available on the impact of disparities in the education system between the countries of origin and the Czech Republic. However, the few contributions devoted to this topic suggest that it is one of the drivers of skills mismatches. <sup>107</sup> One example is the discrepancy between Ukrainian and Czech teacher training. <sup>108</sup>
Disparities in skill requirements for specific professions between country of origin and receiving country	Yes	Education and qualifications acquired in certain fields may be very specific to the context of a given country and therefore may have limited transferability. <sup>109</sup>
Extent of regulated professions in country of origin- as opposed to receiving country- (i.e. regulations for the practice of certain professions)	Yes	The Czech Republic has the second highest number of regulated professions among EEA countries after Hungary, which requires a process of recognition of foreign workers' qualifications for a large number of professions. <sup>110</sup>
Age-related drivers (that in combination with migrant status interact on skills mismatch, e.g. age at time of arrival could impact skills mismatch, since younger migrants tend to have less difficulties in learning the language of the receiving country - see below)	Yes	Age is a factor relevant to both foreigners and the majority population. However, migrants may be at a disadvantage compared to the majority population due to the accumulation of multiple disadvantages.

<sup>107</sup> Městské kulturní centrum Praha. *Nostrifikace – Uznávání zahraničního vzdělávání v ČR*. PDF file. MKC. [https://mkc.cz/doc/Nostrifikace\\_Uznavani\\_zahranicniho\\_vzdelani\\_vCR.pdf](https://mkc.cz/doc/Nostrifikace_Uznavani_zahranicniho_vzdelani_vCR.pdf)

<sup>108</sup> PAQ Research. *Hlas Ukrajinců – Dva roky poté*. PDF report. PAQ Research, 2024. [https://www.paqresearch.cz/content/files/2024/02/PAQ\\_Hlas\\_Ukrajincu\\_Dva\\_roky\\_pote-2.pdf](https://www.paqresearch.cz/content/files/2024/02/PAQ_Hlas_Ukrajincu_Dva_roky_pote-2.pdf)

<sup>109</sup> MigraceOnline.cz. *Faktory bránící využití kvalifikace imigrantů na trhu práce v ČR*. PDF report. MigraceOnline.cz. <https://migraceonline.cz/images/publikace/kvalifikace-final.pdf>

<sup>110</sup> European Commission. *Regulated Profession Database – Professions by Country*. <https://ec.europa.eu/growth/tools-databases/regprof/professions/bycountry>

Driver	Applicable (YES/NO)	Explanation (including information on source)
Gender-related drivers (that in combination with migrant status interact on skills mismatch)	Yes	The mismatch between education and employment is often explained by gender inequalities and a lack of work experience. These are factors relevant to both immigrants and the majority population. <sup>111</sup> Gender roles, including parental responsibilities, also play an important role. For immigrants, the dependence on income to support family members in need is often much greater, and employment outside their field of qualification becomes secondary. As a result, migrants may be at a disadvantage compared to the majority population due to the accumulation of multiple disadvantages.
Language proficiency of language of receiving country	Yes	The level of Czech language proficiency is the most frequently mentioned driver of skills mismatches among migrants. Both migrants and employers identify insufficient language skills as a key barrier to accessing better employment opportunities. <sup>112</sup>
Length of stay (considering that the longer a migrant lives in country, the more the extent of skills mismatch tends to be reduced)	Yes	According to research, the longer the length of stay, the lower the likelihood that a migrant will work in a field relevant to his or her education. <sup>113</sup>

<sup>111</sup> MigrationOnline.cz. *Faktory bránící využití kvalifikace imigrantů na trhu práce v ČR*. PDF report. MigrationOnline.cz. <https://migraceonline.cz/images/publikace/kvalifikace-final.pdf>

<sup>112</sup> PAQ Research. *Hlas Ukrajinců – Dva roky poté a výhled na 2024+*. PDF report. PAQ Research, 2024. [https://www.paqresearch.cz/content/files/2024/02/PAQ\\_Hlas\\_Ukrajincu\\_Dva\\_roky\\_pote-2.pdf](https://www.paqresearch.cz/content/files/2024/02/PAQ_Hlas_Ukrajincu_Dva_roky_pote-2.pdf)

