Equality and diversity in jobs for migrants - Analysis of the personnel policies in European cities -

Dr. Hubert Krieger
Eurofound (Dublin)

Diversity and migration: Challenges and opportunities for cities

- European cities become more diverse due to increased migration

  ‣ Nationality, ethnic origin, religions belief and culture

- Diversity: Opportunities and threats

  ‣ Demographic, economic and employment trends

  ‣ Social and cultural future direction

- Management of diversity: Key issue for local policy makers and for the Social Partners in the public service

  ‣ Optimise positive effects of diversity

  ‣ Provide equal opportunities for all

  ‣ Minimise negative effects

 ‣ Create sense of identity and loyalty with the local authority as employer

Relevant local, national and European policies supporting management of diversity

- **Diversity policies:** Improved performance
  - Use of people's differences and similarities in order to improve quality of services and cost efficiency of cities
- **Employment policy:** Migrants and other ethnic groups
  - Activation and inclusion into the labour market
- **Intercultural policies:** Ethnic and religious inter-group relations
  - 2008 European Year of Intercultural Dialogue
- **Equality policy:** Social rights
  - Non discrimination, equal opportunities, positive action
- **Integration policies for migrants**
  - Common basic principles on integration (2005)
- **Social inclusion policies**
  - National action plans on social inclusion

Diversity: Interaction with different ethnic, religious and national groups during last week

Source: Eurobarometer on intercultural dialogue, 2007
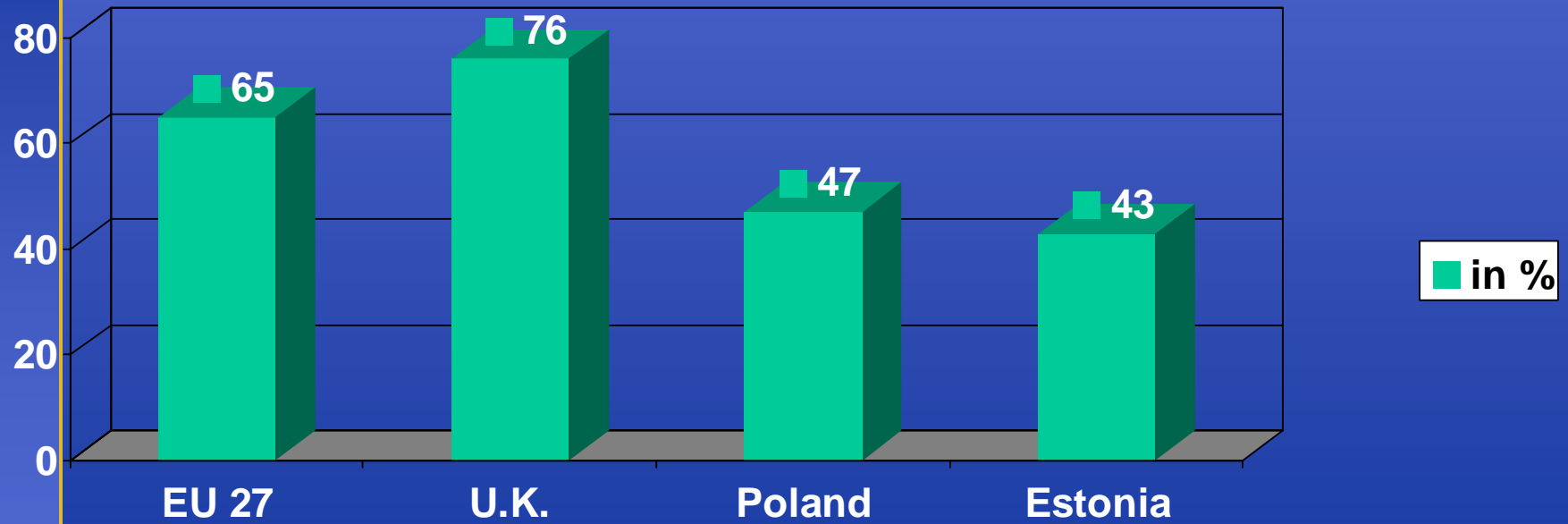
Views and experience of European citizens on discrimination: Ethnic origin

