

The occupational promotion of migrant workers: contribution from the Netherlands

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Based on two consecutive studies (the Netherlands Working Condition Survey (NEA), TNO), a review (Discrimination Monitor, SCP) and literature it is concluded that non-western migrants experience more labour market problems than western migrants. In general non-western migrants experience more discrimination in the workplace, recruitment and selection and (threatened) termination of the employment contract than western migrants. Non-western migrants appear to have less beneficial contractual relations compared to western migrants. Non-western migrants are more often low educated while western migrants are more often high educated. Western migrants make more use of training paid by the employer than non western migrants. Especially non-western men report that job and education/experience don't match. For both migrant groups (western and non western) career advancements by in company shifts are more or less the same.

1. The workplace promotion of migrant workers: current evidence

Workplace surveys on employment and working conditions

Since 2003, TNO Work and Employment has conducted the Netherlands Working Condition Survey (Nationale Enquête Arbeidsomstandigheden, NEA, www.tno.nl/nea) on Dutch employees. The NEA is a large scale periodic investigation into the working conditions of Dutch employees (self-employed are excluded!). A wide range of issues are addressed in the NEA, such as psychosocial workload, physical workload, safety, intimidation and bullying, occupational accidents, stress, RSI, absenteeism, etc. In 2003 the first measurement among 10,000 employees was carried out by TNO. Since 2005 this survey is conducted every year. At this moment TNO performed the NEA among more than 23,000 employees. Sampling was carried out by the Central Bureau of Statistics (CBS, www.cbs.nl). Since 2005 the CBS also provided background information on respondents, including information on nationality. For this reason only data collected in 2005 and 2007 are presented here.

A person is classified by the CBS as having a foreign background if at least one of his parents was born abroad. Three categories are distinguished: Dutch background, western background (including persons from Indonesia, Japan and countries in Europe (excluding Turkey), North America and Oceania) and non-western migrants (including persons from Turkey, countries in Africa, South America and Asia except Indonesia and Japan). The NEA sample is representative for the Dutch labor force. It should be noted that since the NEA questionnaire is only available in Dutch, migrants who do not speak Dutch are excluded. It is not certain what the size of this effect is on the representativeness of the samples regarding migrant workers.

The Netherlands have a population of 16.6 million people of which 1.7 million non-western migrants (330,000 Moroccan, 370,000 Turkish, 330,000 Surinamese and 130,000 Antillean and +/- 500,000 from other non-western countries) and 1.4 million western migrants.

The Social and Cultural Planning Office of the Netherlands (SCP, www.scp.nl) developed a Discrimination Monitor to establish the nature and extent of labour market discrimination against non-Western ethnic minorities, to identify trends in and to indicate the impact of discrimination on the labour market position of non-Western ethnic minorities.

All the available information on workplace promotion and careers of migrant workers by gender and country of origin for the years 2003-2007 can be found in table 1 (source: TNO/NEA and CBS). Additional information from the Discrimination Monitor is given here as well.

1.1 Information on workplace promotion and careers of migrant workers

All available information can be found in table 1

1.1 a/b Types of contracts and tenure

The contractual relations of migrants seem to differ with their origin. According to the NEA, migrants with a non western background less often have an open ended contract, but more often work with a temporary agency, or irregular work as an 'on call' worker. They, therefore, have also more often changed jobs in the past two years. Working patterns for western migrants resemble those of the nationals more closely.

The trend in the 2005-2007 period is that especially the number of non western male migrants with an open end contract appears to lessen.

1.1 c/d Occupation and level of education

There seems to be no obvious differences between non-western migrants and nationals/western migrants in types of sectors they work. Men mostly work in the industrial sector and women are more represented in healthcare and administrative jobs.

Non-western migrants are more often low educated and nationals and western migrants more high educated. The percentage of middle educated is for both groups equal.

1.1 e Over-qualification

The NEA has limited data on this topic. Only data about mismatch between job position and level of education/experience are available. So this includes over- and under-qualification. There is a mismatch between job position and educational level in non-western migrants versus nationals/western migrants: the mismatch is much higher for non-western migrants.

1.1 f/g/h Participation to training, competence development and career advancements

Non western migrants receive less training both at the workplace, and outside than nationals and western migrants. There appears to be a difference in the extent to which non western migrants' jobs are expanded and their job changes. These differences are mainly caused by male non western migrants. Furthermore there seems to be no difference in the promotional opportunities between national / western migrants and non western migrants.

