Germany - Transforming to a welcoming society?

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Birgit Kraemer, Institute of Economic and Social Research, WSI
Back in the early 2000s

EU Freedom of movement challenges

- Exclusionary Immigration policies: protection of national labour market (German nationals) and employment-based social security system

- Immigration policies prioritize ‘ethnic Germans’

- Immigration dealt with by Ministry of Interior (Security issue)

- Registration of individual data of foreigners by Federal Office of Migration (declared unlawful by ECJ in 2012 with regard to EU citizens)

-- Posted workers Act controlled by Customs Service

-- Restriction post on Freedom of movement for migrants from eastern European Countries
Impacts on shift in immigration policies since 2005/6

Most important: European policies (freedom of movement, EU labour migration policies)

National: Employers anticipate labour shortages – trade unions point at unemployed and low appeal of vacancies because of wage levels and working conditions

Data show:
- Labour shortages (high skill) in rural regions because of internal migration
- Labour shortage in the trades (despite of high number of training applicants) – low appeal (wages, working time)
- Labour shortage in the health care sector (care staff and medical doctors) and in some technical professions (despite of female applicants)

Anticipated:
- Demographic challenge – ageing of the work force
- Labour shortage in high skill professions (MINT) (by employer)

Out of debate: low skill work (despite of robust share of about 20-23% of employment)
Immigration and integration policies with regard to anticipated labour shortages

Integration into the labour market; defined public policy priorities

1. Women
2. Older workers
3. Migrants

Persons of migrant background holding a permanent resident permit, born and educated in Germany (Third country nationals (Turks) and EU nationals)

Migration from EU
- Focus on highly skilled and skilled EU migrants; young persons accessing the dual apprenticeship system

Liberalized, but highly selective labour immigration policy towards third country nationals

Recruiting interest is on skilled and highly skilled migrants.
Low skill jobs (seasonal) to EU workers in 2012 (exclusion of i.e. third country nationals)
Migration of jobless and unemployed migrants unwanted
New German ‘narrative’: More immigration needed

- Previous and current Federal government: pro immigration (EU) of workers and persons willing to take up training in Germany
  *(not of low skilled, jobseekers and jobless)*

Federal Agencies expect highs return rates of EU migrants as soon as labour markets improve in home countries – therefore liberalized immigration policy towards TCN

Since 2012 National Action Plan on the National Integration Plan for promoting labour market integration of migrants and of persons with migrant background (Multistakeholder approach)
On the other hand...

Waves of heated anti-immigration debates

2010/2011 fired by leading Social democrat (Theo Sarrazin), predominately anti-Muslim (‘different culture, different mentality‘ (Turks in Germany)

2013/2014 end of restrictions to migration from Romania and Bulgaria: Christian Social Union and new populist right-wing anti-EU party Alternative for Germany (AfD) compete for votes in EU elections. CSU looses votes to AfD (gains 6.9%).

Argument: social benefit tourism

Federal Anti-Discrimination Office finds discrimination in society and at the workplace still an issue that hinders migrants to integrate or stay in Germany

But newly:
Positive impact of Federal research agencies: data indicate there is no ‘benefit tourism; analyses are pro-immigration
Recruitment strategies (EU workers) implemented since 2011

Major federal programme (MobiPro) for recruiting EU citizens aged 18 to 35 years

— skilled and highly skilled workers and young persons willing to take up vocational training

- Provision of language courses in home country or in Germany with certified training providers

- Bilateral recruitment agreements (Spain, Portugal, Greece, Croatia) concluded by Federal Labour Ministries

- Webportals by Federal Ministries provide information (www.job-of-my-life.de; www.welcome-in-Germany.de)

- Support by Central Placement Agency of Federal Employment Agency

- Pilot by Labour Ministry: Establishment of local ‘Welcoming centers’
2003-2013 trend in number of employees (EU) – uneven trends, limited increase till 2012 (LFS)

2003-2012 Decrease of employees from UK and Ireland, Denmark and Sweden, from Italy, Slovenia and Croatia (!)

- Increase from southern Europe (high turnover rate, short duration)
- Portugal – constant since 2003
- Greece – low
- Cyprus, Malta: n.d.
- Strong increase from all eastern European states

2012/2013: strongest net increase since 20 years, but no clear picture:

- Strong net migration from Italy and Spain, but decrease from Greece
- Strong increase from Poland and Romania, but decrease from Bulgaria and Hungary
Employees in Germany by nationality – LFS

- LFS, Federal Statistical Office

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<tbody>
<tr>
<td>Italy</td>
<td>298,600</td>
<td>305,400</td>
<td>295,800</td>
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<td>Poland</td>
<td>104,400</td>
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<td>147,900</td>
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<td>73,100</td>
<td>78,300</td>
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<td>Bulgaria</td>
<td>n.d.</td>
<td>19,500</td>
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<td>Romania</td>
<td>28,400</td>
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Workers (EU 27) from as % of total (Fed. Emply. Agency) – excluding marg. part timers