- Perceived ("Widespread")
  - EU27: 62%
  - Countries with high levels of perceived discrimination:
    - Denmark, Sweden, Italy, France, Greece, NL: 75-79%
- Direct experience?
  - EU27 and Spain: 2%
  - Slovakia, Hungary, UK, Luxembourg, Estonia: 4-6%
- Witnessed in the last 12 months?
  - EU27: 14%
- Perceived discrimination on the labour market: 58%
- Base: Eurobarometer study (2008 in EU27)

Focus of presentation

- Policies, programmes and practice of equality and diversity policies by cities as regards migrants

  ‣ Personnel policy of cities regarding migrants

  ‣ Service provision for migrants

- Background and importance:

  ‣ Local authority is often the largest or second largest single employer in the city

  ‣ Cities are key service providers to migrants

  ‣ Local authorities (administration, service provision, public utilities) are a significant employer in Europe (4-6%)

- Contribution of CLIP

  ‣ 25 case studies in European cities

  ‣ Overview report and policy recommendations

What is CLIP?

- CLIP stands for

  ‣ **Cities for Local Integration Policies for migrants**

- Network of more than 30 European cities since 2006

  ‣ Regular meetings of all cities

- Strategic partners

  ‣ **Cities of Stuttgart, Amsterdam and Vienna**

  ‣ **Eurofound, Council of Europe**

  ‣ **Committee of the Regions, CEMR, ENAR**

  ‣ **Private co-funding organisations**

- Research support by six leading European research centres
- Eurofound overall funding over 4 years: 1,6 million Euro

  ‣ Research budget plus personnel costs

Who is who? Cities in the CLIP network

- Cities in all regions of Europe
- Participating cities in the network:
    - Dublin, Kirkless, Wolverhampton
    - Amsterdam, Breda, Luxembourg, , Antwerp, Liege,
    - Frankfurt, Stuttgart, Arnsberg,
    - Prague, Budapest, Zagreb, Tallinn, Wroclaw
    - Copenhagen, Turku, Malmo, Sundsval, Helsinki,
    - Terrassa, Mataro, Barcelona, Valencia
    - Athens, Lisbon, Torino, Bologna, Istanbul, Izmir
- Mix of medium sized and larger cities

Cities in the CLIP network and its activities

- **Effective peer review process between cities**
  - ▸ **Describing, comparing and evaluating local policies**
- **Relevant issues**
  - ▸ **Housing**
  - ▸ **Diversity management of local authority**
  - ▸ **Intercultural relations**
  - ▸ **Ethnic entrepreneurship**
- **Output**
  - ▸ **Case studies, comparative analysis, practical policy recommendations**
  - ▸ **Effective dialogue with European policy makers, Social Partners and NGOs**

