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Occupational Promotion of Migrant Workers

The case of Germany

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Abstract

In 2007, 8.2% of the total population or 6,744,879 persons were immigrants who did not hold a German passport. Of these, Turkish migrants represented the biggest group, accounting for 25.3% of all immigrants. The second and third biggest migrant groups came from Italy (7.8%) and Poland (5.7%) respectively. Migrant workers accounted for 6.8% of all employees liable to social security contributions in 2006. However, from 2003 to 2006 the unemployment rate for migrants was approximately twice as high as for Germans. Initiatives sponsored by federal agencies or the federal government therefore aim to strengthen the labour market participation of migrants. The promotion of migrant workers at the workplace is additionally supported in regional projects and at the establishment level.

1 The workplace promotion of migrant workers: current evidence

For the following questions, it is important to note that comprehensive data for the years 2003 to 2004 is rare. Work place promotion for migrant workers has not yet received much scholarly attention. The situation concerning aggregate data on the workplace promotion and careers of migrants improved in the year 2005, when the new Immigration Act (Zuwanderungsgesetz) was introduced and the Federal Statistical Office (Statistisches Bundesamt, destatis) began to collect detailed data on migrants.

1.1 Type of contract

As Table 1 clearly indicates, open-ended contracts can still be considered the norm in Germany. The great majority of all employees (86.7%) held an open-ended contract in 2003. This percentage decreased slightly to 85.1% in 2006. The share of employees holding a fixed-term contract, on the other hand, increased slightly from 12.9% in 2003 to 14.8% in 2006.

Table 1: Distribution of all employees by type of contract, 2003 - 2006
The great majority of employees hold an open-ended contract.

Year	Employees liable to social security contributions (total)	Open-ended contract	Fixed-term contract	Less than 36 months	More than 36 months
	(1,000s)				
2003	32,043	27,797	4,133	3,357	578
2004	31,405	27,259	4,060	3,305	594
2005	32,066	27,343	4,670	3,930	660
2006	32,830	27,929	4,849	4,121	626

Source: destatis.

In 2003, 84.1% of migrant workers liable to social security contributions also held an open-ended contract. This compares with 82.2% in 2006. The drop in the share of migrant workers holding an open-ended contract reflects a greater number of migrants holding a fixed-term contract in the same period. As indicated in Table 2, 15.5% of all migrant workers liable to social security contributions held the latter type of contract in 2003. This compares with a ratio of 17.5% in 2006. In 2003 84.3% of all fixed-term contracts held by migrant workers ran for less than 36 months, a share which had increased to 88.8% by 2006.

Table 2: Distribution of migrants by type of contract, 2003 - 2006
The number of migrant workers holding a fixed-term contract has risen slightly.

Year	Migrant workers liable to social security contributions (total)	Open-ended contract	Fixed-term contract	Less than 36 months	More than 36 months
	(1,000s)				
2003	2,676	2,250	415	350	41
2004	2,602	2,192	400	347	39
2005	2,647	2,183	455	403	40
2006	2,713	2,230	475	422	41

Source: destatis.

1.2 Tenure

There is no information available concerning the tenure of all migrant workers with the same employer. However, a 2006 study the Institute for Employment Research (Institut für Arbeitsmarkt- und Berufsforschung, IAB) examined inter alia the differences amongst youngsters with a variety of national backgrounds in the transition period from completed training qualification to employment.

With regard to the employment prospects of German trainees, the study reveals that in 2002 nearly two thirds of those who had successfully completed a vocational qualification were able to find employment immediately after finishing their training. Whilst most apprentices from immigrant families, like their German counterparts, were able to find employment immediately after completing their vocational qualification, only 54.3% of all Turkish trainees succeeded in doing so.

Despite this, once the latter did start a job, the duration of their employment did not differ from that of other nationalities within the first 15 months of their work. The study therefore concluded that Turkish apprentices faced greater difficulties in entering the first labour market. Once established in an occupational position, however, the differences in employment stability between Turkish workers and former apprentices from other ethnic groups diminished.

1.3 Occupation

There is no representative data available according to ISCO-88. As a legacy of recruitment of so-called 'guest-workers' in the 1950s and 1960s, many migrants are faced with the disadvantage of insufficient schooling and/ or vocational training. This fact impacts on their later career trajectories, with many of them employed as low-qualified workers.

1.4 Level of education/qualification

As Table 3 indicates, in 2006 48.7% of female Turkish migrants and 35.2% of male Turkish migrants did not hold any school qualification. This compares with shares of only 15.4% of German women and 14.2% of German men in the same category. Data in Table 3 should, however, be treated with precaution due to the high ratio of surveyed people who did not give any answer.

