

'Newcomers to Ireland: an evaluation of the challenges facing Irish organisations in the management of their multicultural workforces in terms of training and development'

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ABSTRACT

Title: ‘Newcomers to Ireland: an evaluation of the challenges facing Irish organisations in the management of their multicultural workforces in terms of training and development.’

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Inward migration is a relatively new phenomenon for Ireland. The improvement in the Irish economy, which has resulted in an influx of non-Irish nationals, has changed the face of employment in Ireland today. Diversity in the workforce embraces many different dimensions including race, national origin, and language, but heretofore cultural differences have not impacted significantly on strategies in relation to learning and development within Irish organisations. Now these organisations have to confront the complex issues faced by other multicultural organisations, and strategies to ensure the successful development of staff have had to take culture into account.

The research question explored the challenges facing Irish organisations, focusing on the issues of integration, language acquisition and learning and development with diverse cultures and in different organisations. Semi-structured interviews were conducted with employers, employees, Trade Union and Regulatory bodies. Non-Irish employees were also asked for their views in a postal survey.

The results indicated that there is a paucity of research on the issue of learning and development for non-Irish workers in an Irish context and while Irish organisations and Government bodies are grappling with other management issues, learning and development is not seen as a priority. Most training is provided in English and is legally required. Irish trainers it appears have little understanding of cultural differences in learning styles. Guidelines should be developed and presented at national level to coordinate all integration strategies and provide valuable advice for organisations regarding the development of their multicultural workforces. Organisations should also re-consider their attitudes to the learning and development strategies that are currently in place for their non-Irish workers. Although Ireland is new to the immigration experience, we now have an opportunity to examine management strategies from other countries, avoiding their mistakes while adopting their positive models of good practice.

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GLOSSARY OF TERMS

CEC	Commission of the European Community
CIB	Citizens Information Board
CSO	Central Statistics Office
DETE	Department of Enterprise, Trade and Employment
EC	European Commission
EU	European Union
EU-15	European Union of 15 Member States from 1 January 1995 to 30 April 2004 (Belgium, Denmark, Germany, Ireland, Greece, Spain, France, Italy, Luxembourg, Netherlands, Austria, Portugal, Finland, Sweden, United Kingdom)
EU-25	European Union of 25 Member States from 1 May 2004 to 31 December 2006 (Belgium, Czech Republic, Denmark, Estonia, Germany, Greece, Ireland, Spain, France, Italy, Cyprus, Latvia, Lithuania, Luxembourg, Hungary, Malta, Netherlands, Austria, Poland, Portugal, Slovenia, Slovakia, Finland, Sweden, United Kingdom)
H&S	Health and Safety
HRD	Human Resource Development
HSA	The Health and Safety Authority
ICI	Immigration Council of Ireland
IBEC	Irish Business and Employers Confederation
ICTU	Irish Congress of Trade Unions
IILT	Integration Ireland Language and Training
L&D	Learning and Development
MPI	Migration Policy Institute
MRCI	Migrants Rights Centre Ireland
NERA	National Employment Rights Authority
NESC	National Economic and Social Council
UN	United Nations

Chapter One

Introduction

1.0 Introduction

Without an understanding of the unique meanings existing for the individual, the problems of helping him effectively are almost insurmountable. —Arthur Combs

Inward migration is a relatively new phenomenon for Ireland. In an important report on Labour Migration into Ireland (2003), the Immigration Council of Ireland called for the development of clear integration policies with a primary focus on equal treatment for immigrants in the areas of legal rights, employment, education, welfare rights, housing and policy. The report suggested that 'Ireland is new to the immigration experience, and now has a unique opportunity to learn from other countries around the globe, learning from their mistakes as well as adopting their positive models of good practice' (ICI, 2003, p vii).

Until recently Ireland had encountered little of the cultural diversity experienced by the U.K., the U.S. and many other European countries. The growth in the Irish economy which has led to an increase in the numbers of non-Irish nationals migrating to Ireland has changed the nature of employment in Ireland today. The shift from a predominantly indigenous and homogenous workforce to a culturally diverse one is now a reality. Diversity in the workforce embraces many different dimensions including race, national origin, age and language, but defining diversity in global terms goes beyond race and language to include such things as values and customs (Trenka, 2006). Heretofore, cultural differences have not impacted significantly on strategies in relation to learning and development within Irish organisations. Research for example suggests that immigrants in Ireland are not even employed in occupations that fully reflect their educational attainment (Barrett *et al*, 2006). Chiswick *et al* explain the model which describes this phenomenon as a "U-shaped" pattern of occupational attainment, where immigrants are likely to experience 'downward occupational mobility' in moving between their last job in their home country and the first job in the host country' (Chiswick *et al.*, 2005, p 333). Irish workplaces have gradually had to confront the complex issues faced by

other multicultural organisations, with organisations now looking at strategies for the successful development of staff to ensure appropriate utilisation of the skills, education and experience of these newcomers to Ireland.

This research identified and examined the challenges faced by Irish employers particularly in the training, learning and development of their non-Irish national staff. The researcher defined current practice in Irish organisations in relation to their management strategies in creatively addressing the training and development requirements of a multi-cultural workforce. The requirement to be proficient in the host country's language was examined and the research analysed the approach that Irish organisations adopt in relation to language acquisition. How non-Irish employees perceived the existing training and development practices was also examined. To this end, an understanding of the integration policies of other countries and a focus on training and development strategies in diverse cultures enabled the researcher to understand the issues faced by employers and the difficulties experienced by employees, which allowed an identification of best practices in these areas.

Chhokar *et al.*, (2001) propose that evolving research and theory suggests that people from different cultures do not necessarily conform to similar sets of beliefs and values, and therefore have diverse views of situations and preferences for outcomes. Certainly Hofstede (1984) who defined cultural differences in his research on IBM workers in 40 countries, believed that these differences must be taken into consideration when making any comparisons across cultural lines, with implications for all HRD (Human Resource Development) professionals, and organisational strategies for learning and development.

Socio-cultural approaches to learning proposed by the Russian psychologist Vygotsky (quoted in John-Steiner and Mahn, 1996) are complex and break radically from traditional Western and

American education models. They underline the collaborative and transformative manner in which knowledge can be created. Vygotsky, provided a framework to examine the relationship between learning and development and culture in his research in the 1920s and 1930s, which was, according to John-Steiner and Mahn, (1996, p 1) based on 'the concept that human activities take place in cultural contexts, are mediated by language and other symbol systems, and can be best understood when investigated in their historical development'. They suggested that the role played by culture and language in human development was an essential aspect of this framework and presented an argument for 'viewing learning as distributed, interactive, contextual, and the result of the learners' participation in a community of practice' (1996, p 17). The importance of culture in the management of migrant workers cannot be underestimated and this prompted the current research in an Irish context.

1.1 Aims of the Research

Ireland has benefited in the past 10 years from an influx of migrant workers from both EU and non-EU countries. These migrants have made important contributions to Ireland's organisations and society in general but now Irish organisations are confronted with the new challenge of coping with this rapidly changing workforce. The future impacts of migration will depend on a broad range of factors, including general economic conditions and the socio-economic profile of migrants. Much will also depend on government policy and how migration is managed and Ireland will need to take a proactive approach to migration management. The policies and practices in relation to the training and development of non-Irish workers are paramount to this success. If properly managed, non-Irish workers will engage with their organisations, develop their considerable talents and continue to bring economic growth and many other benefits, which in turn will make Irish society a more tolerant and ultimately, more resilient and adaptive one. The focus of this research was the manner in which organisations currently manage the integration, training and development of their workforces. The

policies and practices of government and regulatory bodies, employers, trade unions and employees were also examined in this respect.

1.1.1 Research question

The research question posed was

‘What challenges face Irish employers in the management of their multi-cultural workforces, in particular in the provision of information, training and development of their non-Irish national workers?’

1.1.2 Research sub-questions

In order to answer this research question, suitable research sub questions were formulated. The sub questions below represent a critical path via which the research question can be answered.

1. What are the current migration strategies in Ireland and how are Irish organisations managing the integration of their workforces?
2. What are the current management practices, particularly in the area of learning and development and provision of information, of Irish employers in relation to their non-Irish national workforce?
3. Is a proficiency in the English language necessary for the integration and development of non-Irish workers?
4. How are Irish organisations dealing with the language training requirements of their workers?
5. How do non-Irish employees perceive current learning and development practices of Irish employers?

The prime purpose of learning is now seen as the development of knowledge to achieve the goals of both the organisation and the individual. Lucas *et al.*, (2006, p 149) maintain that learning and development must be ‘stimulated and facilitated, ensuring effective working relationships that make

the most of and respect workforce diversity'. To this end, they suggest strategies that transcend national boundaries and they quote Gherardi, (1991) who suggested that a new way of looking at learning is about participation and appreciation of the socio-cultural dimension of learning. How people learn varies by culture according to Moran *et al* (2007, p 11) and the method in which 'new members of a society are provided with information, knowledge, skills and values' is, they suggest, very important.