<sup>113</sup> Leontiyeva, Yana, a Anna Pokorná. *Faktory bránící využití kvalifikace imigrantů na trhu práce v ČR*. Praha: Multikulturní centrum Praha / MigraceOnline.cz, 2014. <https://migraceonline.cz/images/publikace/kvalifikace-final.pdf>

Driver	Applicable (YES/NO)	Explanation (including information on source)
<p>Limited information about the labour market/ employers, migrants might exhibit in comparison to natives/locals</p>	<p>Yes</p>	<p>Awareness of labour market needs is key to the effective integration of migrants. The Ministry of Labour and Social Affairs of the Czech Republic, together with other relevant authorities, provides extensive information on the residence of foreigners and employment in the Czech Republic through their web portals (see MPSV – EURES: <a href="https://www.mpsv.cz/en/foreign-employment">https://www.mpsv.cz/en/foreign-employment</a>, Ministry of the Interior - <a href="https://www.cizinci.cz">cizinci.cz</a>: <a href="https://www.cizinci.cz">https://www.cizinci.cz</a>, Information Portal for Foreigners: <a href="https://ipc.gov.cz/">https://ipc.gov.cz/</a>, Ministry of Foreign Affairs: <a href="https://www.mzv.cz">https://www.mzv.cz</a>). However, some groups of migrants primarily rely on information from relatives or acquaintances already living in the Czech Republic.<sup>114</sup></p>

<sup>114</sup> AUGUR Consulting; Ministerstvo práce a sociálních věcí. *Shrnutí analýzy informačních zdrojů využívaných cizinci v ČR*. PDF report. MPSV, 2024.

Driver	Applicable (YES/NO)	Explanation (including information on source)
Discrimination/Stereotypes in public against (certain groups of) migrants (e.g. colour, ethnicity/origin, status)	Yes	Prejudices against foreigners generally have a negative impact on their employment opportunities. A study on Czech citizens' attitudes towards foreigners confirms this trend. <sup>115</sup> Prejudices regarding the ability of certain ethnic groups to work in specific sectors also contribute to ethnic segmentation of the labour market. <sup>116</sup> According to PAQ Research, 21% of beneficiaries of temporary protection from Ukraine have experienced discrimination when looking for a job, and 15% have faced discrimination in employment conditions such as salary or working environment. <sup>117</sup>
Career gaps of migrants (e.g. due to migrant journey)	No data	

## 2.

**Based on available literature and expert opinions, what are country-/employer-specific drivers for skills mismatching of migrants in your country?**

<sup>115</sup> Centrum pro výzkum veřejného mínění (CVVM). *Opinions of the Czech public on the presence of foreigners in the Czech Republic – May 2025*. Press release. Sociologický ústav AV ČR, 2025. 5

<sup>116</sup> Multikulturální centrum Praha. *Faktory bránící využití kvalifikace imigrantů na trhu práce v ČR*. PDF report. Multikulturální centrum Praha / MigraceOnline.cz. <https://mkc.cz/doc/kvalifikace-final.pdf>

<sup>117</sup> PAQ Research. *Hlas Ukrajinců – Dva roky poté a výhled na 2024+*. PDF report. PAQ Research, 2024. [https://www.paqresearch.cz/content/files/2024/02/PAQ\\_Hlas\\_Ukrajincu\\_Dva\\_roky\\_pote-2.pdf](https://www.paqresearch.cz/content/files/2024/02/PAQ_Hlas_Ukrajincu_Dva_roky_pote-2.pdf)

Driver	Applicable (YES/NO)	Explanation (including information on source)
Economic and labour market conditions (e.g. economic recession, which might affect migrants' skills mismatch more than non-migrants)	Yes	<p>The economic situation in a country will certainly always have a greater impact on the employment circumstances of foreigners than on those of the country's citizens. In recent years, demand for foreign labour in the Czech Republic has remained consistently high, but this largely concerns less skilled positions.</p> <p>Labour migration to the Czech Republic in the last few years has been mainly influenced by the economic conditions of companies and their strong lobby for additional labour in the labour market.<sup>118</sup></p>
Structure of housing markets (e.g. housing polices with no rent caps, shortage of affordable housing in areas with available matching jobs for migrant population's profiles)	Yes	<p>Rents have risen rapidly in the Czech Republic in recent years. Thus, it can be very difficult for foreigners to find affordable housing. Some employers provide accommodation for foreigners on a contractual basis, but this increases the foreigners' dependence on the employer and makes them vulnerable.<sup>119</sup> However, as PAQ Research shows, 70% of Ukrainian citizens in the Czech Republic live in rented housing and only 16% of them live in a hostel.<sup>120</sup></p>