**Table 3: Immigrants and Germans without any school qualification, 2005- 2006
In 2006 nearly half of all Turkish female immigrants had no school qualification.**

	Holding no school qualification in %			
	2005		2006	
	Male	Female	Male	Female
Population (total in 1,000s)	8,694.4	8,602.3	8,497	8,381
Population	21.6	20.4	21.1	19.9
German nationals	16.1	17.2	14.2	15.4
Europeans	23.2	28.2	22.5	27.2
EU 25	16.4	17.9	16.4	16.5
Greece	21.4	30.2	21.0	29.8
Italy	20.7	29.6	21.0	26.1
Poland	14.5	10.0	13.9	9.9
Other European countries	27.9	34.6	26.5	33.3
Bosnia-Herzegovina	18.2	28.1	18.9	26.3
Croatia	15.3	19.6	11.9	17.9
Russian Federation	21.4	18.9	20.3	16.4
Serbia and Montenegro	25.3	31.8	23.5	34.4
Turkey	36.4	50.8	35.2	48.7
Ukraine	n.a.	n.a.	15.7	16.8
Africa	26.6	46.3	29.1	41.0
Americas	11.6	16.7	13.3	17.3

North America	n.a.	18.2	n.a.	14.8
Asia, Australia and Oceania	31.6	33.0	32.8	30.5
Middle East	36.6	44.3	38.3	37.6
South and Southeast Asia	32.8	33.4	31.8	29.8
No answer	46.6	52.3	35.4	44.6

Source: destatis, micro census 2005 and 2006.

Turkish immigrants who had obtained a school qualification mostly had school leaving certificates from the lower secondary school, indicating a total of nine years of schooling. In 2006, 39.8% of female Turkish immigrants had successfully completed lower secondary school compared with 47.8% of male Turkish immigrants. As indicated in Table 4, in 2006 they were only surpassed by immigrants from Bosnia-Herzegovina (50.8%), Croatia (58%) and Serbia and Montenegro (45.5%).

Table 4: Holders of a lower secondary school qualification, 2005-2006
Around half of the migrants from former Yugoslavia hold a lower secondary school qualification.

	Holding a lower secondary school qualification (Hauptschule) in %			
	2005		2006	
	Male	Female	Male	Female
Population (total in 1,000s)	14,146.4	15,415.9	14,053	15,231
Population	35.1	36.6	34.9	36.2
German nationals	41.2	36.9	41.2	36.5
Europeans	42.9	35.6	43.6	36.4
EU 25	42.6	34.5	41.2	34.0

Greece	50.6	46.7	46.4	47.2
Italy	56.7	46.8	55.8	50.1
Poland	36.0	28.9	40.2	28.8
Other European countries	43.1	36.2	43.9	36.5
Bosnia-Herzegovina	53.1	47.6	54.5	47.1
Croatia	56.7	52.9	60.5	55.4
Russian Federation	23.7	21.5	24.7	20.1
Serbia and Montenegro	47.8	45.9	47.6	43.4
Turkey	46.8	37.8	47.8	39.8
Ukraine	n.a.	n.a.	16.3	15.5
Africa	21.3	21.6	20.6	23.9
Americas	9.9	15.2	10.8	15.5
North America	10.0	n.a.	n.a.	n.a.
Asia, Australia and Oceania	20.3	21.5	20.9	21.8
Middle East	21.2	17.6	23.3	21.0
South and Southeast Asia	23.4	28.3	23.8	27.6

Source: destatis, micro census 2005 and 2006.

As shown in Table 5, 19.9% of all male Germans and 23.9% of all female Germans held a qualification from an intermediate secondary school in 2006. This applied to only 8.8% of male Turkish immigrants compared to an even lower proportion of 7% for female Turkish immigrants.

**Table 5: Holders of an intermediate secondary school qualification, 2005-2006
Only 7.9% of Turkish immigrants held an intermediate secondary school qualification in 2006.**

	Holding an intermediate secondary school (Realschule)* qualification in %			
	2005		2006	
	Male	Female	Male	Female
Population (total in 1,000s)	6,262.7	8,187.2	6,385	8,329
Population	15.5	19.4	15.8	19.8
German nationals	19.1	22.9	19.9	23.9
Europeans	12.5	13.3	12.8	13.6
EU 25	13.0	14.8	13.5	15.7
Greece	10.6	9.9	14.2	10.3
Italy	11.5	9.8	11.1	11.0
Poland	16.9	16.2	15.4	14.9
Other European countries	12.2	12.3	12.8	12.8
Bosnia-Herzegovina	16.6	12.8	13.8	14.1
Croatia	15.7	16.5	16.0	16.9
Russian Federation	16.4	19.1	20.2	23.2
Serbia and Montenegro	12.6	12.7	14.6	12.5
Turkey	8.6	7.4	8.8	7.0
Ukraine	n.a.	n.a.	21.3	20.3
Africa	12.9	10.1	12.8	14.3