All employees learn differently with distinctive cultures having variations in emphasis, some being individualistic and others being collectivistic. Individualist cultures, like those in Western Europe and North America, emphasise 'autonomy, individual initiative, emotional independence, primacy of personal goals over in-group goals, a right to privacy, and behaviour regulation by personal attitudes or beliefs' (Triandis, 1995, pp 203-204). These, Triandis suggests, give rise to cultural emphasis on self-actualisation. This emphasis is, from a learning and development perspective, seen as a 'student-centred' approach with, according to Youn (2000) more of an emphasis on the development of the individual which is typical in the United States and other Western cultures. By comparison, Youn argues, the more collectivists approach emphasises 'collective identity, emotional dependence, primacy of in-group goals over personal goals, in-group cohesiveness and harmony, duties and obligations, and behaviour regulation by in-group norms' (p 89). He cites Hofstede who suggested that this gives rise to a learning situation where 'teacher-student' relations tend to be binding, and obedience to teachers' instructions is underscored (Hofstede, 1997, cited in Youn, 2000). Youn notes that the emphasis from an Asian perspective is on the development of the group; the needs of the group being seen as most important. Without an understanding of these various emphasis and socio-cultural perspectives, learning and development initiatives cannot be effective. The first step in managing cultural differences effectively is according to Moran *et al* (2007) accomplished by increasing one's general cultural awareness, therefore it is important for organisations to understand cultural differences in learning and development, but also to understand how the integration of their

workforces is important in terms of the success of their businesses and the job satisfaction of their employees.

1.1.3 Justification for the research

The current research was inspired by legislation that was enacted by the Irish Government in September, 2005. This legislation namely, the Safety Health and Welfare at Work Act, 2005, places an obligation on Irish employers to provide instruction and training ‘in a form, manner and, as appropriate, language that is reasonably likely to be understood by the employee concerned’¹ (Oireachtas, 2005). In the growing non-Irish national workforce in Ireland, this obligation to ensure understanding of instruction and training places a significant burden on managers who may not always understand the cultural differences and indeed the language difficulties of their workers. In these circumstances it is not only necessary to provide the information and instruction required by law, it is also imperative that there is transfer of this learning to the workplace which requires educators to ensure that an evaluation of learning brings to light any misunderstandings among workers as a result of language difficulties or misunderstandings due to cultural differences in attitudes and behaviours.

In research on Hispanic Worker Safety, Sanders-Smith (2007) suggests therefore that a safety training programme should take individualistic and collectivistic cultural characteristics into account. She proposes that workers with collectivist characteristics should have safety training that focuses on the importance of safety and security of the entire work group, while those of an individualistic and independent disposition should be provided with training that is not group reliant. She suggests a teacher-centred approach is required for certain workers whose learning styles and preferences lend themselves to this type of training, while a student-centred approach will be more appropriate for others.

¹ Safety, Health and Welfare at Work Act, Section 10 (1) (a)

The importance and relevance of the current research is underlined by fact that the Health and Safety Authority in Ireland is itself undertaking research in this area. In 2008, one of their top research priorities was listed as 'The health and safety of non-Irish national workers' (www.hsa.ie). The HSA research is focused on non-Irish workers in the construction sector. Levels of accidents and fatalities among these workers are to be analysed and issues such as English language proficiency and cultural differences in perception of risk are to be assessed.

Very real concerns are now being expressed regarding the legislative requirements being imposed on employers, particularly in the area of health and safety, to ensure that information and training is disseminated in a language that is understood by workers. Failure to comply with these legislative requirements can result in accidents and ill health among employees in organisations with employers facing financial costs and potential legal bills, with penalties for non-compliance. This can therefore be considered an issue of some priority, urgency, and significance. The research findings facilitate greater understanding of those factors that impact on employers and employees in relation to all of these issues.

There is insufficient research on this issue in an Irish context but it is only one of the challenges faced by employers in relation to their multi-cultural workforce. In the absence of any consistent and standardised approach to issues of integration, language acquisition, and learning and development of non-Irish workers by the Irish Government, the Regulatory Bodies in Ireland, or employers in general, there is a danger that agencies and employers will act in an ad hoc and ill-informed way. Consequently, it becomes important to identify the policies that are being considered by government and other agencies for non-Irish workers and, more particularly, which learning and development initiatives are being considered by employers for these workers. Thus the challenges facing Irish employers with multi-cultural workforces were examined in relation to previous research and in the findings of the current research.

1.1.4 Research Methodology

The researcher carried out two separate surveys to answer the research question posed. The proposed methodology involved quantitative and qualitative research occurring simultaneously for the most part. The quantitative research involved the distribution of 100 questionnaires to non-Irish employees in a number of private and public organisations. Forty-six questionnaires were returned by respondents. The qualitative research entailed the conducting of 33 in-depth, semi-structured interviews with interested parties, including government bodies, regulatory agencies, employers from both the public and private sectors and non-Irish employees. An examination of the literature determined current thinking in the area of cultural diversity, migration policies and learning and development strategies in Ireland, as well as ascertaining the best practices of international organisations in relation to these issues.

1.1.5 Format of Thesis

The thesis is explanatory and prescriptive: objectives 1 and 2 above are concerned with understanding and explaining the challenges facing employers in relation to the integration of workers and with learning and development, having regard to the cultural, social, legislative and economic requirements of these employees and their organisations. Objectives 3 and 4 examined the importance of a knowledge of the language of the host country in terms of the integration of migrant workers. Objective 5 analysed non-Irish employees' perceptions of the current learning and development practices of Irish employers.

Chapter two is a review of the current literature in the area of integration policies and cultural diversity. Learning and development strategies in a culturally diverse workforce were examined with particular reference to the different styles of learning in different cultures. Language acquisition is discussed in relation to the benefits and costs to organisations and to employees. Chapter three provides a context for the sudden unprecedented levels of migration in an Irish context, together with

a review of current policies in the area of legislation and management of the integration of this migrant workforce.

Chapter four describes the methodologies used for the two types of data collection. The Quantitative Data involved the evaluation of forty-six questionnaires from non-Irish employees which provided an insight into the challenges they face and their opinions of their organisations' management of their learning and development. The in-depth semi-structured interviews provided invaluable qualitative insights into the policies and practices of a range of stakeholders, including employers, employees, regulatory agencies in the equality, health and safety, and employer bodies arena, together with an in-depth interview with the current Minister for State for Integration in Ireland.

Chapter five supplies the results of both the quantitative and qualitative data, the results indicate much room for improvement, requiring a change in attitude from employers regarding their current learning and development strategies. The results also point to some good work being carried out thus far by organisations and other stakeholders in the management of their diverse workforces.

Finally chapter six discusses the results in terms of the research question and sub-questions posed. The discussion suggests that guidelines should be developed and presented at national level to coordinate all integration strategies and provide valuable advice for organisations regarding the development of their multicultural workforces. Organisations should re-consider their attitudes to the learning and development strategies that are currently in place for their non-Irish workers.

Conclusions and implications for the way forward in terms of the challenges facing organisations in the management of their multicultural workforces in terms of learning and development are made.

1.2 Conclusions

The specific challenges and contributions that an increasingly diverse workforce presents should, according to Trenka (2006), be viewed as an investment in the future. Communication problems, misunderstandings, additional training and increased time need to be managed in organisations with a diverse workforce, however, as Trenka argues new opportunities include a more tolerant organisational culture and a greater responsiveness to diverse groups of customers (2006).

The following chapter examines the literature on culture, cultural differences and migration theories and considers the role of culture in the context of learning and development.

Chapter Two
Literature Review

2.0 Introduction

This Chapter examines the literature in the areas of culture, cultural diversity and migration theories. The role of culture in the context of organisational learning and development strategies is also considered. Definitions of culture are explored and an examination of the different dimensions of culture, as proposed by writers such as Hofstede, Trompenaars and Archer, is undertaken. The role of culture in the formation of migration theories is examined, providing a context for the current challenges facing Irish organisations in the acculturation of their workforces.

Various theories of migration are considered and an examination of the business case for diversity management as proposed by Monks (2007) and Flood (2008) is reviewed. The chapter also examines learning and development strategies in terms of cultural differences, differences in learning beliefs, styles and preferences and the 'teacher-led' versus 'student-centred' approaches, adopted by trainers in different parts of the world, are considered.

Finally an examination of language training as an important consideration in learning and development strategies for a culturally diverse workforce is undertaken, exploring the argument that the risks of not providing such training can seriously undermine the successful integration of non-Irish national workers, impacting on their ability to progress within the labour market, leaving them vulnerable to exploitation, accidents in the workplace and unemployment.