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<tr>
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<th>2003</th>
<th>2007</th>
<th>2013</th>
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<tr>
<td>% of Total</td>
<td>2.6%</td>
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<td>3.8%</td>
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<td>Poland</td>
<td>66,900</td>
<td>83,700</td>
<td>221,000</td>
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<tr>
<td>Italy</td>
<td>185,000</td>
<td>176,500</td>
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<tr>
<td>Greece</td>
<td>100,600</td>
<td>83,700</td>
<td>110,500</td>
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<td>France</td>
<td>72,700</td>
<td>89,100</td>
<td>70,700</td>
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<tr>
<td>Austria</td>
<td>59,900</td>
<td>56,400</td>
<td>59,200</td>
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<td>Portugal</td>
<td>44,200</td>
<td>41,400</td>
<td>51,300</td>
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<td>Bulgaria</td>
<td>8,491</td>
<td>10,900</td>
<td>32,600</td>
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<tr>
<td>Romania</td>
<td>21,500</td>
<td>25,800</td>
<td>84,800</td>
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Unemployment

- **Unemployment (June 2013)**
  - Nationals: 7.7%
  - GIPS (Greece, Portugal, Italy, Spain): 10.9%
  - EU 8: 8.6%
  - Romania: 6.2%
  - Bulgaria: 13.6%

- **Unemployment Benefits (Hartz IV)**
  - Nationals: 7.5%
  - GIPS: 11.0%
  - EU 8: 10.8%
  - Romania: 7.4%
  - Bulgaria: 14.8%
Employment of EU migrants in shortage occupations (annually defined by the Federal Employment Agency) plays a rather low role:

In June 2013, they accounted for 2.8% of the total number of workers working in shortage occupations.

4.7% of all EU workers (EU 27) worked in shortage occupations (June 2013), most of these in the health and care sector:

- Health care staff: 14,000
- Medical doctors: 10,000
- Elderly care: 5,200
- R & D: 7,400
- Construction electric: 6,700
- Plumbing: 4,200
Poor information on work and working conditions - mismatch of qualifications?

% of all EU migrant workers work in (June 2013)
- 20.8% - Manufacturing industries
- 13.3% - Other economic services
- 11.2% - Retail, repair
- 10.6% - Horeca
- 7.9% - Health sector

As % of all workers in the sector
- Horeca: 12.0%
- Other economic services: 7.4%
- Construction: 4.5%
- Manufacturing: 3.5%
- Retail/Wholesale: 2.9%
- Health care: 2.3%
Forms of employment

- 17% of all EU workers hold a marginal part time job compared to 4.6% of the nationals

- 16.2% of the EU migrants are self-employed compared to 10.8% of the nationals – particularly from Poland, Romania, Bulgaria

- No data on forms of employment, wages and working conditions of new immigrants so far

- DGB Fair Mobility Project plays a leading role for informing on poor working conditions of eastern European workers, (bogus) self-employed and posted workers
Trade union activities on EU mobility

Focus on general discourse and public policies:

- January 2014: Joint statement together with BDA (employers) in support of labour immigration (against anti-immigration discourse)
- Call for statutory minimum wage, extension of collective agreements (realized by new Minimum Wage Act)
- Campaign: Works Constitution to include information rights on contracted workers

Role of collective bargaining
Sectoral collective minimum wage agreements (2014: Meat Processing sector)
Only one collective agreement addressing new migrants (Meyer Werft)

At the workplace: Focus on training of works council members with regard to anti-discrimination (rather than on forms of employment and working conditions of migrant workers)

However: DGB cooperates with Federal Labour Ministry in Fair Mobility Project (until 2015 so far): six agencies provide support for eastern European workers (wages and working conditions)
Cooperation with Bulgarian, Romanian and Slovanian trade unions in piloting Fair Mobility (one year duration) for extending it to other European countries (funding unclear)
To sum up

Considering the situation ten years ago, there has been a considerable change in the discourse and in public policies towards immigration.

The policy shift is not only rhetoric, but involves defined targets to raise the employment and integration of foreign workers.

But anti-migration sentiments can easily be fired by references to the ‘not willing to work’ and ‘social benefit tourism’ stereotypes (employment-orientation of the social welfare system)

Skill mismatches, low rates in further training and substantial gaps in job quality between (EU) migrants (West/East) can be assumed

Trade unions and works councils are slow in addressing working conditions of migrant workers and cross-border mobility

Important awareness-raising role of DGB Fair Mobility Project