<sup>118</sup> Rumpík, Viktor, et al. 2023. *Analýza dosavadních poznatků a existujících výstupů v oblastech pracovního vykořisťování a nelegálního či neregulérního zaměstnávání cizinců a dalších souvisejících témat v Plzeňském kraji*. Odborná konzultace: Klára Zachová, Michal Pitař. Plzeň: Diakonie ČCE – středisko Čechy. Zadavatel: MPSV ČR, projekt „EURES+3Z Up!“ (CZ.03.01.04/00/22\_002/0000170).

<sup>119</sup> Rumpík, Viktor, et al. 2023. *Analýza dosavadních poznatků a existujících výstupů v oblastech pracovního vykořisťování a nelegálního či neregulérního zaměstnávání cizinců a dalších souvisejících témat v Plzeňském kraji*. Odborná konzultace: Klára Zachová, Michal Pitař. Plzeň: Diakonie ČCE – středisko Západní Čechy. Zadavatel: MPSV ČR, projekt „EURES+3Z Up!“ (CZ.03.01.04/00/22\_002/0000170).

<sup>120</sup> PAQ Research. *Hlas Ukrajinců – Dva roky poté*. PDF report. PAQ Research, 2024. [https://www.paqresearch.cz/content/files/2024/02/PAQ\\_Hlas\\_Ukrajincu\\_Dva\\_roky\\_pote-2.pdf](https://www.paqresearch.cz/content/files/2024/02/PAQ_Hlas_Ukrajincu_Dva_roky_pote-2.pdf)

Driver	Applicable (YES/NO)	Explanation (including information on source)
<p>Limited accessibility/availability of social assistance</p>	<p>No data</p>	<p>Foreigners in the Czech Republic do not automatically have the same access to all social services as citizens of the Czech Republic, but under certain conditions they can receive most benefits and services. Access depends mainly on the type of residence, length of residence and legal status. As regards children - foreigners: the necessary support and care are generally based on the provisions of Act No.359/1999 Coll., on the social and legal protection of children and are provided to all minors in the territory of the Czech Republic to the extent necessary in each individual case on the basis of an assessment of the child's personal situation, an assessment of the risks and needs of the child and his or her individual situation.</p> <p>Migrants often come from countries where the social system is very different. They are therefore not familiar with the types of services and benefits provided, nor with their social rights.</p> <p>Often, migrants do not use social services because of language barriers and the fact that information about social services does not reach them or the responsible staff of individual institutions.</p>

Driver	Applicable (YES/NO)	Explanation (including information on source)
<p>Limited access to formal childcare (for migrants based on their status, as opposed to non-migrants)</p>	<p>Yes</p>	<p>There may be limited access to formal childcare for foreigners in the Czech Republic, depending on their residency status, language barriers, and local capacity.</p> <p>Regarding beneficiaries of temporary protection from Ukraine: approximately three-quarters of children aged 3–5(6) attend kindergarten. According to the Ministry of Education, Youth and Sports, the net enrolment rate is 39 % for children registered with temporary protection. However, when adjusting for the estimate that around 20% of beneficiaries of temporary protection have already left the Czech Republic, the enrolment rate rises to about 49%.<sup>121</sup></p>
<p>Employer-specific conditions (e.g. no diversity and inclusion strategy from which particularly migrants would benefit from in terms of skills mismatch)</p>	<p>No data</p>	

<sup>121</sup> PAQ Research. Hlas Ukrajinců – Dva roky poté. PDF report. PAQ Research, 2024. [https://www.paqresearch.cz/content/files/2024/02/PAQ\\_Hlas\\_Ukrajincu\\_Dva\\_roky\\_pote-2.pdf](https://www.paqresearch.cz/content/files/2024/02/PAQ_Hlas_Ukrajincu_Dva_roky_pote-2.pdf)