Additional data from the Discrimination Monitor (SCP, www.scp.nl)

In the period 2004-2006, each year an average of 400 complaints and reports of labour market discrimination were submitted to antidiscrimination bureaus (ADB's) by members of non-Western ethnic minorities. Most complaints (81% = 324) relate to discrimination on grounds of race; 17% (= 68) relate to religion. The majority of complaints are about discrimination in the workplace (43% = 172), recruitment and selection (24% = 96) and (threatened) termination of the employment contract (12% = 48). Complaints relating to the workplace mostly concern hostility (60% = 240); a small proportion is about violence at work (3% = 12) and the rest concerns disputed treatment.

Perceived unequal treatment due to the wearing of a headscarf is often a reason for submitting a complaint, accounting for an estimated 10% (= 40) of complaints submitted. Often the complaints relate to applications for jobs or traineeships with a public function or customer contact. Complaints are submitted most often by Moroccans (35%); this is a much higher frequency than might be expected based on the size of the Moroccan labour force (87,000). Turkish (128,000) and Surinamese (155,000) submit complaints much less often (14% and 19%).

The Equal Treatment Commission (CGB, www.cgb.nl) issued 93 rulings in the period 2004-2006 on alleged labour market discrimination against members of non-Western ethnic minorities. In more than half the cases, the Commission upheld the complaint. The complaints related to discrimination on the grounds of race (60%), religion (33%) or a combination of the two.

The majority of rulings (40%) related to recruitment, selection and job placement. Relations at the workplace - discriminatory treatment including bullying and insulting behaviour - played a role in 30% of the rulings.

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

Specific public policies to foster the workplace promotion of migrant workers

Only aggregated data are available, data by nationality of migrants are not available.

2.1 a Rules on the recognition of educational credentials, diplomas and skills of migrant workers

APL (Accreditation of prior learning) is the common name given to the process of recognizing the competences an individual has gained through formal, informal or non-formal learning in various settings. The Knowledge Centre APL (www.kenniscentrumevc.nl) collects and shares knowledge and good practices. The Centre is financed by the Ministries of Education, Culture and Science and Social Affairs and Employment.

2.1 b Specific education and training programmes

In 2004 the Dutch Government established the Dutch Expert Centre for Diversity Management (Landelijk Netwerk Diversiteitsmanagement DIV) to stimulate small and medium-sized firms (SME's) to develop a labour policy in which migrant workers are prominently represented. Specific education and training is mainly the responsibility of employers. There are no 'general' education or training programmes. Good practices can be found in paragraph 4.

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

In the Policy Program 2007-2011 of the Dutch government tackling discrimination (including labour market discrimination) is mentioned as a policy spearhead. During the 'Participation summit' on 27 June 2007, the Dutch government, social partners and the federation of municipalities discussed more substantial agreements about the responsibilities of the various stakeholders. By order of the ministry of Social Affairs and Employment (SZW) the Social and Cultural Planning Office of the Netherlands (SCP, www.scp.nl) developed a Discrimination Monitor. Based on this monitor the ministry of SZW presented an Action Plan to promote equal opportunities of non-Western migrant workers at the workplace. Main topics are:

- Developing an image-forming campaign (together with employers and representatives of the ethnic minorities)
-

Co-support the project 'Recruitment and selection without problems', accomplished by Art. 1, the national association against discrimination. In this association, local and regional anti-discrimination agencies (ADAs) and the former National Bureau against Discrimination (LBR) have pooled their powers and expertise in order to support and strengthen each other in the battle against discrimination (www.art1.nl). In this project different instruments, like anonymous apply and cultural neutral psychological tests, are introduced and are tested. Good practices will be used in the image-forming campaign. Recruiters, HRM-managers and employees of employment offices can participate

- Support the SCP to develop a survey on recruitment and selection-discrimination at the workplace.
- Social partners are responsible for a structural implementation of the theme 'discrimination at the workplace', diversity management and traineeships for migrants in central work agreements.
- In the Dutch Safety and Health Act psychosocial risks at work is considered with discrimination. With this, discrimination at the workplace is a work-related risk.

The internet site 'www.diversityatwork.net' is funded by the ministry of SZW and is part of DiManT, a project funded by the European Leonardo-project). The internet site informs and supports people who are interested in integrating diverse groups into the workplace.