Americas	13.3	13.3	13.2	13.5
North America	16.8	n.a.	n.a.	n.a.
Asia, Australia and Oceania	9.8	10.9	9.5	14.0
Middle East	9.5	10.5	9.4	14.2
South and Southeast Asia	12.5	13.4	11.8	16.4

***Or equivalent qualification.**

Source: destatis, micro census 2005 and 2006.

While a high proportion of Turkish immigrants did not obtain any school qualification or only succeeded in successfully completing lower secondary schooling, immigrants from Poland, the Russian Federation and Ukraine proved very successful at high school.

As indicated in Table 6, in 2006 Germans, of whom 17.9% had successfully completed their A-levels, were outshone by Polish (30.9%), Russian (29.2) and Ukrainian immigrants (33.1%).

Of particular note is the fact that in 2006 female immigrants from Poland (39.2%) and from the Russian Federation (31.8%) showed an even greater likelihood of having obtained A-level qualifications than their male counterparts (Poland: 22.6%, Russian Federation: 26.6%).

Table 6: Immigrants and Germans with A-level qualifications, 2005-2006
In 2006, 39.2% of Polish female immigrants had obtained A-level qualifications.

	Holders of A-level qualifications (Abitur)* in %			
	2005		2006	
	Male	Female	Male	Female
Population (total in 1,000)	6,539.2	5,834.7	6,675	6,039
Population	16.2	13.9	16.6	14.4
German nationals	16.8	17.1	17.7	18.0
Europeans	16.7	18.8	16.6	19.0
EU 25	22.9	27.8	23.0	29.0
Greece	15.5	9.7	15.1	10.1
Italy	8.0	10.9	8.5	10.4
Poland	26.1	38.9	22.6	39.2
Other European countries	12.3	13.2	12.8	13.6
Bosnia-Herzegovina	7.9	8.5	9.4	8.6
Croatia	7.9	8.4	8.4	8.2
Russian Federation	28.1	31.8	26.6	31.8
Serbia and Montenegro	10.6	8.4	10.5	7.9
Turkey	5.9	2.7	6.0	3.1
Ukraine	n.a.	n.a.	33.0	33.1
Africa	29.1	18.9	32.2	18.3
Americas	56.7	50.5	55.7	48.2

North America	59.5	62.2	n.a.	64.6
Asia, Australia and Oceania	32.8	28.9	31.6	28.7
Middle East	28.3	23.3	24.2	24.3
South and Southeast Asia	24.2	18.5	27.3	20.2

*Or equivalent degree.

Source: destatis, micro census 2005 and 2006.

Since most Germans do not qualify for university entrance, traditional vocational training still remains their main means of entry to a career. As Table 7 indicates, in 2006 39.9% of all male Germans and 34.5% of all female Germans had obtained a vocational training qualification.

Interestingly, equally high or higher shares of vocational training qualification holders are only found among male immigrants from Croatia (49.7%), Bosnia-Herzegovina (41.6%), Poland (41.4%) and Serbia and Montenegro (36%).

Table 7: Holders of a vocational training qualification, 2005-2006
Male immigrants from former Yugoslavian countries mostly hold a vocational training qualification.

	Holding a vocational training qualification in %			
	2005		2006	
	Male	Female	Male	Female
Population (total in 1,000s)	16,264.9	15,949.4	16,703	16,387
Population	40.3	37.9	41.4	39.0
German nationals	39.0	33.4	39.9	34.5
Europeans	28.2	20.3	29.6	20.6
EU 25	30.1	26.1	31.3	26.4
Greece	23.7	16.8	25.2	17.2
Italy	27.1	18.7	29.7	18.9
Poland	39.4	37.2	41.4	35.3
Other European countries	27.0	16.7	28.1	16.8
Bosnia-Herzegovina	36.8	23.0	41.6	21.5
Croatia	45.8	31.5	49.7	31.2
Russian Federation	22.8	20.7	21.9	20.1
Serbia and Montenegro	35.8	19.2	36.0	19.6
Turkey	20.5	8.9	21.7	9.5
Ukraine	n.a.	n.a.	22.5	20.3
Africa	21.4	13.2	18.1	15.0
Americas	19.4	16.5	15.5	16.0

North America	20.9	n.a.	17.4	n.a.
Asia, Australia and Oceania	15.4	10.8	15.8	12.6
Middle East	16.3	9.1	15.7	12.7
South and Southeast Asia	17.5	13.5	18.9	15.1

Source: destatis, micro census 2005 and 2006.