Driver	Applicable (YES/NO)	Explanation (including information on source)
Migration laws, policies, and practices (e.g. recognition processes of foreign qualifications, insecure status)	Yes	For many migrants, proof of recognition of foreign education and qualifications is a prerequisite for finding adequate employment in the Czech labour market or education system. However, uncertainty persists among migrants, and sometimes also among representatives of institutions that come into contact with them, as to how to proceed in individual cases. <sup>122</sup>
(Lack of) integration policies, and practices (e.g. no tailored, subsidized language trainings, no job guidance for migrants, no early facilitation of labour market access) <sup>123</sup>	No	

<sup>122</sup> Heriban Kalíková, Simona, a Pavla Čerychová (eds.). *Manuál lokální integrace migrantů v České republice*. PDF publikace. Sdružení pro integraci a migraci, Praha, 2020. ISBN 978-80-906488-2-1. Online: [https://migrace.com/wp-content/uploads/2025/03/manual\\_SIMI.pdf](https://migrace.com/wp-content/uploads/2025/03/manual_SIMI.pdf)

<sup>123</sup> See e.g. recommendations by [PES Network to have an idea about labour market integration policies](https://employment-social-affairs.ec.europa.eu/news/pes-network-adopts-7-recommendations-guide-employment-services-assisting-refugees-and-persons-2023-07-07_en), [https://employment-social-affairs.ec.europa.eu/news/pes-network-adopts-7-recommendations-guide-employment-services-assisting-refugees-and-persons-2023-07-07\\_en](https://employment-social-affairs.ec.europa.eu/news/pes-network-adopts-7-recommendations-guide-employment-services-assisting-refugees-and-persons-2023-07-07_en), accessed 6 March 2025.



# NATIONAL POLICIES IN THE EMN MEMBER AND OBSERVER COUNTRIES FOR PROMOTING SUSTAINABLE LABOUR MARKET INTEGRATION THROUGH COUNTERING SKILLS MISMATCH/FACILITATING SKILLS MATCHING

## CHAPTER

# 2

The chapter provides an overview of the actors responsible for addressing skills mismatch and promoting skills matching, as well as a policy analysis of existing policies and initiatives in the country. It focuses on measures that aim to address skills mismatch among migrant groups and/or promote skills matching of migrant groups.

### 3.

**Who are the key actors in your country responsible for addressing skills mismatch/promoting skills matching of migrants?**

This issue is primarily addressed by state authorities responsible for the employment of foreigners, in particular the Ministry of Labour and Social Affairs and the Ministry of Education, Youth and Sports, as well as other ministries overseeing specific regulated professions (e.g. the Ministry of Health). The Labour Office of the Czech Republic also plays a key role. In addition, non-state actors, such as integration centres and NGOs, are involved in promoting skills matching of migrants.

**4.**

**Have there been policy debates on skills (mis-)matching of migrants in your country between January 2023 and June 2025? YES/NO.**

Yes, there have been policy debates and institutional discussions in the Czech Republic between January 2023 and June 2025 concerning the skills (mis-)matching of migrants, particularly in relation to labour market integration and economic recovery. The Chamber of Deputies has hosted several debates and committee sessions addressing the recognition of foreign qualifications; the need for targeted retraining programs for migrants; the role of regional Labour offices in assessing and matching migrant skills. These discussions often link to broader strategies under the National Recovery Plan and EU-funded projects. Between 2023 and 2025, proposals were introduced to simplify qualification recognition procedures, to expand language and vocational training for migrants, to improve data collection on migrant employment and skills profiles.

**5.**

**Does your country have policies and instruments in place to counter skills mismatching and/or promote skills matching? YES/NO.**

Policy/instrument (please explain, indicate the actor and the information source)	Driver(s) for skills mismatch addressed	Describe form(s) of mismatch targeted if any/if possible (vertical, horizontal, both)	Target group of the policy/instrument (jobseekers, employees, employers, institutions, other)	Beneficiaries of the policy/instrument in case policies are targeted
<p>As part of the EU-RES+ 3Z UP! project, specialist positions focused on working with people with migration experience were established at branches of the Labour Office of the Czech Republic. These specialists provide information primarily on current job vacancies, possibilities for registering and maintaining foreigners in the jobseekers' register, available retraining courses (in particular Czech language courses), labour law regulations, and social benefits.</p>	<ul style="list-style-type: none"> <li>➤ Limited labour market information</li> <li>➤ Lack of) Integration laws, policies, practices</li> </ul>	Both	Not specified	Not specified