3. Collective bargaining and HRM initiatives

3.1 Multi-employer collective bargaining addressed the workplace promotion of migrant workers

A Collective Labour Agreement (CA) is concluded between one or more employers, one or more employers' organisations and one or more organisations of employees (usually trade unions). CA's can be concluded per sector or per company.

Yearly, the ministry of Social Affairs and Employment analyses (and reports to the Parliament) which different topics are part of the CA's. In 2007 the findings have been released of a recent major survey of 70 Collective Labour Agreements (CA's). The next 'migrant-related' topics were part of these CA's (SZW, najaarsrapportage CAO-afspraken, 2007).

Workplaces

Of the 70 investigated CA's 54 have employment agreements, of which 45 CA's specify target groups. In 11 of these CA's, migrants are defined as a target group. 10 CA's specify the number of workplaces to target groups. This is almost 87% of all the available workplaces. But only 252 of the 1847 (= 14%, and only in 3 CA's) workplaces are reserved for migrants.

Workplaces in CA's in 2007

CA	Number of places
Achmea B.V.	12
Dutch Universities	50
TNT B.V.	190
Total	252

Work experience places

Of the 70 investigated CA's 26 have work experience places agreements, of which 9 CA's specify the target group migrants. Of the 70 investigated CA's 9 define a concrete number of work experience places (total 1247) and 17 CA's have work experience places agreements without concrete number of workplaces.

3.2 The role of company-level bargaining in fostering the workplace promotion of migrant workers

No data available.

3.3 The role of HRM initiatives in fostering the workplace promotion of migrant workers

No data available.

4. Good practices and examples

4.1 Information on existing analysis or repertoires of good practices on workplace promotion

Together with trade unions or employer and employee representatives the Dutch government has developed a lot of initiatives to stimulate the labour opportunities of migrant workers. Apart from this, companies take their own responsibility at company level either alone or together with governmental organizations. It is impossible to mention all the initiatives, so this will be a brief overview.

Accreditation of prior learning (APL)

This implies that professional competences acquired by learning on the job, in a home setting or in voluntary work are in principle comparable to those acquired in formal learning situations. In view of the considerable advantages of APL for all parties, its broad implementation should be stimulated by an independent organization. This was the reason for the establishment of a Knowledge Centre APL (Kenniscentrum Elders Verworven Competenties, www.kenniscentrumevc.nl).

Competences include more than knowledge, skills and attitude. Therefore, competences not only include professional competences but social and personal competences as well. External legitimacy is the key requirement for recognition.

Diversity@Work (www.diversityatwork.net)

Diversity@Work encourage organisations to develop proactive approaches to diversity, so that they can achieve the benefits of having a diverse workforce. Diversity@Work is funded by the Leonardo program. The site provides:

- Information on a wide range of policies and good practices (see 4.2) at both the European and National Level.
- Training via our e-learning modules which provide an introductory understanding of the key issues involved in Managing Diversity in the Workplace.
- Diversity Management Toolkit that provides the necessary tools to design and implement Diversity Management policies in your workplace.

4.2 Information on examples of successful workplace promotion of migrant workers

Good practices 1: In the sector of temporary work, where migrants are more than average are represented, employees typically have work experience in a variety of branches and in many different organizations. General and social competences are the most important assets, such as flexibility, taking initiatives, be representative, responsible and reliable. The Dutch bsector organization of temporary work agencies is taking the initiative to accredit these general and social competences of temporary staff (source: www.diversityatwork.net)

Good practices 2: Optimal Multicultural Care through Diversity in the "Schildershoek"

The “Schildershoek” is a residential home located in a multicultural part of The Hague where more than 30 different cultures live and work. The “Schildershoek” has developed a concept of ‘experience based care’; care based on the individual human being. From this concept the “Schildershoek” started the process of interculturalisation. The change to intercultural care cannot take place without the presence of a coloured personnel file. More than half of the employees are not Dutch natives. These non-native employees can teach the other employees a lot about the language and culture from non-native residents. They also improve the communication between the non-native and native residents and sometimes act as interpreters. The most important thing was to create a climate in which people are open to each other; to residents and colleagues who had other moral standards. People like to work at the “Schildershoek” because of the multicultural character of the place. Furthermore, foreign employees are well represented in the recruitment commission. When forming teams, teams take into consideration the proportional representation of core qualities of the team members. Characteristics such as ethnicity, gender and age are also being seen as qualities. Flexible working hours are an option at the “Schildershoek”. For example staff can take cultural holidays (like the Sugar feast). Employees could also replace regular holidays with cultural holidays. The concept of intercultural ‘experience based care’ has been adopted by other rest homes in The Hague. They also have implemented a multicultural human resource policy (source: www.diversityatwork.net)