However, there is still a relatively large group of migrants who do not hold any vocational qualification. On average, female immigrants are more likely to have missed out on the opportunity to complete vocational training than their male counterparts. In 2005, 88.3% of Turkish women had not obtained a vocational qualification. This percentage decreased slightly to 87.2% in 2006. In 2005, 76.9% of African women and 74.7% of Greek women did not hold a vocational qualification, the comparative values for 2006 being 73.3% and 75.4% respectively.

The limited educational and vocational achievements of Turkish immigrants are underlined by their minimal share of university alumni. In 2006 an average of only 1.3% held a university degree. As Table 8 indicates, well-trained immigrants with a university degree in 2006 came from North America (39.9%), Ukraine (21%) and the Russian Federation (18.4%). On average immigrants from these countries fared even better than their German counterparts, of whom only 6.6% had obtained a university degree in 2006.

Table 8: Holders of a university degree, 2005-2006
In 2006, only 1.3% of Turkish immigrants were in possession of a university degree.

	Holders of a university degree in %			
	2005		2006	
	Male	Female	Male	Female
Population (total in 1,000s)	2,917.9	2,234.2	2,983	2,328
Population	7.2	5.3	7.4	5.5
German nationals	6.5	5.7	6.9	6.3
Europeans	7.7	7.9	7.3	7.8
EU 25	10.9	10.7	11.1	11.7
Greece	4.1	n.a.	4.4	n.a.
Italy	3.6	4.8	3.0	4.8
Poland	7.1	9.0	8.4	11.6
Other European countries	5.6	6.2	5.3	6.3
Bosnia-Herzegovina	n.a.	n.a.	n.a.	n.a.
Croatia	n.a.	n.a.	n.a.	n.a.
Russian Federation	16.3	19.8	16.7	20.0
Serbia and Montenegro	n.a.	n.a.	3.5	n.a.
Turkey	1.9	n.a.	1.6	1.0
Ukraine	n.a.	n.a.	20.0	22.0
Africa	8.9	n.a.	11.2	5.6
Americas	29.5	28.0	31.8	27.6

North America	33.2	38.0	36.7	43.0
Asia, Australia and Oceania	14.3	13.3	13.2	12.2
Middle East	10.8	10.7	9.8	10.1
South and Southeast Asia	10.4	6.8	11.1	7.9

Source: destatis, micro census 2005 and 2006.

The OECD International Migration Outlook emphasises the over-qualification of migrants working in Germany. For the years 2003 and 2004, the report gives a figure of 20.4% for the share of foreign-born migrant workers who were overqualified for their actual position. This compares to 11.4% of native-born workers in the same period.

A 2007 study by Englmann and Müller on the recognition of foreign vocational training as well as academic degrees and school-leaving certificates supports the assumption that foreign nationals face greater difficulty in finding employment corresponding to their qualifications. One major obstacle for these migrants seems to be the complex and strict regulations on the recognition of foreign qualifications (see section 2.1.a).

In this context, the seventh report of the Federal Government's Commissioner for Migrants, Refugees and Immigration refers to figures provided by the University of Oldenburg. The latter had estimated that there were approximately 500,000 foreign academics living in Germany in 2007 whose degrees were not recognised. Since their academic qualifications were not recognised, they were not working in positions for which they were trained, but were also overqualified.

Englmann and Müller refer additionally to a study by Anwar Hadeed, who surveyed 260 migrants in the state of Lower Saxony. Most of them were overqualified for their position. Hadeed's study shows that more than 60% of those surveyed held a university degree obtained in their country of origin. Furthermore, these migrant workers could prove sufficient professional experience in their home countries. However, only 11% of them were working in the occupation for which they were trained.

1.5 Participation to training of migrant workers

The Federal Employment Agency (Bundesagentur für Arbeit, BA) administers public funded professional training programmes. As shown in Table 2, 2,713,000 migrant workers liable to social security contributions worked in Germany in 2006. The number of foreign participants whose applications for a BA training programme were approved or who took a test to prove their occupational qualifications rose from 98,304 persons in 2005 and 121,705 persons in 2006 to 144,944 persons in 2007. In comparison, the total number of all such persons (i.e. including German citizens) rose from 1,054,547 in 2005, 1,247,838 in 2006 to 1,363,376 in 2007. The comparison indicates that the ratio of foreigners in BA qualifying measures slowly rose from 9.3% in 2005 to 10.6% in 2007. Since 2004, BA has furthermore organised language courses to improve the language skills of migrant workers.