Employment profile of migrant workers in local authorities: Availability of information on ethnic background
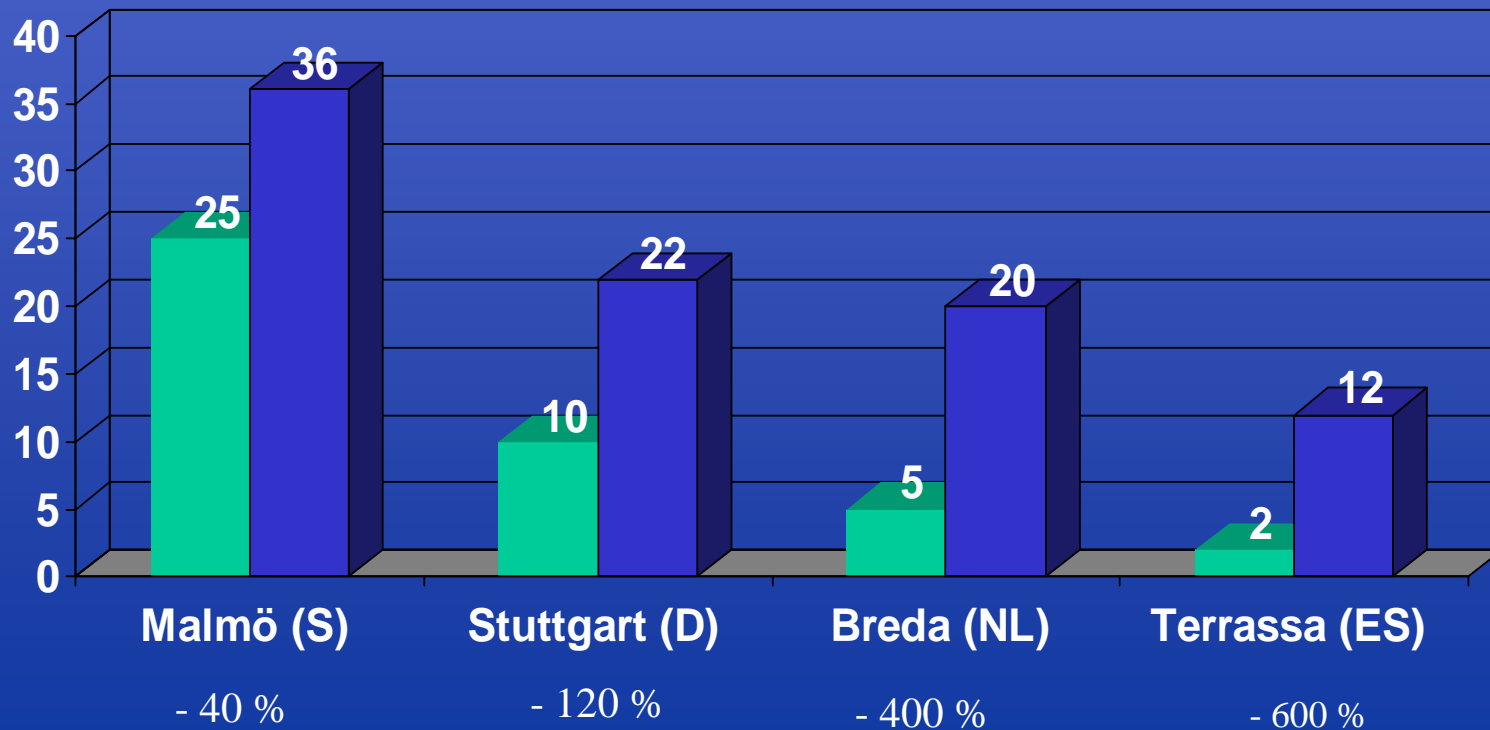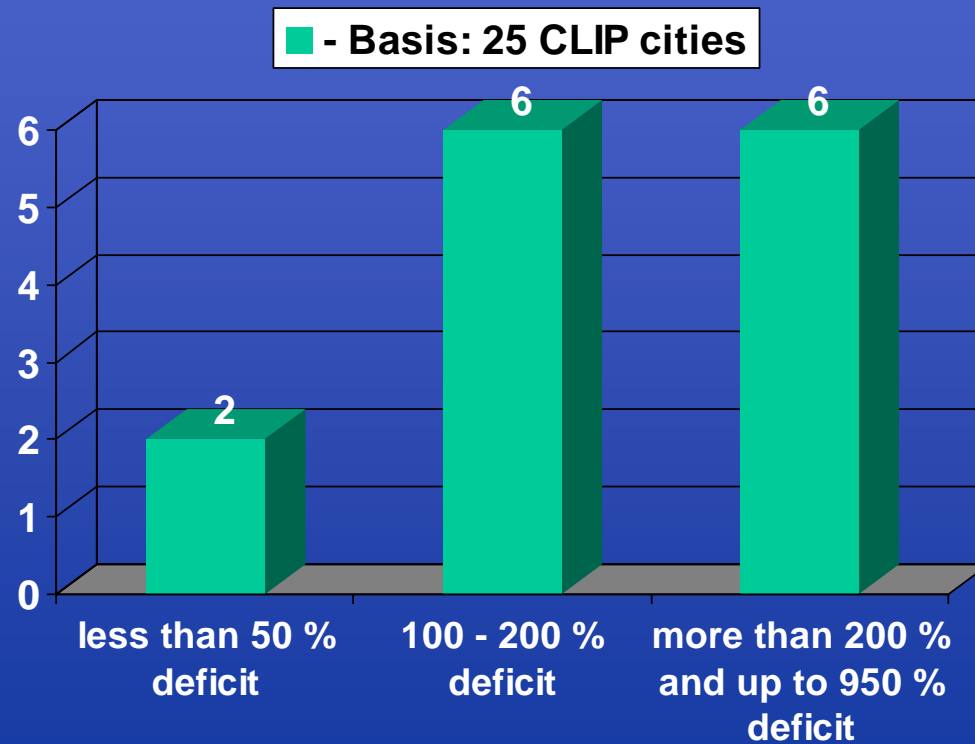