Culture, according to Moran *et al* (2007) is often considered the driving force behind human behaviour everywhere. Indeed 'how people learn varies by culture' they argue (p 11). In order therefore to understand the challenges facing Irish organisations in relation to the management of their multicultural workforces and in particular in the provision of information, training and development of their non-Irish national workers, it is imperative that these organisations understand the concept of culture. According to Moran *et al* culture is a 'distinctly human means of adapting to

circumstances and transmitting this coping skill and knowledge to subsequent generations' (2007, pg 6).

Moran *et al*, authors of 'Managing Cultural Diversities', suggest that they no longer have to convince anyone with any global experience that 'culture counts'. They quote Schein as having suggested that at the root of all issues, 'we are likely to find communication failures, and cultural misunderstandings' (Schein, 1993 quoted in Moran *et al*, 2007 pg. 4). There is, however, no universally accepted definition of culture according to Baldwin (2006) and, this being so, it is difficult for organisations to deal with this complex issue, particularly in relation to the learning and development requirements of their very diverse workforces.

Because culture impacts performance, morale, and productivity at work, it is obvious to organisations and managers the world over that culture and cultural differences should therefore be studied, examined, and analysed in order to ensure success both organisationally and globally and many writers are now referring to the positive business impact of Equality and Diversity (Gandz, 2001; Monks, 2007, Flood, 2008). However, the Committee of EU (European Union) Ministers, in their white paper on Intercultural Dialogue in Strasbourg in May, 2008, suggested that living together in a Europe of increasing cultural diversity while respecting citizens rights and basic freedoms, has become one of the major worries of our times and is set to remain a concern for many years to come.

2.1 Concept of culture

In this thesis, the word culture refers to national culture as opposed to organisational culture. Culture (from the Latin 'cultura' meaning to cultivate), refers to 'the integrated pattern of human knowledge, belief, and behaviour that depends upon the capacity for learning and transmitting knowledge to succeeding generations' (Merriman-Webster Online Dictionary). Early studies into understanding

culture laid an emphasis on 'national character' and were limited to a 'particular society' according to Geertz (1993). Definitions of national culture or national character abound. The concept is not new, and is heavily theoretical with an anthropological emphasis in the area of research.

Hofstede, a leading expert on culture, adopts Kluckhohn's definition as 'the collective programming of the mind that distinguishes members of one group or category of people from another' (Hofstede, 2001 p 9). In fact, in a classic work on the subject, Kroeber and Kluckhohn (1952) collected some 150 definitions of the term and offered a critical summary, which has become the foundation upon which many writers from different disciplines have built their common understandings of culture (Kroeber and Kluckhohn quoted in Baldwin *et al*, 2006). Referring to this definition as the 'shorthand definition' of Kluckhohn's more extensive definition, Hofstede explains that the mind stands for head, heart and hands - that is, for thinking, feeling and acting with consequences for beliefs, attitudes and skills. He accepts that Kluckhohn has affirmed culture in this sense to include values, and suggests that 'systems of values are a core element of culture' (2001, p 10).

Different aspects of culture are debated endlessly (Archer, 1988, Ratner, 2000, Rubenstein, 2001) with the proponents of cultural determinism, the nurture side of the nature/nurture debate, competing for position in the debate with those proposing agency in the agency-structure debate. This belief that culture determines who we are at emotional and behavioural levels supports the theory that environmental influences dominate who we are more so than biologically inherited traits, in other words, 'environmental determinism—the principle that the physical world is responsible for the make-up of each existing culture' (Rubenstein, 2001; pg 208).

Geertz's (1973 p 89, cited in Rubenstein, 2001) concept of culture is well known. He defines culture as 'an historically transmitted pattern of meanings embodied in symbols, a system of inherited conceptions expressed in symbolic forms by means of which men communicate, perpetuate, and

develop their knowledge about and attitudes towards life'. Another definition by Tylor described culture as 'that complex whole which includes knowledge, belief, art, morals, law, custom, and any other capabilities and habits acquired by man as a member of society' (Tylor, 1924 [orig.1871]: 1).

Many writers agree that a single definition of culture is elusive but that it is possible to understand culture with reference to the ideas, systems of belief – norms, values, attitudes, meanings and world views held by its members and also their language, forms of knowledge, rituals and ways of life (Rubinstein, 2001; French, 2007). According to Hofstede, an acknowledged expert in the area, 'culture is learned, not inherited' (1991, p 5) and should therefore be distinguished from human nature and an individual's personality.

While cultural traits are often attributed to heredity, Hofstede suggests that it is because the impact of learning from previous generations and the teaching of a future generation has been underestimated (1991). Baldwin *et al* (2006) agree that the definition has a 'contested history'. Their suggestion that cultures change over time, are influenced by economic and political forces, climatic and geographic changes and the importation of ideas, demonstrates its complexity as a concept making it quite difficult for organisations to manage what is becoming an ever more important aspect of their diverse workforces in Ireland.

Culture is dynamic and complex with changes taking place on an ongoing basis and indeed a complete definition of culture is difficult to establish with no actual universally agreed explanation. With many different definitions of culture, however, there is broad agreement that culture comprises observable behaviour and unobservable behaviours (Rubenstein, 2001).

More recent approaches to the definition of culture emphasise the role of language and discourse in constructing cultures but while many postmodern theorists present a variety of definitions of cultures

no one definition is seen as better or worse than any other. Indeed Baldwin *et al* see the definition of culture as 'a moving target' suggesting that given that there are now approximately 300 definitions of culture, those who choose to define it should ensure that they ground their definitions in a 'fuller, multidisciplinary and historicised accounting of the word' (2006, p 24)

2.1.1 Dimensions of culture

As culture pervades all activities of life it is therefore a vast subject and separating the different components is useful particularly in terms of an organisation's understanding of the challenges facing the management of their diverse workforces. Several models of culture exist, essentially to embed culture and its meaning in the workplace. One recent model of culture proposed by French (2007) as the 'Multifaceted Model' includes a range of institutional or society-wide factors combining attitudes to feed into a country's culture which includes education systems, language, economic prosperity, religion or philosophical beliefs, values or shared meanings and political or economic systems in its range.

Anthropologists have been discussing the dimensions of national cultures since the first half of the twentieth century. American anthropologists attempted to identify dimensions of national cultures suggesting that all societies face the same basic problems (Archer, 1988; McSweeney, 2002). Indeed, Inkeles and Levinson (1969) attempting to identify these 'basic problems', suggested that relationship to authority, conception of self—in particular the relationship between the individual and society, and the individual's concept of masculinity and femininity, together with ways of dealing with conflicts were the main problems of national cultures. Inkeles and Levinson referred to their findings in terms of problems faced worldwide with consequences for the functioning of societies, groups and individuals (Inkeles and Levinson, 1969, cited in Hofstede, 1997, p 13). Hofstede, commenting on their research twenty years later, agreed with Inkeles and Levinson but suggested that their 'problem areas' represented dimensions of cultures which he himself had also uncovered in his research with the basic problem areas corresponding to dimensions which he had termed *power distance*,

collectivism versus individualism, femininity versus masculinity, and uncertainty avoidance.

Hofstede's dimensions mirrored exactly those 'problem areas' proposed by Inkeles and Levinson in 1969. This four dimensional model of differences among national cultures proposed by Hofstede has been the subject of discussion among social scientists and has been used extensively in research by researchers and organisations. Hofstede's research in the IBM study of a multinational corporation enabled researchers and theorists examine culture from a scientific viewpoint for the first time. According to this study, countries vary along four (and later five) cultural dimensions, which he suggested explained the major cultural differences between national groups. The dimensions were labelled 'power distance' which referred to the distribution of power within organisations; 'uncertainty avoidance' which referred to the level of structure in organisations and the avoidance of ambiguity; 'individualism' referring to the degree to which individuals attend to their own interests rather than the group's (the opposite being 'collectivism') and finally 'masculinity' referring to the distribution of roles between genders (the opposite being 'femininity'). His model has been used extensively by researchers and practitioners in the whole area of business management to examine the role played by cultural differences in a variety of management problems associated with diverse workforces, including issues of learning and development of those workforces. The emphasis on 'individualism' for example is, Burke-Guild (2001) suggest, a 'serious disadvantage for students whose culture has taught them behaviour and beliefs that are different from the norms of the majority culture most often emphasised in schools (pg 3). Students, they argue, whose families value collaboration are told to be independent. Students whose culture values spontaneity are told to exercise self-control. Students, who are rewarded in their families for being social, are told "to work quietly and alone" in the classroom. This, Burke-Guild propose, produces a cultural clash in the classroom with a 'continual search for the one "best" way for students to learn, teachers to teach, and the curriculum to be studied' (2001, pg 3).

In fact Hofstede's model drew many criticisms: East European countries were not included in the research and only one company was considered, therefore it is said not to be representative of other organisations. Some countries do not seem to conform to the norm, with Japanese workers more inclined towards stability despite measuring high on the uncertainty avoidance measure. Not all countries' measures are similar and not all individuals of a similar culture measure the same on Hofstede's model. The need to contextualise the impact of culture is also missing from Hofstede's work. Interestingly, Hofstede's model of cultural differences has been criticised not only by other researchers, but he himself also suggested some limitations in his earlier work (Hofstede, 2001). Finding that all countries did not fit neatly into his model, he developed another dimension in the model, referred to as 'long term/short-term orientation' where value is placed on perseverance, recognition of status and thrift. Referring to this dimension as 'confucianism', Chan (1999) agrees that this phenomenon is prevalent in Asian countries.