1.6 Competence development, skill and qualification advancements of migrant workers

There is no representative data available.

1.7 Career advancements in terms of job positions of migrant workers

There is no representative data available.

1.8 Salary progressions of migrant workers in percentage of the basic wage

The available information was detailed in the IW contribution to the study 'Employment and working conditions of migrant workers – Germany' (1/2007) where I amongst other things show the income differences and wage progression of different migrant workers groups, e.g. the lowest wages received migrants from Turkey or South-western Europe in 2004. The micro census data from 2006 indicates that migrant workers in comparison to their German counterparts more often received lower monthly net incomes, i.e. up to up to € 900. On the other end of the pay scale, a smaller share of migrant workers received monthly net wages above € 3200 when compared to their German fellows.

2 Public policies for the promotion of migrant workers at the workplace

2.1 Specific public policies to foster the workplace promotion of migrant workers

a) Rules on the recognition of educational credentials, diplomas and skills of migrant workers and whether the existing situation hinders the full utilisation of their qualifications.

Generally speaking, the rules governing the recognition of, and acceptance procedures for, the educational, professional and vocational credentials and the skills of migrant workers fall under the jurisdiction of the federal states (Bundesländer) and therefore differ within Germany.

The recognition of occupational titles and profiles is regulated by the German Vocational Training Act (Berufsbildungsgesetz, BiBB) and by the Crafts Trade Law (Handwerksordnung, HWO). For example, German 'repatriates' and EU citizens can apply for the recognition of vocational training qualifications for occupations belonging to the so-called 'licensed trades' (zulassungspflichtige Handwerke). Latter comprise occupations such as opticians, technical and commercial assistants, and occupations in the fields of healthcare and education. However, the applicable rules for the conduction of an acceptance procedure vary according to the occupation in question.

Acceptance procedures are mostly conducted by the regional chambers of commerce and industry (Berlin being the exception). The chamber of commerce and industry in Munich, takes into account the European Council Decision 85/368/EEC on the recognition and comparability of vocational training qualifications. The Munich-based chamber nonetheless points out that these rules apply to citizens from the old member states.

Englmann and Müller, however, stress that the chambers often face problems conducting acceptance procedures due to a lack of information on other countries' educational systems. Comparing applicants' diplomas etc. with German standards therefore often proves to be difficult. This holds especially true for non-EU countries.

b) Specific education and training programmes, including on health and safety issues, targeted to employed migrant workers.

Specific education and training programmes for employed migrant workers may be available at the establishment level (see section 4). However, data on the overall diffusion and implementation of such programmes are not available.

At the national level, the key legislation is the Immigration Act, which took effect on 1 January 2005. The aim of this law is to promote the integration of migrants into German society. Though national integration policy is mainly the responsibility of the Federal Ministry of the Interior (Bundesministerium des Innern, BMI), measures promoting labour market integration for migrant workers are supervised and carried out by the Federal Ministry of Labour and Social Affairs (Bundesministerium für Arbeit und Soziales, BMAS).

After the new law took effect, integration courses for all immigrants were established. These courses are conducted by private or semi-public providers. Integration courses are restricted to a maximum of 25 participants. The courses are mainly designed to upgrade migrants' German language skills and therefore provide 600 hours of basic language training. Another 30 hours are assigned to so-called orientation courses. These include lessons on German history and culture as well as the political and legal systems. At the end of these courses, participants have to pass a test to receive their certificates.

Those eligible for these courses are:

- new arrivals from non-EU member states (unless it is apparent that there is little need of integration);
- ethnic migrants;
- foreigners already resident in Germany but in need of further integration (subject to course availability).

It should be noted that members of the above-mentioned migrant groups can even be obliged by public agencies to participate in an integration course if they exhibit limited knowledge of German. In these cases, immigrants could face severe sanctions if they failed to participate in the courses. Possible sanctions include:

- Cuts in social benefits of up to 10%.
- Cuts in unemployment aid of up to 30%.
- Refusal to prolong the residence permits of immigrants with foreign nationality.

Successful completion of these integration courses may, on the other hand, shorten the residence period required for the naturalisation of foreign nationals. The Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge, BAMF) is responsible for the implementation of the integration courses. BAMF also releases statistics on the participation rates.