■ **Basis 25 CLIP cities**

Source: European Labour Force
Survey 2007
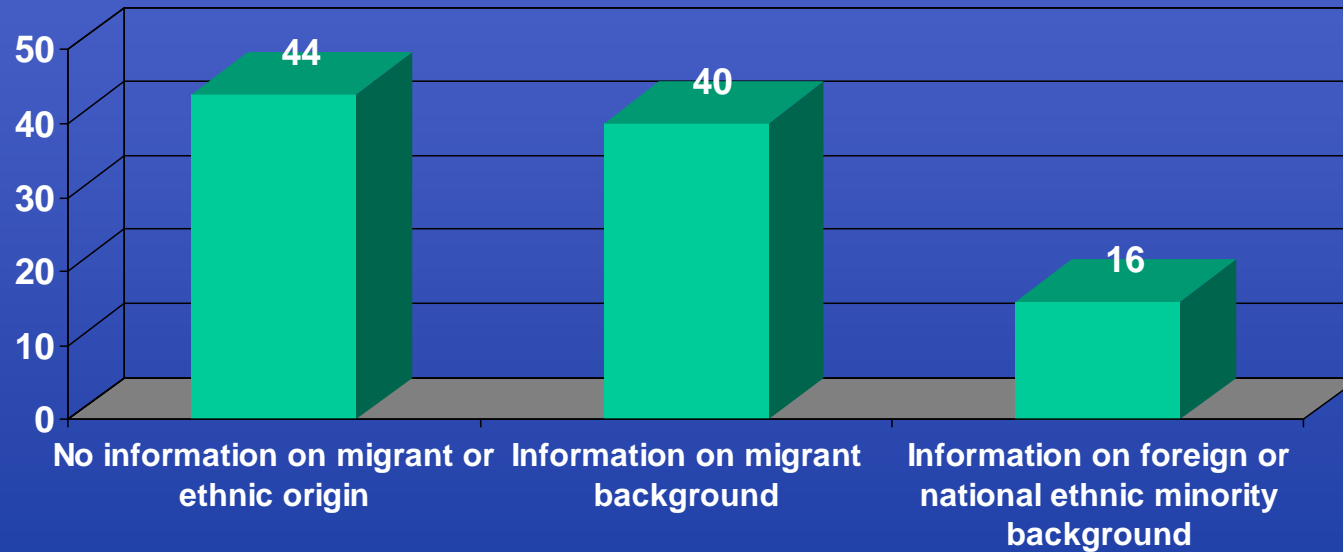
Unequal share of migrant employees in local authorities