Another approach to cultural dimensions was put forward by Trompenaars, which while broadly associated with Hofstede's work, provided additional categories. Trompenaars, together with Hampden-Turner (1997) developed a seven dimensional model. They firstly identified three categories of dimension; interpersonal relationships, time, and environment. In the category of interpersonal relationships they locate five dimensions of universalism versus particularism, individualism versus collectivism, neutral or emotional, specific versus diffuse and achievement versus ascriptive. Their secondary category included the dimension of time, wherein the attitudes that different cultures hold can be different concerning the concept of time, with different cultures viewing time differently in terms of it passing as a single line or moving in a circle. The third category described cultural attitudes to the environment dimension with a discussion on whether individuals control the environment or the environment controls individuals.

There is a tendency in some current research to ignore those theories and methodologies that do not suit the researcher's purpose (Venter, 2002) and there is a dearth of qualitative analysis in the area, with most researchers content to utilise Hofstede's quantitative methods, despite the flaws and apparent failings. Venter argues that the trend is moving away from understanding different ways of life, where individual voices can be heard, towards a requirement to compare and rate different cultures, which leads inevitably to stereotyping and even racism. More recently, cultural differences, according to Lucas *et al* can be understood as 'the result of different responses to the problems of external adaptation and internal integration', and while Hofstede referred to his cultural dimensions as cultures consequences (2001) Lucas now refers to the 'consequence of choices' (2006, p 18).

2.2 Migration Theories

The role of culture in the formation of migration strategies is an important consideration for governments and organisations alike and must be understood if acculturation of culturally diverse workforces is to be successful. In fact the cultural diversity of the Irish workforce has come as a surprise to those in Government as well as those in organisations—public and private. Ireland has joined the many multicultural societies who are grappling with multi-ethnic populations and the diversity of the Irish workforce is now an accepted fact. Historically, Ireland, a marginalised island economy, was a net exporter of its people primarily to the UK, our nearest neighbour, and to the US (IMI, 2003). And while diversity is not new, Ireland has never experienced this form of diversity in its history, but it is the requirement to manage this new workforce that is seen as a challenge for employers, trade unions, employer groups and regulatory bodies in Ireland today. Understanding the various theories of migration gives a context to Irish organisations and employers who are currently facing this new challenge.

In order to be prepared for the challenges ahead, researchers and employers must understand why migrants have decided to choose Ireland as their new home. Migration theories, according to Wang

(2006) have explained the migration of people the world over. The dominant approach in explaining why migration takes place, suggest Goldberg *et al* (1995) has been Neoclassical Economic Theory which sees migration as a matter of the supply of and demand for labour. Neo-classical migration theories have focused traditionally on macro (push and pull) factors, which shape how people come to decide to move from one place to another for economic gain. Workers, Goldberg *et al* suggest, 'tend to move from countries where wages are low and labour is plentiful relative to capital, to those where the opposite is the case' (1995, pg 566). Thus neo classical migration theories view immigration from an economic aspect with workers deciding to emigrate for economic gain, and individual decisions to migrate based on rational comparisons of the costs and benefits involved (Goldberg *et al*, 1995).

Other theories of migration also view international immigration from an economic aspect with some theories, for example the New Economics of Migration, considering migration as a household decision taken to minimize risks to family income or to overcome capital constraints on family production activities (Lee *et al*, 2005). Another theory, Dual Labour Market theory, argues that international immigration is caused by demand for immigrant labour but the focus is on structural demand for low-skilled labour in developed economies. Goldberg *et al* (1995) suggest that where the demand is for low-skilled labour, labour markets become segmented, with local workers in highly developed economies gaining in education and skills needed for qualified jobs, and being unwilling to do unrewarding, monotonous and poorly paid work. And from the immigrants' perspective, according to Massey *et al* (1993) immigration is a human capital investment. So, while neo-classical theories view immigration from the perspective of the individual choice, Dual Labour Market Theory looks at the 'structural conditions' under which decisions are taken to immigrate (Wang, 2006, pg 20)

World Systems Theory, first explored by Wallerstein (1974, p 390) extends this not just to single economies but to a global world, referring to such a system as a unit with a single division of labour

and multiple cultural systems. He saw countries as not having their own economies, but as part of the world-economy. Wang further argues that Wallerstein's World Systems Theory, sees immigration as a consequence of economic globalization and capital penetration across national boundaries as opposed to individual decisions based on the push-pull factors proposed by neo-classical theorists. (Wang, 2006, p 20).

In an interesting description of the history of today's migrants, Richardson (2007) suggests that migrants 'derive from humankind's earliest efforts better to sustain itself in an environment from which it needed increasingly to extract nourishment and shelter' (p 48). He describes the original hunter-forager moving from meadow to forest in search of cyclical harvests of nuts, berries and water but that once the meat-eating *Homo Sapiens* developed, there was a need for these primitives to search farther and wider with survival of the species driving them. The situation today, he declares, is far more complex and while population growth still makes demands on supplies, the 'poor want to shift from subsistence to richer environments while the poorest are willing to move to areas vacated by the merely poor' (Richardson, 2007, pg 49).

Today, immigration is not just a way out of an impossible situation or a purely economic decision, it is also the exercise of freedom of movement. Immigrants in Ireland now represent the largest share of the increase in population, affecting the Irish workforce profoundly (CSO, 2006). While Ireland is rather different in its newness to immigration and the challenges facing its organisations, other nations have been struggling with these challenges for centuries. But even in countries where immigration has been the norm for years, workforce diversity seems to be a novel and under-researched concept with little mention of diversity in the classic works of early management theory until the 1960's (Moran *et al*, 2007). In Ireland particularly because of the sudden, unprecedented growth in foreign workforce participation, research into the area of immigration into Ireland has been relatively sparse to date, but research in this area is increasing with some studies examining the

business case and the importance of handling immigration correctly now being explored (Monks, 2007; Flood, 2008).

2.2.1 Acculturation

Immigration generally entails an adjustment period on the part of the migrating group as well as on the part of the host society (Zakaria, 2000). In this respect immigration theory itself and migration studies have a long history in sociology and anthropology. For some time anthropologists have been describing the process of change for the immigrant and the host country as 'acculturation' (Child, 1943 cited in Zhou and Lee, 2007). The majority of definitions of acculturation refer to the changes an individual undergoes when in direct contact with a new culture, for example Redfield *et al*, (1936, cited in Zakaria, 2000, p 495) defined acculturation as 'changes that occur as a result of first-hand contact between individuals of differing cultural origins'. From the Irish government's and indeed employers' perspective it is important to understand the various arguments for the different approaches to acculturation, with the decision to adopt the migration theories proposed by the US and other countries, leaning towards an assimilationist approach, competing with a more integrationist approach. Recently, as business success has increasingly become dependent on an understanding of a variety of cultural outlooks, several models of acculturation strategies have evolved by those experiencing inward migration. Theories of acculturation include those based on assimilation, nativism, separation, marginalisation, differentialisation, convergence and integration according to Brown and Bean, (2006) who suggest that assimilation and integration are by far the most tried and tested strategies utilised by numerous governments in the acculturation of their immigrant populations with different rates of success.

2.2.2 Assimilation Theory

The assimilation perspective was first proposed by members of the Chicago School of Sociology in the United States in the 1920's and 1930's. In effect, acculturation and assimilation are seen as very similar, however, assimilation according to the most recent literature on the area goes further than

acculturation in that assimilation refers to the adoption of the host culture *and* the loss of the original culture, while acculturation, does not assume the loss of the original culture (Liu, 2000).

Assimilation, described by Park (2004 p 138) as 'the eventual outcome of all incidental collision, conflict and fusions of peoples and cultures resulting from immigration' with immigrants ascending the occupational hierarchy, loosing their cultural distinctiveness and blending into the dominant culture. This blending or loss of cultural identity did not actually happen among immigrants in the United States, despite assimilation being the dominant sociological paradigm there until the 1960's and the expected 'melting pot' analogy never transpired (Kurowski, 2002). In fact sociologists challenged the theory of assimilation as a solution to immigration, concluding that the single 'melting pot' with all cultures blending with the dominant culture, was not even practical (Glazer and Moynihan, 1963 p 310).