Policy/instrument (please explain, indicate the actor and the information source)	Driver(s) for skills mismatch addressed	Describe form(s) of mismatch targeted if any/if possible (vertical, horizontal, both)	Target group of the policy/instrument (jobseekers, employees, employers, institutions, other)	Beneficiaries of the policy/instrument in case policies are targeted
<p>The Ministry of Labour and Social Affairs supports activities aimed at recognising qualifications obtained abroad. This includes, for example, preparing a project to support the employment of foreigners in positions corresponding to their qualifications, primarily through simplifying the nostrification process and improving the availability of Czech language courses, including higher levels (B2, C1).</p>	<ul style="list-style-type: none"> <li>➤ (Lack of) Integration laws, policies, practices</li> <li>➤ Country of origin-related</li> <li>➤ Disparities in education system between country of origin and receiving country</li> <li>➤ Language proficiency</li> </ul>	<p>Both</p>	<p>Institutions - MoLSA, Ministry of Education, Youth and Sports, universities, recognition bodies</p>	<p>Not specified</p>
<p>The Czech Labour Office provides re-training courses for foreigners, including Czech language courses for foreigners.</p>	<ul style="list-style-type: none"> <li>➤ (Lack of) Integration, policies, and practices</li> <li>➤ Country of origin-related</li> <li>➤ Language proficiency</li> </ul>	<p>Both</p>	<p>Jobseekers, employees</p>	<p>Not specified</p>

Policy/instrument (please explain, indicate the actor and the information source)	Driver(s) for skills mismatch addressed	Describe form(s) of mismatch targeted if any/if possible (vertical, horizontal, both)	Target group of the policy/instrument (jobseekers, employees, employers, institutions, other)	Beneficiaries of the policy/instrument in case policies are targeted
<p>Within the framework of the EURES 3Z up! project, the Ministry of Labour and Social Affairs has developed a comprehensive communication strategy aimed at maximizing the information of foreigners about employment opportunities, retraining courses and other facts concerning their stay and employment in the Czech Republic. As part of this strategy, the MoL-SA is implementing targeted information and awareness-raising campaigns aimed at raising awareness of employment services and rights and obligations in the field of employment among persons with migration experience. Implementation is carried out through personal communication, but also through information portals, social media posts, video spots and visual materials for online and offline environments (leaflets, posters, banners, promotional items).</p>	<p>➤ Limited labour market information</p>	<p>Both</p>	<p>Jobseekers, employers, institutions</p>	<p>Not specified</p>

Policy/instrument (please explain, indicate the actor and the information source)	Driver(s) for skills mismatch addressed	Describe form(s) of mismatch targeted if any/if possible (vertical, horizontal, both)	Target group of the policy/instrument (jobseekers, employees, employers, institutions, other)	Beneficiaries of the policy/instrument in case policies are targeted
<p>The Czech Ministry of the Interior operates a network of 18 Integration Centres in each region. The Integration Centres are centres for the coordination of integration activities in the region, focusing on foreigners as well as on the majority or public authorities. They provide a wide range of integration services (e.g. Czech language courses, social and legal counselling, socio-cultural courses, etc.), including the implementation of activities for foreigners, the promotion of communication and mutual recognition between foreigners and the majority.</p>	<ul style="list-style-type: none"> <li>➤ Country of origin-related</li> <li>➤ Gender-related</li> <li>➤ Age-related</li> <li>➤ Language proficiency</li> <li>➤ Limited labour market information</li> <li>➤ Stereotypes/Attitudes</li> <li>➤ (Lack of) Integration, policies, and practices</li> </ul>	<p>Both</p>	<p>Jobseekers, employees, institutions, general public</p>	<p>Not specified</p>