In 2005, 215,655 migrants were entitled to participate in an integration course. This compares with 143,392 migrants in 2006. In 2005, 31,478 participants completed their courses, compared with 76,401 in 2006. However, of these 107,879 participants, only 68,434 took the final German test in 2005 or 2006 and only 48,750 passed.

The largest group of participants consisted of Turkish immigrants (26.8% of all participants in 2006). Migrants from the Russian Federation (7.7% of all participants in 2006) represented the second largest group. No other nationality accounted for more than 5% of all course participants in 2006. It is worthy of note that in 2006 65.5% of all participants were female.

c) Rules, policies and programmes which try to promote equal opportunities of migrant workers at the workplace.

On 18 August 2006, the General Equal Treatment Act (Allgemeines Gleichbehandlungsgesetz, AGG) took effect. The new law stipulates that no person shall be subject to discrimination on the grounds of race, sex, religious or ideological beliefs. Employers are therefore obliged to ensure that their employees, i.e. including migrant workers, are not discriminated against at their workplace. Special programmes or training courses may be provided at the establishment level (see section 4).

Apart from the legal provisions, the federal government, federal ministries and other public agencies support several initiatives. In 2006 BAMF, for example, supported around 500 projects trying to foster better integration of immigrants into German society. Some of these projects focus on the difficulties youngsters face during their transition from school to work and vocational training. Similarly, the Federal Ministry of Education and Research (Bundesministerium für Bildung und Forschung, BMBF) sponsored an initiative that promoted the enhancement of professional skills amongst younger migrant workers at their vocational training place.

Another initiative, called 'Diversity as an Opportunity' (Vielfalt als Chance), is supported by BMAS, the European Social Fund (ESF) and the Federal Government's Commissioner for Migration, Refugees and Integration (Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration). This campaign seeks to heighten awareness of migrant workers issues in companies, administrations and other organisations by organising conferences, workshops and competitions. As a part of this programme, companies are also invited to sign the Charta of Diversity, thereby committing themselves to respecting diversity at their company and to creating a working environment free of prejudice or discrimination.

Several other initiatives are supported by public ministries, the social partners and other interested parties. The initiative Pro-Qualification (Pro-Qualifizierung), for example, is supported by BMAS, the Federal Employment Agency (Bundesagentur für Arbeit, BA), ESF, BMAS, the EQUAL initiative and the Integration by Qualification network (Integration durch Qualifizierung, IQ).

Pro-Qualification aims to foster the employment of migrant workers or the employment prospects of unemployed migrants aged 25 or above. The programme offers consultancy services to personnel departments, works councils and firm owners on the potentials of migrant workers and related human resource management issues. Pro-Qualification also offers further training courses on such issues as intercultural communication, intercultural conflict resolution and cultural mainstreaming.

3 Collective bargaining and HRM initiatives

A study by Akin, Dälken and Monz analysed 28 company agreements agreed upon from the beginning of the 1990s to 2002. Out of the 28 agreements, six were conducted in the sector of public administration, four in the healthcare and social welfare sector, another four in the manufacture of motor vehicles sector.

The study focused on such agreements that try to foster equal opportunities for migrant workers at their workplace. All agreements condemn discriminatory actions, but some even describe such actions to exemplify undesirable behaviour. Agreements also introduce procedures to sanction breaches of their contents.

Many agreements appoint a person in charge or a committee entrusted with the implementation of the agreement. Persons in charge, committee

representatives or other affected personnel managers might be provided with continuous training on migrant workers' issues, how to deal with conflicts etc.

Apart from creating a workplace that ensures equal opportunities for all employees, many agreements stipulate special measurements to support foreign workers, such as continuous training. Many companies offer language training; some moreover offer intercultural trainings. Furthermore, intercultural training for all employees or personnel management as stipulated in many agreements of large companies might be available. Many agreements finally stipulate procedure or criteria how to deal best with foreign diploma and professional experience gained abroad.

As shown in section 4, HRM initiatives at the company level exist. Companies of all size foster the workplace promotion of migrant workers. However, although I am aware of individual cases, there are no overall data available on the diffusion of such initiatives in terms of sectors, companies or workers covered.

4 Good practices and examples

There are no comprehensive analyses available.

On 8 April 2008, prizes were presented to the winners of the Cultural Diversity in Vocational Training contest by Maria Böhmer, the Federal Government's Commissioner for Migrants, Refugees and Integration. The contest was open to companies, public agencies, local associations and organisations who offer a variety of programmes to youngsters with an ethnic background to help them find a vocational training position or to support them at their workplace. Two of these winners may serve as examples of best practice.