2.2.3 From assimilation to integration

A growing amount of research on acculturation is based on Berry's (1980) widely accepted acculturation framework with acculturation representing what immigrants experience when moving to a new environment. According to Berry (quoted in Tadmor *et al*, 2007), four acculturation strategies exist: assimilation, separation, marginalization and integration. There is agreement that assimilation is one strategy which involves abandoning one's own cultural heritage and accepting the beliefs and behaviours of the new culture (Liu, 2000, Park, 2004). Separation, a second strategy, involves preserving the original culture with intergroup relations, while marginalisation involves non-observance of both the old and new culture. Tadmore *et al* (2007) agreed with Berry in that integration involves retaining one's own cultural heritage while at the same time embracing a new cultural identity with the identities remaining independent of each other.

Berry's model, proposed in 1974, suggested that the first issue to be decided was whether the immigrant culture is of value and should be retained; and the second is about deciding whether relations with the host society should be sought or avoided. In an attempt to measure preferences

exhibited by immigrants in North America, Berry and his associates conducted several studies in the US and in Canada. These studies included research with Portuguese, Hungarian and Korean groups in Canada in 1989, Lebanese in Canada in 1993 and Indian immigrants in the USA in 1992. Berry's model described by Bourhis et al (1997) referred to as IAS – Immigrant Acculturation Scale, used a Likert Scale questionnaire with immigrants in order to ascertain which of the four acculturation strategies proposed—assimilation, separation, marginalization and integration, would in fact be preferred by individual immigrants and groups of immigrants. Responses in Berry's research suggested that a majority of individuals from immigrant groups endorsed an integration strategy whereas the assimilation and separation orientation was preferred only by a few individual immigrants, suggesting a failing of the US assimilation theory of immigration.

Assimilation was only one of many strategies put forward by successive governments in the United States and while much is written about this model of acculturation other approaches to immigrants were also in evidence in the States which are worth noting. Kurowski for example (2002) suggests that US strategies for immigrants included ethnocentrism, nativism, convergence, as well as assimilation. Ethnocentrism is, according to Kurowski, the apparently universal human tendency to use one's own culture as a standard against which all other cultures are judged. He suggests that while the nativist and assimilationists theories are similar to the ethnocentric approach, they are only extensions of it. Kurowski maintains that ethnocentrism was, and to some extent still is, the dominant belief among United States citizens. Historically, he suggests, that proponents of Nativism (or Racial Nativism) and the ethnocentric approach saw immigrants as a significant danger to native Americans and therefore somewhat inferior. This intense opposition to foreign workers had its roots in the Protestant Reformation in the USA. There was, it can be said, enormous reluctance on the part of most Americans to subscribe to the Racial Nativism and the National Civic Federation, founded in 1900, which advocated a policy of Americanisation—a practice which would have ensured that migrants who were seen as genetically inferior should assimilate completely, with assimilation being

understood to mean surrendering of one's culture. However, the cultural differences between immigrants and native Americans were seen as significant and dangerous 'because they threatened the political and social stability of the USA' (Kurowski, 2002 p 186). Kurowski feels that this pattern of assimilation in the USA was facilitated by the isolation of these immigrants from their countries of origin, first due to the Great Depression, and to World War II. Until recently few countries have openly proposed an assimilationist strategy because of its association with racism, however the 'language of assimilation is now back in vogue' in some EU countries (Watt, 2006 p 158). Watt describes this as 'worrying', making it increasingly difficult for those 'seeking to advocate more inclusive/anti-racist positions' (2006, p 162).

But assimilation according to Brubaker (2001) has numerous meanings. He suggests that its core meaning in the general or abstract sense is 'to become similar' – when used intransitively; while in the specific or organic sense it means 'to make similar or treat as similar' – when used transitively. The specific or organic definition has connotations of absorption, or complete consumption of something (for example food) and this 'biological metaphor of incorporation' is what gives assimilation its bad name. The transitive use of the verb, 'to make similar' Brubaker suggests sees 'state policies and programmes of forced assimilation', or assimilation of people 'against their will' (2001, p 534). Obviously this has been found to be completely unacceptable in the contemporary world, with the suggestion that these types of forced policies and programmes rarely work, and tend to strengthen the differences rather than erode them. Used intransitively as Brubaker suggests, to 'become similar' does not seem so objectionable and is a move towards a policy of integration which is today a term which seems more acceptable than the term assimilation.

2.2.4 When Assimilation fails—Differentialist Theory

With the bad press suffered by the assimilationist movement, others looked to a different policy on immigration, Brubaker refers to this as 'the Differentialist Turn' described in the writings of Glazer

and Moynihan (1963) where they explained their 'failure to melt' thesis. The differentialist theory of immigration they suggested in their landmark book 'Beyond the Melting Pot' proposes that all differences are taken into account. Brubaker (2001) reasons that today anti-assimilationist movements found in public discourse and policies on integration of immigrants are more differentialist and are 'vastly more sensitive to and supportive of difference' – with differentialist integration policies in all Western countries of immigration (p 532). Indeed Brubaker indicates that there is a suggestion now in the literature of a return to assimilation, however, not to the normative expectations, analytical models, public policies or informal practices associated with the 'Anglo-conformity or increasingly nativist Americanization movement after World War 1', but to a modern version of this policy of acculturation (Brubaker, 2001, p 533). Brubaker gives three cases where countries which had seen a huge rise in differentialism/integrationism in the 1970's and 1980's, now moving away from that and being quickly replaced with a resurgence of what is referred to as 'neo-assimilation'. He compares French, German and US policies which have all moved away from their differentialist perspectives to a revival of a limited but significant assimilationist perspective. But assimilationist in the sense of 'politically recognising, legally constituting and symbolically emphasizing *commonality* rather than difference' (Brubaker, 2001, p 539). In other words, assimilation, meaning to 'become' similar, rather than 'make' similar with the emphasis on the more positive intransitive use of the word.

So, what of Irish Strategies? Integration models are now used regularly in the European context and while in some instances they are still referred to as assimilation strategies, they are not in effect assimilation but a balance between assimilation in the intransitive sense and differentialism. For example, it is now completely desirable to have 'linguistic assimilation' which avoids any loss of competence in the language of origin, referred to by Portes and Rumbaut, (2006, 210) as 'subtractive linguistic assimilation'. This type of linguistic integration policy needs to be understood by employers in Ireland.

Integration should not be complete acculturation or 'full identificational assimilation' with the decline of ethnic niches, enclaves and indeed professional specialisations, but what Brubaker referred to as 'structural assimilation' (2001, pg 541). This is assimilation with a shift in the direction of convergence where workers have the same rights, pay and conditions as the host population and where assimilation is not opposed to difference but is opposed to 'segregation, ghettoisation and marginalisation' (Brubaker, 2001 pg 534).

2.2.5 Integration

While assimilation strategies have long been utilised in the USA and other countries to varying degrees, but integration strategies have been gaining in acceptance as a more compassionate alternative to assimilation or indeed other approaches previously used in relation to the acculturation of immigrants (Brubaker, 2001). This move towards a more integrationist policy is favoured by the Irish Government, and the Towards 2016 Plan for Ireland (Department of the Taoiseach, 2006) proposed that employers approach immigration in this way. An understanding of what the Irish Government has proposed is vital if employers are to be expected to rise to the challenges facing them in the management of their increasingly diverse workforces.

Many writers today believe that integration strategies proposed by many Governments (including the current Irish regime) are no more than assimilation strategies of the past, with immigrants expected to discard their culture, traditions and language (Grillo, 2007). Grillo, an authority on the issue of immigration in the EU, described the three phases in the governance of diversity which European multi-ethnic, multicultural societies have gone through from the late nineteenth century onwards as nationalisation (aka assimilation), integration and scepticism. At the very least immigrants were expected to conform to the national norms, thus following in the footsteps of the United States when nativism became a popular strategy. These racial theories developed in the latter half of the

nineteenth century among Europeans and Americans and it was not until the early 1900's that the value of immigrants' cultures were defended, with some US institutions proposing that integration of immigrants was the way forward (Grillo, 2007) . Grillo suggests that while some emphasise the elements of inclusion in these strategies, there is still some doubt as to the exact meaning of integration. Seen by some as simply assimilation, with immigrants expected to discard their cultures, traditions and language, others emphasise the inclusion and acceptance character of integration which was proposed by the UK in the 1960's at which time the idea of 'cultural diversity' was taking root (2007). But Grillo describes integration as a 'fuzzy concept' capable of multiple interpretations.

There seems to be some disagreement among Irish writers regarding integration policies which may result in confusion among employers. For example writers on integration policy in Ireland such as Dunn *et al* (2001), Gilligan (2006) and Watt (2006) suggest there are differences in policies for EU citizens and non-EU citizens. Gilligan questions the whole idea of an integration policy. She quotes Favell (2005) who feels that ethnic minorities are best served by a 'laissez faire' rather than a 'state-led' approach to integration, where governments allow organisations to self regulate in terms of their foreign workers, rather than impose integration policies upon them. Favell suggests that countries such as Italy, Spain and Portugal who are relatively new to significant immigration should not look to countries who offer solutions such as the misguided multicultural policies of Australia. However, Dunn *et al* (2001, p 2478) describe multicultural policies in Australia as the 'politics of difference' and suggests that while there has been considerable opposition to multicultural policy development in Australia from extreme right parties who claim that multiculturalism is a barrier to integration, surveys conducted at local level by Dunn and his fellow researchers found that Australian local government provide a range of services, including on-site interpreters, multilingual pamphlets and anti-racism policies which seem to alleviate problems and barriers for foreign workers. A question that Irish employers must now grapple with is how they should go about integrating their workforces in this changing business environment.