Policy/instrument (please explain, indicate the actor and the information source)	Driver(s) for skills mismatch addressed	Describe form(s) of mismatch targeted if any/if possible (vertical, horizontal, both)	Target group of the policy/instrument (jobseekers, employees, employers, institutions, other)	Beneficiaries of the policy/instrument in case policies are targeted
<p>MoLSA supports social services targeting foreigners, focusing on professional social and field counseling, social rehabilitation, and field social work.</p>	<ul style="list-style-type: none"> <li>➤ Limited accessibility/availability of social assistance</li> <li>➤ Limited labour market information</li> <li>➤ (Lack of) Integration, policies, and practices</li> </ul>	<p>Both</p>	<p>Jobseekers, employees, institutions, other vulnerable groups</p>	<p>Labour migrants, beneficiaries of international and temporary protection, socially disadvantaged TCNs</p>
<p>Within the AMIF, a specific action is being implemented in the Czech Republic, which makes it possible to support two pillars of activities aimed at the self-reliance of displaced temporary protection holders: housing support; Czech language teaching and education nostrification.</p>	<ul style="list-style-type: none"> <li>➤ Limited accessibility/availability of social assistance</li> <li>➤ Limited labour market information</li> <li>➤ (Lack of) Integration, policies, and practices</li> <li>➤ Language proficiency</li> </ul>	<p>Both</p>	<p>Jobseekers, employees, families</p>	<p>Beneficiaries of temporary protection (especially displaced persons from Ukraine)</p>

Policy/instrument (please explain, indicate the actor and the information source)	Driver(s) for skills mismatch addressed	Describe form(s) of mismatch targeted if any/if possible (vertical, horizontal, both)	Target group of the policy/instrument (jobseekers, employees, employers, institutions, other)	Beneficiaries of the policy/instrument in case policies are targeted
<p>The Ministry of Labor and Social Affairs of the Czech Republic and other relevant authorities provide as much information as possible on their websites about the residence of foreigners and the performance of work in the Czech Republic. (<a href="https://www.mpsv.cz">https://www.mpsv.cz</a>; <a href="https://eures+3z.upl.mpsv.cz">EURES+3Z Up!   MPSV</a>; <a href="https://mv.gov.cz/">https://mv.gov.cz/</a>; <a href="https://cizinci.cz">https://cizinci.cz</a>; <a href="https://ipc.gov.cz">https://ipc.gov.cz</a>; <a href="https://mzv.gov.cz">https://mzv.gov.cz</a>).</p>	<ul style="list-style-type: none"> <li>➤ Limited labour market information</li> <li>➤ (Lack of) Integration, policies,</li> </ul>	Both	Jobseekers, employees, employers, institutions	All foreigners, including labour migrants, beneficiaries of international/temporary protection, TCNs via family reunification

## 6.

**Are there any initiatives to counter skills mismatching and/or promote skills matching implemented by municipalities, interest organisations, employer associations, IGOs or NGOs?**

Initiative (please explain the initiative, indicate by whom it is implemented and indicate information source)	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group (labour migrants of third countries, beneficiaries of international protection, beneficiaries of temporary protection; migrants/TCNs that arrived via family reunification; others: female migrants; elderly migrants (please specify); etc.)
<p>Municipal projects to support the integration of foreigners aim to provide municipalities with incentives and support to develop their own integration strategies. Through state subsidy funding, municipalities can implement activities that promote the integration of foreigners at the local level. These are comprehensive integration projects based on an analysis of the local situation and carried out by municipalities in close cooperation with foreigners and other integration actors (e.g. Integration Centres, NGOs, schools, parenting centres, or clubs).</p> <p>For example, the project "Praha – Metropole všech 2024" implemented a total of 367 programmes for migrants in 2024, attended by 5,944 participants.<sup>124</sup></p>	<ul style="list-style-type: none"> <li>➤ Country of origin-related</li> <li>➤ Language proficiency</li> <li>➤ Limited labour market information</li> <li>➤ Stereotypes/Attitudes</li> <li>➤ Disparities in education system between country of origin and receiving country</li> <li>➤ Limited accessibility/availability of social assistance</li> <li>➤ (Lack of) Integration, policies, and practices</li> <li>➤ Others (please specify)</li> </ul>	Both	All migrants

<sup>124</sup> Metropole všech. Metropole všech – Oficiální web projektu. Webová stránka. Praha, neuveden rok. Dostupné z: <https://metropolevsech.eu/cs/>

Initiative (please explain the initiative, indicate by whom it is implemented and indicate information source)	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group (labour migrants of third countries, beneficiaries of international protection, beneficiaries of temporary protection; migrants/TCNs that arrived via family reunification; others: female migrants; elderly migrants (please specify); etc.)
<p>Projects of Diocesan charities (Plzeň, České Budějovice and others)</p>	<ul style="list-style-type: none"> <li>➤ Language proficiency</li> <li>➤ Limited labour market information</li> <li>➤ Stereotypes/Attitudes</li> <li>➤ Disparities in education system between country of origin and receiving country</li> <li>➤ Limited accessibility/availability of social assistance</li> <li>➤ (Lack of) Integration, policies, and practices</li> </ul>	<p>Both</p>	<p>Mainly beneficiaries of international and temporary protection, but also other vulnerable migrant groups (e.g. female migrants, family reunification cases)</p>