In the category of large companies, the automobile manufacturer Ford Werke ranked first. 40% of the 660 youngsters holding a vocational training position at the company come from migrant families. Ford's personnel management therefore takes account of the special situation of youngsters with an ethnic background. In addition to formal criteria, the company and its personnel management also consider the soft skills of applicants from migrant families. Furthermore, trainers and managers at Ford are given special training to sensitise them to the needs of youngsters with an ethnic background.

The winner in the category of small and medium-sized companies was the catering company Oktober/Big Easy from Hamburg. Its owner, Mr Merdin, offers employees who do not have any vocational qualification the chance to obtain a professional qualification in catering. Mr. Merdin therefore organises classes for such employees as well as the final examinations at the local chamber of commerce and industry. Employees who pass their final examinations gain not only a vocational but also a secondary school qualification.

Other companies have also developed their own diversity management tools. Steel producer ThyssenKrupp Stahl, for example, offers various further training courses to all employees (courses in German, Turkish or other languages). Courses are also offered on such topics as intercultural management, leading intercultural teams, the naturalisation or return process of migrants and immigration law.

5 Commentary by the NC

As shown above, HRM initiatives hosted by the Federal Government or its ministries, trainings and language courses at the establishment level or provided by public agencies support a better integration of migrant workers into society and work life. However, the biggest migrant group in Germany, i.e. Turkish migrants, is clearly disadvantaged by their insufficient schooling. This fact impacts on their later career trajectories, with many of them employed as low-qualified workers. On the other hand, qualified migrant workers still face trouble to get their diplomas etc. fully recognised. Whilst migrant workers can apply for the recognition of their diplomas, comparing these certificates with the German standards does not prove to be easy and might involve the downgrading of applicants' certificates. Therefore, around 500,000 migrant workers are estimated to be overqualified for their actual job position.

6 References

- Bericht der Beauftragten für Migration, Flüchtlinge und Integration über die Lage der Ausländer (Seventh Report of the Federal Government's Commissioner for Migrants, Refugees and Immigration on the Situation of Foreigners). 2007.
- Akin, Semiha; Dälken, Michaela; Monz, Leo: Integration von Beschäftigten ausländischer Herkunft. Analyse und Handlungsempfehlungen (Integration of Employees with Foreign Origin. Analyses and Recommendations). Frankfurt am Main 2004.

- Englmann, Bettina; Müller, Martina: Brain Waste. Die Anerkennung von ausländischen Qualifikationen in Deutschland (Brain Waste. The Recognition of Qualifications in Germany). Augsburg 2007.

7 Questionnaire for the EWCO CAR on The occupational promotion of migrant workers

1. The workplace promotion of migrant workers: current evidence

This first section should refer to existing workplace surveys on employment and working conditions, possibly based on panel, longitudinal or retrospective data (see the orientation paper and briefing note).

); *ad-hoc* studies on the occupational promotion of migrant workers at the workplace (or more generally on equal opportunities for all). NC should cover the occupational promotion of migrant workers in individual workplaces, i.e. with the same employer

Please, always clearly cite the source and, if possible, include a link to original information, if available in English.

Please, whenever relevant, include information on differences between the conditions of migrant workers of different foreign nationalities.

1.1 Please provide all available information on workplace promotion and careers of migrant workers in individual workplaces, and specifically indicate workplace- and/or employee-based data over the period 2003-2007 (or latest available) with respect to:

Types of contract (irregular, temporary, permanent) of migrant workers, by gender (workplace distribution and/or individual careers). Please include reference data for all workers to appreciate existing differences;

Tenure (years, months) of migrant workers with same employer, by gender (workplace average and/or individual distribution). Please include reference data for all workers to appreciate existing differences;

Occupation (ISCO-88) of migrant workers, by gender (workplace distribution and/or individual careers). Please include reference data for all workers to appreciate existing differences;

Level of education/qualification (ISCED) of migrant workers, by gender (workplace distribution and/or individual careers). Please include reference data for all workers to appreciate existing differences;

Over-qualification of migrant workers (i.e. they possess an educational degree/professional qualification of higher level than that required for the job they hold), by gender (workplace incidence and/or individual transitions). Please include reference data for all workers to appreciate existing differences;

Participation to training of migrant workers by type of training (employer-funded, paid by the employees, publicly-funded), by gender (workplace rate and/or individual ca-

reers). Please include reference data for all workers to appreciate existing differences;

Competence development, skill and qualification advancements of migrant workers, by gender (workplace rate and/or individual careers). Please include reference data for all workers to appreciate existing differences;

Career advancements in terms of job positions of migrant workers, by gender (workplace rate and/or individual careers). Please include reference data for all workers to appreciate existing differences;

Salary progressions of migrant workers in percentage of the basic wage, by gender (workplace average and/or individual careers). Please include reference data for all workers to appreciate existing differences.