Good practices 3: SMEs have problems to find qualified employees. In 2000 the employer organization for SMEs started a project to stimulate SME employers to recruit migrants. Employers report a vacant job and within 72 hours applicants are available to visit the employer for a job interview. At the end of 2002 more than 75,000 vacant jobs are reported and 58,000 migrants find a job with a SME employer. More than 20,000 migrants find, thanks to this project, a non-SME job (source: www.mkb.nl)

Good practices 4: FNV Bondgenoten, the biggest trade union in the Netherlands, negotiates over 700 collective agreements on terms and conditions of employment (CA) and a large number of redundancy programmes at company and sectoral level. Together with Stichting Instituut Gak, a fund that subsidizes labour related projects, also for migrants and refugees the FNV developed the programme “ Dutch at the workplace”. More than 200 migrants are able to learn Dutch or improve the Dutch language (source: www.fnvbondgenoten.nl)

Good practices 5: Dutch expert centre for diversity management (DIV)

In 2007 the Dutch expert centre for diversity management (DIV) presented the publication “The gain of diversity in SME’s” (Diverse Zaken. De winst van diversiteit in het midden- en kleinbedrijf). In this publication 8 employers define their motives why they give employment to migrant workers (source: www.div-management.nl)

Commentary

It appears that the employment and working conditions of migrants in the Netherlands are different for western and non-western migrants. The Dutch government, trade unions and employer organizations recognize this problem and started a lot of initiatives. The government developed an Action Plan to promote equal opportunities of non-Western migrant workers at the workplace. One of the milestones is the extension of the Dutch Safety and Health Act with discrimination. Due to this discrimination at the workplace is admitted as a work-related risk. Also a lot of ‘small’ initiatives by employers are undertaken and serve as an example for others employers.

Sources / literature:

- www.tno.nl/hea
- www.cbs.nl
- www.scp.nl
- www.diversityatwork.net
- www.art1.nl
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1. Industrial 2005 2007	.26 27	.36 4.1	.26 27	.35 3.9	.26 32	.49 6.4	.26 27	.35 3.9	.27 46	2.1 1.4	.39 41	.13 9.8	.27 16	2.7 2.4	.29 37	.6 1.2
2. Transport 2005 2007	.79 7.8	.09 1.2	.78 7.9	.09 1.2	.99 6.5	.09 1.2	.79 8.0	.09 1.2	.13 10	.00 0	.19 5.1	.0 1.2	.84 7.8	.06 2.9	.50 1.7	.14 0.6
3. Administrative 2005 2007	.68 6.5	.22 20	.67 6.6	.22 20	.85 6.1	.21 23	.66 6.5	.21 20	.98 3.9	.12 20	.26 5.3	.23 19	.15 7.5	.28 29	.6 5.2	.22 25
4. Commercial 2005 2007	.99 9.6	.15 14	.10 9.8	.14 14	.87 7.0	.16 14	.10 9.9	.15 14	.36 3.6	.24 17	.23 8.8	.17 18	.78 8.1	.12 13	.12 4.0	.19 21
5. Services 2005 2007	.91 10.0	.11 11	.86 9.4	.11 11	.16 16	.16 15	.85 9.2	.11 11	.17 17	.26 21	.13 8.7	.14 17	.11 22	.12 11	.11 19	.87 9.3
6. Healthcare 2005 2007	.39 3.4	.25 26	.39 3.4	.26 27	.40 3.3	.21 20	.38 3.4	.26 28	.48 1.9	.14 26	.11 1.4	.12 14	.52 3.8	.28 21	.31 1.0	.27 21
7. Teacher 2005 2007	.39 4.2	.74 7.3	4.0 4.3	7.6 7.6	2.3 2.5	4.1 4.4	.41 4.3	.76 7.6	1.2 1.2	.0 2.2	1.0 3.4	5.2 5.8	3.5 3.6	3.2 5.8	7.4 0	8.2 3.2
8. Specialist 2005 2007	.13 14	.37 3.9	.13 14	.37 3.9	.87 11	.39 4.4	.13 14	.33 3.6	.85 3.4	1.2 0	7.3 2.2	1.3 4.0	7.5 13	5.0 3.8	9.4 17	1.0 11
9. Agriculture 2005 2007	.26 2.3	.10 0.8	.27 2.3	.11 0.9	.12 1.8	.07 0.3	.28 2.4	.11 0.9	.0 1.7	.00 0	.25 5.0	.23 1.4	.19 1.3	.00 0	.00 0	.00 0
10. Management 2005 2007	.98 7.2	.34 2.7	.10 7.5	.35 2.7	.52 3.2	1.9 2.7	.10 7.5	.34 2.6	.57 1.0	5.6 4.0	4.5 2.5	2.5 0.8	3.9 3.1	0.9 2.2	6.0 9.6	3.4 1.2
11. Not specified 2005 2007	.75 8.4	.73 7.9	.73 8.2	.72 7.9	9.5 11	9.3 8.0	.74 8.2	.69 7.7	9.1 9.8	.15 6.9	8.6 17	9.9 8.5	9.2 15	6.0 8.9	8.5 5.6	9.4 6.2
Level of education (in %)																
Low 2005 2007	.28 28	.26 24	.28 27	.26 24	.38 36	.31 31	.28 27	.26 24	.42 53	.43 30	.43 49	.43 47	.35 33	.26 32	.29 23	.32 24
Middle 2005 2007	.41 42	.43 45	.42 43	.43 45	.38 42	.45 45	.42 43	.43 46	.40 32	.41 59	.40 43	.45 39	.43 42	.50 45	.44 58	.42 42
High 2005 2007	.30 30	.30 31	.31 30	.31 31	.24 22	.24 24	.31 30	.30 31	.18 15	.16 11	.17 7.5	.12 14	.21 25	.25 23	.27 18	.26 35
Over-qualification (in %)** 2005 2007	.16.3 16.3	.19.1 19.1	.14.5 14.5	.18.8 18.8	.41 41	.23.8 23.8	.14.7 14.7	.18.8 18.8	.61 61	.9.0 9.0	.53 53	.47 47	.23 23	.22.3 22.3	.45 45	.10.9 10.9
Participation (in %)																
To internal training paid by employer last 2 years 2005 2007	.58 58	.55 55	.58 58	.56 56	.50 50	.52 52	.58 58	.56 56	.48 48	.46 46	.43 43	.45 45	.51 51	.57 57	.64 64	.53 53
To external training paid by employer last 2 years 2005 2007	.48 48	.38 38	.49 49	.39 39	.37 37	.34 34	.49 49	.39 39	.26 26	.30 30	.32 32	.25 25	.39 39	.36 36	.36 36	.42 42
Development (in %)																
In company function shift (last 2 years) 2005 2007	.23 23	.19 19	.23 23	.19 19	.19 19	.19 19	.23 23	.19 19	.17 17	.21 21	.18 18	.17 17	.20 20	.17 17	.18 18	.20 20

Broadening function (last 2 years) 2005 2007	.. 48	.. 41	.. 48	.. 41	.. 40	.. 39	.. 49	.. 41	.. 43	.. 33	.. 40	.. 27	.. 47	.. 41	.. 41	.. 45
Career advancements (in %)																
In company promotion (last 2 years) 2005 2007	.. 18	.. 13	.. 18	.. 13	.. 18	.. 14	.. 19	.. 13	.. 18	.. 15	.. 18	.. 14	.. 20	.. 12	.. 25	.. 16
Mean personal salary (x € 1,000)	34.9	19.3	36.2	21.6	24.0	18.0	35.8	19.2	21.7	14.5	23.0	15.2	27.6	22.0	23.6	20.9
*** 2003 2005 2007 n.a.	36.5	20.2	37.9	22.2	24.9	18.4	37.5	20.1	23.6	15.4	23.6	14.8	28.1	22.3	26.7	.

Source: NEA and CBS (salary progressions)

Unfortunately figures for the year 2003 were not divided into background.

Percentage < 10% are presented with 1 decimal.

* Self reported, M = male F = female.

** asked with the question: job and education/experience doesn't match (Note: under- and overqualification!)

*** salary from labour or own business

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