Initiative (please explain the initiative, indicate by whom it is implemented and indicate information source)	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group (labour migrants of third countries, beneficiaries of international protection, beneficiaries of temporary protection; migrants/TCNs that arrived via family reunification; others: female migrants; elderly migrants (please specify); etc.)
<p>AMIF call - the so-called Specific Action (announced in 2023). Support for two pillars of activities aimed at the self-reliance of displaced temporary protection holders. The first pillar focuses on housing support and the second mainly on Czech language teaching and recognition of education.</p>	<ul style="list-style-type: none"> <li>➤ Structure of housing markets</li> <li>➤ Language proficiency</li> <li>➤ Limited labour market information</li> <li>➤ Stereotypes/Attitudes</li> <li>➤ Disparities in education system between country of origin and receiving country</li> <li>➤ Limited accessibility/availability of social assistance</li> <li>➤ (Lack of) Integration, policies, and practices</li> </ul>	<p>Both</p>	<p>Displaced persons under temporary protection (mainly from Ukraine), including families and vulnerable groups</p>



The chapter outlines the main challenges faced by the country in counter-ing skills mismatch among migrant groups, drawing on available reports and studies as well as expert opinions from policy makers, government agencies, international organisations, and civil society organisations, including migrant-led organisations.

**7.**

**Does your country face any challenges in addressing skill mismatching of migrants? Please explain, if you face any, and indicate the information source (according to whom this is a challenge).**

Yes. The Czech Republic faces several challenges in addressing skill mismatching among migrants (see more details below).

One of the main obstacles is the insufficient knowledge of the Czech language, which significantly limits migrants' access to qualified employment corresponding to their education and professional experience.

Another major challenge is the complex and administratively demanding system for the recognition of foreign education and qualifications, which can be time-consuming and difficult to navigate. This often results in migrants accepting jobs below their qualification level.

## 8.

**What are the underlying causes for these challenges? Please explain and indicate the information source (according to whom this is an underlying cause).**

Challenge (please explain and indicate information source)	Group this challenge mostly affects, if applicable (labour migrants, beneficiaries of international protection, beneficiaries of temporary protection; persons that arrived via family reunification; others: female migrants; elderly migrants; etc.)	Form(s) of mismatch (vertical, horizontal, both)	Underlying cause(s) for this challenge (please explain and indicate information source)
Insufficient knowledge of the Czech language	All foreigners	Both	Although foreigners often attend Czech language courses, learning outcomes are not always satisfactory. The level of effectiveness varies depending on the course provider, teaching format, and methodology, as well as on the learner's individual abilities and level of support available. These factors have been identified as underlying causes by the Ministry of Labour and Social Affairs, the Czech Labour Office, educational institutions, as well as by migrants themselves.

<b>Challenge (please explain and indicate information source)</b>	<b>Group this challenge mostly affects, if applicable (labour migrants, beneficiaries of international protection, beneficiaries of temporary protection; persons that arrived via family reunification; others: female migrants; elderly migrants; etc.)</b>	<b>Form(s) of mismatch (vertical, horizontal, both)</b>	<b>Underlying cause(s) for this challenge (please explain and indicate information source)</b>
<p>Complicated system for recognising foreign education</p>	<p>All foreigners</p>	<p>Both</p>	<p>Information on the recognition of foreign qualifications is fragmented and there is currently no single source that provides complete and clear guidance. A comprehensive platform for qualification recognition is under development, but it is not yet operational. This challenge has been highlighted by state authorities.</p>



## SKILLS MATCHING LESSONS LEARNED & GOOD PRACTICES

The chapter presents lessons learned and good practices in addressing skills mismatch among migrant groups, including approaches to tackling the challenges identified in chapter 3 and promoting sustainable labour market integration through skills matching.