■ %migrant employees in city ■ %migrant population

City	%migrant employees in city	%migrant population	
Malmö (S)	25	36	- 40 %
Stuttgart (D)	10	22	- 120 %
Breda (NL)	5	20	- 400 %
Terrassa (ES)	2	12	- 600 %

Source: CLIP study on equality and diversity in jobs and services in

Employment profile of migrant workers in local authorities: Extent of deficit of migrant employees

■ - Basis: 25 CLIP cities

	less than 50 % deficit	100 - 200 % deficit	more than 200 % and up to 950 % deficit
	2	6	6

Source: CLIP study on equality and diversity in jobs and services in cities

Employment of resident population in EU 15 within public administration and defence in comparison with foreign mobile citizens ("nationality") form other countries (2007)

■ % of total employment

EU 15 resident population	7.4
Mobile EU 15	2.7
Third Country	1.4
Mobile EU 10	0.6
Mobile EU 2	0.1
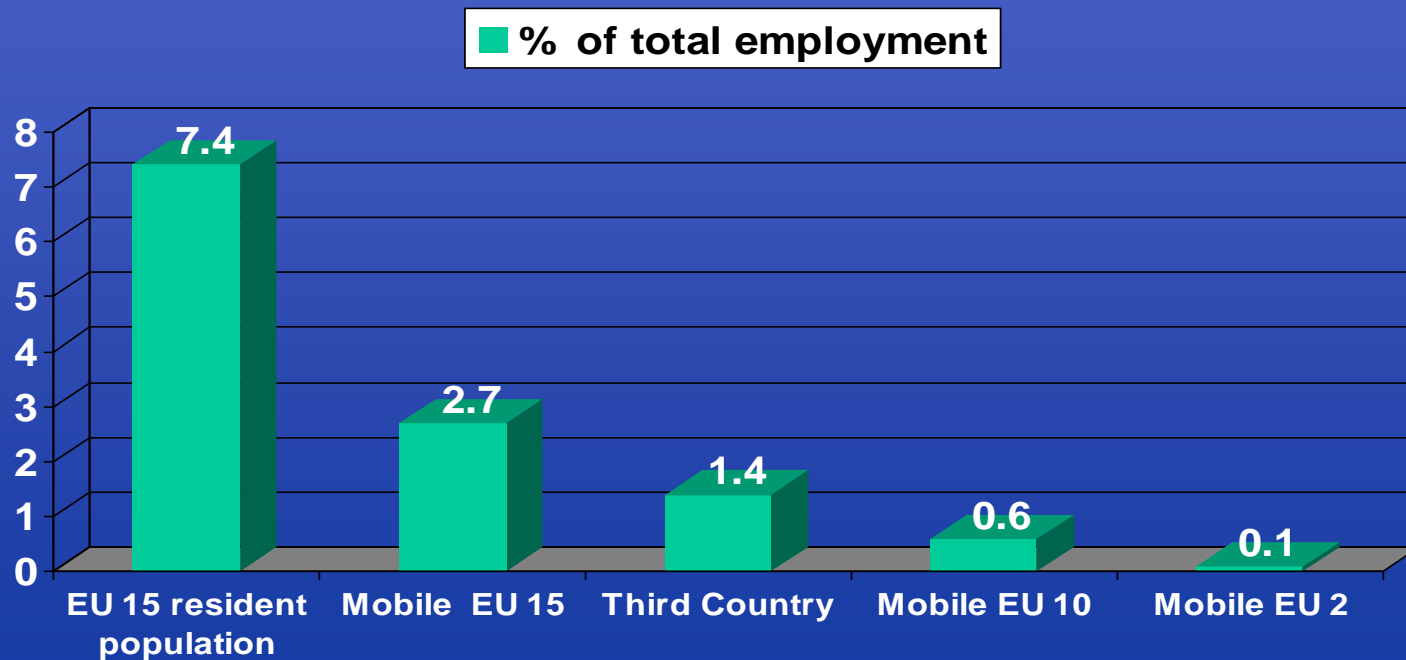
Mobile defined: Having moved within the last 4 years