2. Public policies for the promotion of migrant workers at the workplace

This section should provide an overview of public national and local policies in the field of workplace promotion of migrant workers. Information on the impact of the different policies should be drawn from specific assessment exercises.

Please, whenever relevant, include information on differences between the conditions of migrant workers of different foreign nationalities.

2.1 Please indicate whether there are specific public policies to foster the workplace promotion of migrant workers and specifically:

Rules on the recognition of educational credentials, diplomas and skills of migrant workers and whether the existing situation hinders the full utilisation of their qualifications.

This point has been included because it is regarded as a requisite for workplace integration and occupational promotion.

Specific education and training programmes, including on health and safety issues, targeted to employed migrant workers. If present, please briefly illustrate such programmes by indicating: i) the target groups (all migrant workers or only specific groups, such as low-skilled, women, etc.), ii) the nature and content of such programmes; iii) their impact in terms of skill upgrading.

Rules, policies and programmes which try to promote equal opportunities of migrant workers at the workplace. If present, please briefly illustrate such programmes by indicating: i) the target firms (all companies, only in certain sectors – like the public sector, or above a size threshold), ii) the nature and content of such programmes; iii) their impact in terms of equality.

3. Collective bargaining and HRM initiatives

This section should provide information based on specific surveys and studies on collective bargaining and HRM initiatives. We look especially for aggregate data, whereas good practices and specific examples will be covered by the next section.

Please, whenever relevant, include information on differences between the conditions of migrant workers of different foreign nationalities.

3.1 Please indicate whether multi-employer collective bargaining addressed the workplace promotion of migrant workers: If present, please briefly illustrate the scope and content of such collective agreements by indicating:

the prevalent level of bargaining (intersectoral, sectoral, local);

the target groups (all migrant workers or only specific groups, such as low-skilled, women, etc.);

the focus of such agreements (employment contracts, working time and leave, education and training, including on health and safety issues, equal opportunity at the workplace);

if assessment analyses were carried out, their impact on migrant workers' promotion.

3.2 Please indicate the role of company-level collective bargaining in fostering the workplace promotion of migrant workers. If such role is significant, please briefly illustrate the scope and content of such collective agreements by indicating:

the diffusion of such agreements in terms of sectors, companies and workers covered;

the target groups (all migrant workers or only specific groups, such as low-skilled, women, etc.);

the focus of such agreements (employment contracts, working time and leave, education and training, including on health and safety issues, equal opportunity at the workplace);

if assessment analyses were carried out, their impact on migrant workers' promotion.

3.3 Please indicate the role of company HRM initiatives in fostering the workplace promotion of migrant workers. If such role is significant, please briefly illustrate the scope and content of such initiatives by indicating:

the diffusion of such initiatives in terms of sectors, companies and workers covered;

the target groups (all migrant workers or only specific groups, such as low-skilled, women, etc.);

the focus of such initiatives (employment contracts, working time and leave, education and training, including on health and safety issues, equal opportunity at the workplace);

if assessment analyses were carried out, their impact on migrant workers' promotion.

4. Good practices and examples

This section should provide information based on specific studies and research on good practices. We look also for examples of successful promotion of migrant workers at the workplace. Social balance sheets and Corporate Social Responsibility programmes may provide interesting input.

Please, whenever relevant, include information on differences between the conditions of migrant workers of different foreign nationalities.

4.1 Please provide information on existing analysis or repertoires of good practices on workplace promotion of migrant workers by indicating:

The content and focus of such good practices

How these good practices have been identified and selected;

Who carried out the analysis and/or built the repertory.

4.1 Please provide information on at least two examples of successful workplace promotion of migrant workers by indicating:

Basic data about the workplace (type of organisation, sector, size, location);

A brief description of the initiatives regarded as successful and how they emerged, which should include: i) the dimensions of workplace promotion involved (employment contracts, working time and leave, tenure, education and training, including on health and safety issues, competence development, career advancements, salary progressions), ii) the target groups (all migrant workers or only specific groups, such as low-skilled, women, etc.), iii) the initiators and the actors involved (the company management, trade unions, employer organisations, etc.);

On which basis this experience is regarded as successful (i.e. its results and impacts).

5. Commentary by the NC

5.1 Please provide your own comments on the present state of workplace promotion of migrant workers and on the presence and scope of initiatives to promote such promotion in your country.