2.2.6 Multiculturalism

In Ireland while integration is proposed by the Government as the way forward, there is still discussion about multiculturalism as an option. Seen as 'a work setting which is heterogeneous in terms of race, ethnicity, beliefs, culture, gender, age, country of origin and physical ability....with the degree of heterogeneity varying from one organisation to the next' (Mamman, 1995, p 529) today's literature sees multicultural strategies in the same light as integration—capable of multiple interpretations (Grillo, 2007).

Multicultural policy in different states in Australia for example has been very varied and in fact has provoked considerable opposition to its development according to Dunn *et al* (2001) who quote those cultural theorists who are particularly critical of multicultural policies which 'exoticise minority cultural groups' (2001, pg 2478). Interestingly, Grillo argues that European multiculturalism currently falls along a continuum from 'weak' multiculturalism where cultural differences are recognised in the private sphere to 'strong' multiculturalism with institutional recognition of differences in the public sphere, with special provision in language, education, health care and welfare (Grillo, 2007). He suggests that in fact across most of Europe weak multiculturalism is practiced, with diversity and difference sometimes used interchangeably where one is 'exhorted to celebrate diversity, but not difference' (2007, pg 987). This is referred to as the 'institutionalisation of differences', and believed by some to mean 'separatism' (Brubaker, 2001, p 989). Grillo has gone so far as saying that Europe is bordering on xenophobia or racial intolerance, where the message is 'too much diversity impairs unity' and he suggests that there are limits to the difference that European societies are prepared to tolerate (2007, p 10). Historically, according to Grillo (2007), societies dealt with ethnic cultural differences by eliminating them, but he suggests by the mid 1960's this was harder to sustain and there was a shift to 'integration-plus' strategy which was seen as a multicultural framework where being different was legitimate and diversity was celebrated. He argues that the

conceptualisation of multicultural, integration, diversity and difference is an ongoing debate (2007, p 994).

2.2.7 Convergence versus Divergence Debate – the big melting pot!

Leaving aside the debate on xenophobic attitudes to foreign workers, one of the questions that must be addressed in understanding culture and the impact that cultural differences have, is whether the continuing process of industrialisation and globalisation is in fact leading to a convergence of societies. Because of escalating competition, organisations throughout the globe are becoming increasingly similar—organisations are no longer able to differentiate their products or services on quality or cost, the only differentiating aspect being their human resources (Gunnigle *et al*, 2002). In the debates on cultural comparisons, there are those who stress the unique aspects of individual cultures and those who stress the comparable aspects, with some pointing to the homogeneity of cultures, while others still point out that heterogeneity is widespread and that any similarities between cultures are purely superficial (Whitley, 1992 and Redding, 1993). Discussions of divergence and convergence in Human Resource Development (HRD) practices in various parts of the world differ greatly and some measures of dimensions of economic and social development suggest that some nations are more divergent in their practices than others. While Hofstede argued that the move was towards divergence, Kerr (1996) has suggested that there is, in fact, a move towards convergence of cultures. Interestingly, it has been suggested that in the new economy of internet commerce, where consumers are offered infinite choice, there is some indication that the trend toward converging cultural choice is undermined and even reversed. The big players find themselves having to cater not for a homogenised global mass market but for a 'multitude of multitudes', unhampered by the pre-selection forced by the physical and logistical constraints of traditional distribution channels. The film and publishing industries are particularly perplexed by this trend, as sales volumes shift away from blockbusters and bestsellers toward an ever-increasing range of niche products (Anderson, 2006).

So the debate on whether differences in management practices influenced by cultural differences are converging or are in fact diverging is ongoing (Keating and Martin, 2004). Keating and Martin observe that the two processes of convergence and divergence can occur simultaneously at different levels but they also cite Child (1981) who suggested that those agreeing with the convergence argument consider organisation models at a macro level, while those concentrating on divergence suggest that human behaviour or micro level issues are more prevalent. (Child, 1981 quoted in Keating and Martin, 2004).

Either way Irish employers in their attempts to manage their multicultural workforces must understand that diverse ethnicities impact on patterns of work and behaviour at work. Debates across the US and EU are ongoing regarding the issues facing all countries concerning their immigrants and the challenges of managing their multicultural workforces, and the influence of national culture on organisations and on management strategies is being extensively studied. Some authors for example have suggested that cultural diversity may be a thing of the past (KDHM (Kerr, Dunlop, Harbison and Myers) cited in Kurowski, 2002), however, much of the existing study of workplace diversity is interested in the differing values and attitudes brought to the workplace by disparate workers because of their varying cultures. In fact, cultural diversity management in the workplace has in recent years become something of an important issue with numerous tools to measure culture's impact on organisational issues (Crowe, 2007). General diversity management focuses on developing anti-discriminatory, equality legislation, firstly developed in the United States to overcome the dominance of white males in the workforce where affirmative action was seen as the way forward. Indeed Kandola and Fullerton (1994) suggested that diversity management could not succeed in the presence of such inequalities and discrimination but should not be confined to a compliance driven or legalistic approach. They suggested that

'The basic concept of managing diversity accepts that the workforce consists of a diverse population of people. Diversity consists of visible and non-visible differences which will include factors such as sex, age, background, race, disability, personality and workstyle. It is founded on the premise that harnessing these differences will create a productive environment in which everybody feels valued, where their talents are being fully utilised and in which organisational goals are met'.

(Kandola and Fullerton, quoted in Crowe, 2007 p 19)

2.3 The Business case for Diversity Management

There is broad agreement in the literature that the influence of national culture on organisations and on management strategies is positive and has many benefits for the organisation (Gandz, 2001; Monks, 2007; Flood, 2008). The value of diversity, according to English (2002, p 203), is that 'it provides an exciting mix of people; a wider pool of skills; synergy; better decision-making; increased creativity; and success in an intercultural and multicultural workplace'. Therefore learning to manage cultural differences is essential for the effective management of emerging global corporations, and a positive culturally diverse workforce is seen as one that celebrates its employees' cultures, valuing the differences, learning from other cultures in an all-embracing and respectful manner (Moran *et al*, 2007).

Indeed most of the research on the business benefits for diversity management has come from the U.S. (National Economic and Social Council (NESC) Report, 2006). Following a review of studies into the benefits of migration in the receiving country, Zimmerman (2001) stated 'surprisingly we reach the valid conclusion that immigration is largely beneficial for the receiving countries' (2001, p 3). According to Gandz (2001) 'the threat of the "big stick" of legislation has given way to the realisation that it is only through valuing and pursuing workplace diversity and managing it well that organisations can attract, retain and encourage the contributions from the people they need to delight customers, work effectively with partners and suppliers, and satisfy shareholders' (2001, pg 2).

In Ireland recent research has also seen the proponents of the business benefits of celebrating diversity (most recently Monks, 2007 and Flood, 2008) advising the Irish government and Irish businesses to ensure the development of their culturally diverse workforces as a way of sustaining competitive advantage. Monks (2007) maintains that equality and diversity initiatives can have an impact on organisational performance but need to be incorporated into the culture and structure of the organisation and not be introduced as unrelated policies and practices. She agrees that the 'add diversity and stir' approach taken by the Netherlands outlined by Benschop (2001), which highlights the consequences of missing out on the potential effects of diversity, is a mistake (Monks, 2007, p 15). Several studies, which Monks refers to, suggest a positive link between pro-active diversity management initiatives and organisational effectiveness (Richard, 2000; Fink, 2003 cited in Monks 2007).

Other Irish studies show that the advantages of operating within a culturally diverse workforce environment include improved staff retention, improved innovation, access to a wider talent pool and benefiting from a number of different perspectives from a workforce that is more representative of global demographics (Failté Ireland, 2005). Flood *et al* suggest that adoption of high performance work systems HPWS (which include diversity and equality systems) as a HRD tool produce higher levels of labour productivity and workforce innovation with lower levels of employee turnover. Negatives are of course also present with increased training costs and increased incidents of conflict being part of the challenges facing organisations in the management of their culturally diverse workforces. Research carried out by Failté Ireland in 2005 suggests that recruitment and selection decisions must also be taken with an understanding of the diversity among applicants and, the report continues, succession plans cannot be made in isolation or without reference to the diversity of a workforce.