Source: European Labour Force Survey 2007

Employment in public administration and defence of EU born and non-EU born (2007) - Bulgaria, Germany, Ireland excluded -

Source: European Labour Force Survey 2007
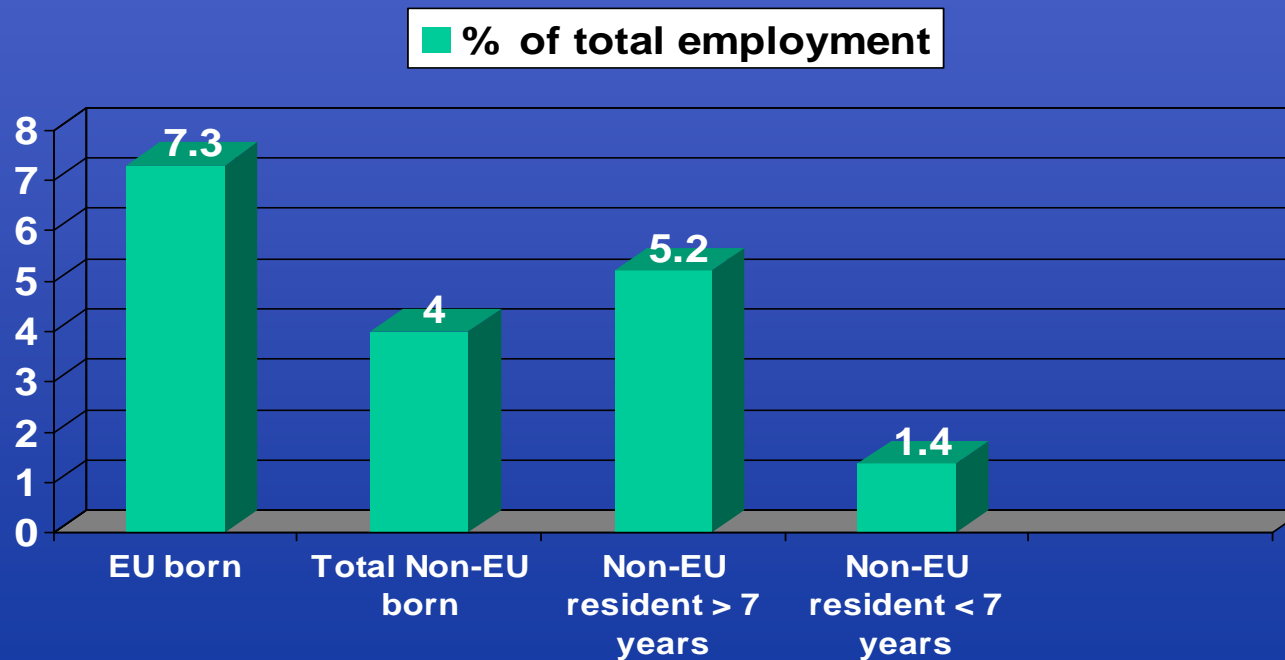
Employment profile of migrant employees in local authorities: Quality of employment

- Concentrated in manual/ less senior posts e.g. Stuttgart

  - Overall figure (services and companies owned): 10%

    - Administration: 7%

    - Companies owned: 25%

  - Highest and higher grades: 1 to 3%

  - Clerical grade: 8%

  - Manual grade: 41%

- High % of migrants with short term contracts

- Higher % of migrants contracted and outsourced services

- Results regarding low quality of employment of migrants are confirmed for EU by "Employment in Europe Report 2008"

Personnel policy of cities regarding migrants: Challenges

- Lack of data on employees with migrant background in order to

  ▶ Identify problem, analyse barriers

  ▶ Monitor progress

- Lack of clear vision:

  ▶ Importance of city jobs in wider integration strategy

- Assumption 'we treat everyone the same' ensures equal access to jobs & promotion