**9.**

**Are there any good and implemented practices to counter the identified challenges or to counter skills mismatching and/or promote skills matching for migrants in your country that have been identified by your country?**



<p><b>Good practice</b> (please explain the practice and how it has affected/ameliorated the skills matching; indicate information source)</p>	<p><b>Cause (s) / Challenges addressed</b> (if possible, to identify)</p>	<p><b>Form(s) of mismatch</b> (vertical, horizontal, both)</p>	<p><b>Target group</b> (labour migrants, beneficiaries of international protection, beneficiaries of temporary protection; third-country nationals that arrived via family reunification; others: female migrants; elderly migrants (please specify); etc.)</p>
<p>It is necessary to increase the level of knowledge of the Czech language, but also to provide foreigners with sufficient information regarding retraining courses, nostrification, etc. At the branches of the Labour Office of the Czech Republic, such services and information are provided by specialists for working with foreigners (within the EURES+ 3Z Up! project). The MoLSA tries to pass on all information to foreigners, but also to state authorities and other interested parties.</p>	<ul style="list-style-type: none"> <li>➤ Language proficiency</li> <li>➤ Limited labour market information</li> <li>➤ (Lack of) Integration, policies, and practices</li> </ul>	<p>Both</p>	<p>All foreigners</p>

## CONCLUSIONS

In the Czech Republic, skills mismatch among migrants is a relatively frequent phenomenon that significantly affects their labour market integration. Migrants often find employment below the level of their qualifications, or in sectors unrelated to their previous education and professional experience. This situation is particularly visible among highly qualified labour migrants, but it also concerns beneficiaries of international or temporary protection as well as migrants arriving through family reunification.

The main drivers of skills mismatch in the Czech context include insufficient knowledge of the Czech language, which is a key prerequisite for access to most qualified positions. Another significant factor is the complicated and fragmented system for recognising foreign qualifications, which often delays or prevents migrants from working in their original professions. In addition, migrants sometimes rely on informal or non-official sources of information, which may result in misunderstandings about opportunities, requirements, or procedures in the Czech labour market.

Czech policies are gradually responding to these challenges. The Ministry of Labour and Social Affairs (MoLSA) supports activities aimed at recognition of foreign qualifications and is preparing projects to facilitate employment of foreigners in positions corresponding to their skills, including measures to simplify the nostrification process and to expand the offer of Czech language courses, including higher proficiency levels (B2 and C1). The Czech Labour Office provides retraining courses and Czech language courses, while also employing specialists within the EURES+ 3Z UP! project who provide targeted counselling for migrants. Within the same project, MoLSA has introduced a communication strategy to improve access to information on employment, retraining, and labour law, making use of multiple channels such as information portals, social media, and outreach campaigns.

A crucial tool for supporting the integration of foreign nationals on a regional level is the nationwide network of 18 Centres for the Support of



the Integration of Foreigners (so called Integration Centres), which monitors the situation of foreigners in the given region and shares important information with other actors. These centres provide Czech language courses, socio-cultural training, legal and social counselling, and serve as coordination hubs for local integration actors. Social services supported from the state budget further contribute through professional counselling, social rehabilitation, and field work. Projects of municipalities funded by state subsidies also serve as an important tool for integration at the local level, encouraging municipalities to develop their own integration strategies in cooperation with migrants and local stakeholders. These projects often focus on vulnerable groups, such as migrant women or elderly migrants, and have proved effective in fostering cooperation between municipalities, NGOs, schools, and Integration Centres.

In terms of good practices, ensuring broad access to Czech language courses has been a positive step, including tailoring courses for vulnerable groups (e.g., migrant women with childcare responsibilities). However, there remains a need to set clear quality standards for these courses to ensure consistent learning outcomes. Another area requiring improvement is the recognition of foreign qualifications, where simplification, standardisation, and transparent communication remain crucial tasks. The Czech Republic has also recognised the importance of inter-ministerial coordination: the Inter-ministerial Commission for Migration and Integration meets regularly, assesses the situation, and sets out tasks for the involved authorities, thus helping to maintain a coordinated approach.

Overall, while progress has been made, especially in expanding Czech language teaching, developing information platforms, and strengthening local integration measures, the key challenges remain the insufficient command of the Czech language among many migrants and the complicated recognition process for foreign qualifications. Addressing these barriers is essential for promoting better skills matching and sustainable labour market integration of migrants in the Czech Republic.



The content of this study

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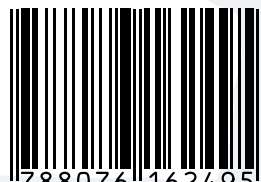
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