Unfortunately according to some writers, organisations are primarily concerned with the legal aspects of managing their diverse workforces and are not as interested in the development of these non-Irish staff members. Forster and Harris (2005) for example highlight the common misunderstandings amongst line managers of managing diversity, with these line managers more concerned with legal compliance (Forster and Harris, 2005, quoted in Monks, 2007). It seems, however, that Irish organisations have been slow to develop policies for managing diversity, despite the research suggesting that it is of benefit to companies in terms of their reduction in staff turnover and absenteeism, improved employee relations and improved workplace innovation and creativity (Monks, 2007). Indeed research conducted by Flood *et al* (2008) suggests that only 40% of companies in Ireland have a formal written policy on managing diversity, despite a much higher percentage having formal written policies on equal opportunities. Data from his research also reveals that only 25.3% of employees had received diversity/equality training and if Gandz is to be believed 'it will be many years before there is clear, unequivocal empirical support for the proposition that "diversity pays"' (2001, p 34).

But when considering how employees work together and how work is organised, Monks (2007) and Flood (2008) insist that awareness of the differences in work related attitudes and values of individuals from diverse countries must be considered to ensure the appropriate development of skills and knowledge for the workplace. Monks found that the success of diversity initiatives depends to a great extent on the employee's integration into an organisation's culture and Monks (2007) refers to a recent report from the Equality Authority which suggested that migrant workers faced difficulties in participating fully in the labour force due to poor English language skills (p 17).

2.4 Learning and Development

That learning and development of staff is critical to organisational success is a given but the development and training of a culturally diverse workforce to harness this potential is one of the

greatest challenges facing organisations in Ireland in the 21st century (Flynn, 2008). Ireland is now seen as a country with an emerging knowledge economy with a need for organisations to ensure the development of knowledge skills and abilities of their employees (Monks 2007). With the increasing rate of migration into Ireland, accounting for almost one quarter of the total workforce (CSO, 2006), it is vital for organisations to consider cultural differences when managing the development of their workforces (CSO, 2006). In order to examine the issue of culture and its role in shaping the context for learning and development, it is important to understand the different perspectives and core beliefs in the area of Human Resource Development (HRD). According to Wang and McLean (2007) there have always been struggles over the meaning of the term HRD, and even more broadly, of the field itself and in recent years there has been increased attention to the question of the field's definition. Dirani (2006) concludes that there is actually no agreement on one definition of the field and understanding HRD has been traditionally explored in the context of very narrow interpretations with little or no attention given to understanding HRD in the Middle East or other developing countries, for example. HRD in fact is seen by many to include training, education and career development, but activities and HRD practices vary hugely among countries and regions (Dirani, 2006). Add to this the debates concerning the importance of the role played by culture and diversity in the management of learning and development in organisations, and the area becomes a minefield in terms of achieving a consensus on many issues which adds to the burden placed on employers in the development of their human resources.

Routledge and Carmichael (2007) suggest that while arguments for continually developing skills are 'widely aired' their importance cannot be overemphasised (p 3). They suggest that in most organisations the one core feature of life common to all is change and while the relative size or impact of change may vary, each one requires skills to be developed and updated. Sloman (2007a) also suggests that organisations should emphasise the value of continually developing skills. He argues however that wherever they are located in the world, organisations will be at different stages

in their recognition of the importance of workplace knowledge and skills and their approaches to HRD. He points out that these organisations' employees come from diverse starting points and bring varying levels of receptiveness and expectations to learning at work which have not acquired significant recognition to date. So, he suggests, educators need to focus their efforts on a whole range of initiatives reflecting the different circumstances of their organisations and their diverse workforces. Training and Development specialists must ask themselves about the 'value' that learning and development brings to their workforce and their organisations and this, he argues, should be the big issue on the minds of educators across the world.

The role of culture then in shaping the context for learning and development is complex and challenging, but many countries have been coming to terms with this issue. Until recently Ireland has encountered little of the cultural diversity experienced by the UK, the US and many other countries. The improvement in the Irish economy has resulted in an influx of non-Irish nationals which has changed the face of employment in Ireland today (ICI, 2003). Heretofore cultural differences have not impacted on strategies for learning and development within Irish organisations. Now, however, Irish organisations have gradually had to face the complex issues faced by multicultural organisations across the globe and strategies to ensure the successful development of staff have had to take these cultural issues into account (Moran *et al*, 2007).

Historically, the extent to which culturally conditioned differences affected individuals' behaviours was not considered an important issue in many countries, and according to Chhokar *et al*. (2001) US based behavioural theories were treated as if they were applicable to a 'universal population'. The role therefore of culture in the learning and development strategies of organisations was not until recently seen as important by many of the researchers, theorists and indeed HRD practitioners. Evolving research and theory however suggests that people from different cultures do not necessarily conform to similar sets of beliefs and values and therefore have different views of

situations and preferences for outcomes which must be taken into account when dealing with organisation learning and development initiatives (Chhokar *et al*, 2001).

There is general agreement that individual differences should be taken into account when progressing learning and development activities (Kolb, 1984; Honey and Mumford, 1992, Roderigues *et al*, 2000). Some of these individual differences in approaches arise as a result of internal organisational factors such as size, structure and age of the organisation. According to Honey and Mumford (1992), other aspects to be taken into account include external contextual factors including social environment, economic conditions *and* national cultures. Hofstede in his work in this area suggests that some individual differences to consider in relation to the issue of culture are learning beliefs, learning styles and preferences (Hofstede, 2001).

Zakaria (2000) indicates that as the workforces in various countries become more culturally diverse, it is hugely important to train workers to be able to deal with new situations, other different cultures and different cultural environments. He argues convincingly that the issue of cross-cultural training in developing intercultural communication competence can no longer be neglected.

But definitions of learning and what constitutes learning vary almost as much as definitions of culture. Learning has been defined by Buchanan and Huczynski as 'the process of acquiring knowledge through experience which leads to an enduring change in behaviour' (2004, p 110). The standard paradigm of learning suggests that learning 'resides in individual minds, is verbal, written, is propositional, alters minds not bodies and is transparent' (Beckett and Hager, 2002, pg 98).

Learning is seen as a continuing process, referred to as pedagogy, which in its current sense means learning at any age. Learning is seen by some as the acquisition of knowledge and skills, while others are more comfortable with the idea of learning through participation. Different learners prefer various approaches, with numerous learning styles and preferences most evident across different cultures (Hofstede, 2001; Buchanan and Huczynski, 2004).

The prime purpose of learning is now seen as the development of knowledge to achieve goals of both the organisation and the individual. Lucas *et al*, (2006, p 149) maintain that learning and development must be 'stimulated and facilitated – ensuring effective working relationships that make the most of and respect workforce diversity'. To this end they suggest strategies that transcend national boundaries, and quote Gherardi (1991) who suggested that a new way of looking at learning is about participation and appreciation of the socio-cultural dimension of learning. It is vital, particularly given the rapid, ongoing and required restructuring of the Irish labour market that all stakeholders, including learning and development specialists, trainers, employees, employers and Government agencies understand those factors that have significant impact on learning.

Unwin and Fuller (2003) contend that learning in the workplace can bring economic, social *and* personal benefits; however no benefits accrue if the worker does not understand what is being taught. Within the organisational learning literature there is a strong emphasis on the cultural perspective in the organisation. The link between culture and knowledge is therefore seen as important, and people and the cultures that influence their behaviours, can be a useful resource for successful knowledge creation, dissemination, and application (Roderigues *et al*, 2000).

2.4.1 Cultural differences and organisational learning strategies

According to Moran *et al*, 2007, the importance of providing effective education for linguistically and culturally diverse learners has been the focus of much of the research carried out from the socio-cultural approach. Moran *et al* further suggest that intercultural contact in organisations and across workforces has increased sharply across the globe, and this must now be a focus for Irish organisations faced with an increased number of diverse workers, making understanding of the strategies of coping with second-culture contact all the more crucial. Waters (1995, quoted in Mamman, 1995) expresses the view that traditional management courses do little to help the business student or practitioner deal with race-based interpersonal conflicts, with management

textbooks tending to avoid the topic of race and its organisational implications. There are however several models and well defined strategies which were developed in response to challenges facing multicultural workplaces.

For example there is agreement in the literature that epistemological beliefs about the nature, source and certainty of knowledge vary across cultures (Youn, 2000), and it is therefore seen as imperative that organisations and nations take account of different cultures when dealing with the training, learning and development of their foreign workers. This has huge implications for Irish trainers and organisations. Historically, discussions on cultural diversity have not been concerned with the topic of learning and development. However it is being increasingly accepted that all internationally focused organisations face similar learning and development challenges (Aguirre, 1997). There is a pressing requirement to go beyond traditional learning strategies with their emphasis on teacher-led approaches inconsistent with worker's needs, towards a standpoint that encourages learning both as acquisition and as participation (Sfard, 1998). Sfard maintains that the emphasis away from acquisitional learning towards a more participative approach is vital in contemporary workplaces, but only if it is relevant to all workers of all cultures. Studies carried out in this area have confirmed that culture impacts on individual learning with several researchers entering the growing debate about 'Chinese learning styles' (Chan, 1999; Venter, 2002). Training initiatives such as classroom training, out-sourced courses, mentoring and coaching are approved ways of making learning happen but they are not the only way. Different people have different learning preferences and styles: some learn from books, others attend courses. Most learn best from experience (Honey and Mumford, 1984 in Lucas *et al*, 2006). Today there is a much greater variety of what might be called learning and development, rather than training; a move from delivery of courses to the development of learning capabilities as a people development strategy. This makes the job of the trainer much more complex and challenging, but also affords the possibility for better results and transfer of learning. Training and development programmes, in addition to enhancing the existing knowledge of the

workforce, should result in learning and development of the individual, collaborative learning, knowledge acquisition and more importantly knowledge creation; and this knowledge and learning should be captured in the knowledge base of the organisation (VonKoch, 1998).