- Hostile media/staff

- Low staff awareness regarding the value of a diverse workforce

- Regular dialogue with unions, NGOs

Jobs in local authorities for migrants: Barriers

- Legal and procedural restrictions of recruitment of third country migrants
    - Public administration
    - Public service
- Overall reduction of staff in local authorities
    - Bar on any recruitment
- Array of different departmental responsibilities
- Language requirements
    - Unnecessary high
- Slow recognition of qualifications
- Concerns of customer resistance
- Necessary resources: advertising, translation, data collection, outreach – cost money & staff time

Jobs: Steps taken I

- Targeted advertising, encouraging applications
  - ▸ Informal channels through migrant organisations
- Non discrimination in recruitment
- Reviewed level of knowledge in selection tests (e.g. language)
- Education and training
  - ▸ Language classes
  - ▸ Illiteracy classes
  - ▸ Mentoring apprentices
  - ▸ Professional training in shortage areas

Jobs: Steps taken II

- Complaints mechanism
- Training existing staff diversity management
  - Awareness raising
- Adapt work environment to cultural needs
- Translation health & safety information
- Governance
  - Mainstreaming through all department
  - Collaboration between public agencies, private sector, unions & NGOs – planning & services

Jobs: Steps taken III

- Accountability

  ▸ Monitoring of recruitment and promotion

  ▸ Dialogue with unions and organisations of migrants

  ▸ Minority of cities: requirement of contractors to comply with diversity objectives

  ▸ Minority of cities: performance management of staff considering achieved diversity objectives

  ▸ Minority of cities: external accountability in achieving objectives

To be taken up in Social Dialogue: Information and intelligence?

- Discuss the need and usefulness of comprehensive, regular and up-dated information on employment and service provision for migrants for local authorities

    ‣ Ethnic background of employees

        • Number, structure of employment

    ‣ Service provision for migrants

        • User structure
        • Needs, satisfaction, outcomes

    ‣ Collect information in a cost effective way

    ‣ Legal constraints?

- Convert information into intelligence for local policy makers

    ‣ Statistical office and research unit

To be taken up in Social Dialogue: Effective anti-discrimination at work?

- Increase awareness in HR departments of local authorities on EU anti-discrimination legislation on recruitment and promotion

  ‣ Promote new EU website

  ‣ Encourage national member of organisations of the Social Partners to initiate info campaign

  ‣ Inform migrants about their rights

- Collect and exchange examples of good practice of local employment policy regarding migrants

  ‣ Inventory of innovative activities on employment conditions of migrants in local authorities, involvement of Social Partners?

  ‣ Discuss need to include ant-discrimination in sub-contract/outsourcing of public services

  ‣ Discuss with Social Partners in the Member States

To be taken up in Social Dialogue: Positive action for migrants?

- Discuss relationship between targeted practices for migrants and universal practices for all employees

  ‣ As much recognition of special needs of migrants within universal practices as possible?

  ‣ As few targeted activities for migrants as necessary?

- Inventory on good practice of positive actions to improve employment conditions for migrants in local authorities

- Study on legal and procedural restrictions of recruitment of foreign born workers in local authorities

- Series of European and national seminars with the Social Partners to discuss the results of inventory, study and of the CLIP project

To be taken up in Social Dialogue: Recommendations for good governance?

- Establish an arena/platform to discuss issues of diversity and integration of migrants as part of the employment policy of the local authority

- Include strategic issues

  ▸ Relationship with integration policy of migrants

  ▸ Importance for personnel policy of the city

- Evidence/intelligence based exchange

- Include representatives of migrant minorities on both sides in Social Dialogue

  ▸ Involve representatives of migrant organisations for specific issues

- Increase intercultural competence of participants (training)

To be taken up in Social Dialogue: Recognition of qualifications?

- Stop or reduce brain waste

- Recognition of qualifications

  ▸ Faster

  ▸ Fairer

  ▸ More effective

More recommendations for city

Plenty of them!

Thanks for your interest !!