2.4.2 Learning beliefs

Empirical research has proposed that learning beliefs are 'implicit assumptions held by learners about the source and certainty of knowledge and the ways of obtaining knowledge' (Youn, I., 2000, p 87). Perry (1968) completed research on the development of students' beliefs about knowledge and learning, and there has been much research since about the nature of these, which are described by Jehng *et al.*, (1993 p 24) as 'socially shared intuitions about the nature of knowledge and the nature of learning' (Perry and Jehng, quoted in Youn, 2000, p 87). These epistemological beliefs about learning affect the degree of the student's active involvement and persistence in learning – an area studied by Youn (2000) involving Korean and U.S. students. Youn's study specifically addressed students' learning beliefs, and found that formal education and age affected US students learning beliefs, but did not have significant influence on Korean student beliefs. This research is relevant to the current research question regarding the management of culturally diverse workforces in the areas of learning and development.

A variety of issues was considered in Youn's research to explain the differences between learning beliefs of US and Korean students. Eventually however cultural influences were deemed to have the most significant influence which agreed with previous studies. Youn therefore suggested that individualistic values and other cultural characteristics such as weak uncertainty avoidance and power distance, have in fact a direct impact on the development of student qualities associated with this US type of culture: 'open-mindedness, flexibility, activeness, and independent thinking'; while on the other hand, Korean culture is discussed as being favourable to the cultivation of such general tendencies as 'closed mindedness, accuracy and punctuality' (Youn, 2000, p 102). The differences

found in studies carried out by Schommer (1994), Youn (2001) and others between Asian and Western epistemological beliefs indicate that learning beliefs among students from different cultures must be considered when developing course syllabus and content; method of delivery and teaching; and class involvement and participation.

2.4.3 Learning styles and preferences

While learning beliefs are seen as important during the development of course syllabi and content, learning styles and preferences are another influential factor which must be taken into account in the provision of information and the training and development of foreign workers. Research has shown that there are cultural differences when it comes to style and preference (Hofstede, 2001).

Lucas *et al*, (2006, p 152) advise that ‘the implications are significant for the appropriate choice of L&D activity to match learning styles in different cultures’. Individuals’ learning style has been widely researched with Kolb’s theory (1984) of four stages of learning widely acclaimed as a breakthrough, bringing a new meaning to learning theory for those in learning and development professions. Kolb’s well-known model suggests that learners learn in four different ways: through ‘concrete experience, reflective observation, abstract conceptualisation and active experimentation’. He maintained that each learner was different, and that learning and development professionals needed to understand the different learning abilities and preferences of their learners and adjust their roles accordingly. This model, and Honey and Mumford’s later revision of it (1992), has been utilised extensively by training specialists to ensure that different methods are used to ensure that each learner is actively involved in their own learning and is using a method that is comfortable for them and allows them to learn in the most effective way. But the research on culture indicates that styles vary according to cultural orientation also, with Asian Students preferring ‘reflective observation’ while Western students prefer ‘active experimentation’ (Witkin *et al*, 1960). This research suggested that if learning and development activities did not match learning styles in different cultures, the implications of not

making appropriate choices of learning and development activity were significant. Jackson (1995) has also investigated a variety of international cultures primarily with a view to using Kolb's Learning Styles model in different cultures. He has noted that learning styles vary in terms of what he refers to as the 'receptivity' towards either practical or theoretical learning. He also discusses the learners preference for a 'rational sequential' or a 'more intuitive bias towards filtering and judging information' (p 42). Jackson highlights the fact that some learners prefer to learn in a logical, scientific manner while others prefer a more subjective approach. He also refers to the teacher-led styles mentioned by Witkin *et al* which are in sharp contrast to the student-led styles preferred by other cultures. Jackson's study showed interesting differences between French, German, Spanish, Anglo-Irish and East European learners. French learners had no particular preference for practical or theoretical learning stimuli, with a strong preference for reviewing materials and approaching their studies in a step by step way. German students showed a slight preference, he suggested, for a practical rather than theoretical style, and indicated a preference for logic over subjective orientations, preferring too a low degree of direction from teachers. Spanish, Anglo-Irish and East European learners all liked a practical learning environment, and according to Jackson's research all three nationalities had to some degree a preference for own initiative in learning behaviour (Jackson, 1995). The results of all of these studies have significant implications for trainers and HR specialists in an Irish context.

In the early 1960's Witkin *et al* and later in the 1970s Berry suggested an explanation for the 'emergence of cross-national differences in learning style' described as 'field dependence' or 'field independence'. Their research proposed that communities, relying on individual's entrepreneurial abilities for survival, tend to develop a 'field dependent' style of learning, while those from a more co-operative background develop a 'field independent' style. Individuals preferring a field independent style were more likely, according to the research, to prefer a hands-on approach with the converse being true—the field dependent learner preferring a 'teacher-centred approach (Witkin *et al*, 1960).

Some have argued that there is not enough research on the learning styles of learners from different nations. Rodrigues *et al.*, (2000) suggest, for example, that Kolb's theory is only applicable for US or British societies. They posit that people in different societies and from different cultural backgrounds learn differently because of their differing cultures, and research carried out by them attempts to establish how national cultures might determine the context for learning and development of trainees from diverse societies. Their research examines the multiple approaches used by trainers in different parts of the world to address different cultural backgrounds.

2.4.4 Teacher centred versus student centred

Hofstede's model is perhaps the most widely used model with regard to approaches to diverse learners. His model, as used by Triandis (1994), explains individualist cultures, like those in Western Europe and North America with an emphasis on 'autonomy, individual initiative, emotional independence, primacy of personal goals over in-group goals, a right to privacy, and behaviour regulation by personal attitudes or beliefs' (Youn, 2000, p 89). These give rise to cultural emphasis on self-actualisation. This emphasis would, from a learning and development perspective, be seen as a student-centred approach with an emphasis on the development of the individual which is typical in the United States and other Western cultures. The more collectivist approach emphasises 'collective identity, emotional dependence, primacy of in-group goals over personal goals, in-group cohesiveness and harmony, duties and obligations, and behaviour regulation by in-group norms' (Youn, 2000, p 89). Hofstede, Youn suggests, argued that this gives rise to a learning situation where teacher-student relations tend to be binding, and obedience to teacher's instructions is underscored (Hofstede, 19967, quoted in Youn, 2000). The emphasis from an Asian perspective is on the development of the group, the needs of the group being seen as most important.

Much has been made of the study carried out by Schommer (1994) which suggested a *personal* teacher-student relationship being uppermost among Korean students, while an *impersonal* teacher-student relationship was foremost in the US, affecting the achievement of learning objectives. Other

studies that focus on teacher-centred versus student centred approaches, agree with research carried out by Roderigues *et al.* (2000) that a training approach which is effective in one culture may be wholly inappropriate and unsuitable in another. They examined the differences in approaches used by trainers in different parts of the world in their research and explored the differences between what they refer to as a 'teacher-centred' versus a 'hands-on' or 'student-led' approach. Again referring to Hofstede's model (2001), they suggested that the 'hands-on' approach is more prevalent in cultures or nations exhibiting a low power distance, high individualism and low uncertainty avoidance culture.

Roderigues *et al* explored three areas which they felt needed to be addressed in a cross cultural situation. Understanding of the differences between teacher-centred and student-centred approaches is crucial for the successful provision of information, training and development to non-Irish national workers because, as well as examining learning styles, the research proposes that training styles and a training approach that is suitable in cross cultural situations is important. Sometimes a formalised training approach for example is not suitable with certain types of students and they felt a less formalised approach may be more appropriate. For students from similar backgrounds with similar pedagogical preferences, it is easy for teachers and training professionals to utilise one training style or approach. But in most organisations today, workers hold 'diverse heterogeneous pedagogical styles' and trainers need to ensure that their teaching styles take all cultural differences into account. Take for example the Chinese students style of learning outlined in research conducted by Chan (1999) in which she suggests a lack of understanding by Western educators about the behaviour of Chinese students. She feels that perceptions are 'often biased and fail to look behind the cultural differences between Eastern and Western forms of socialisation' (p 296). Chinese students have a 'high disposition to learning' that she feels is highly valued but at the same time misunderstood by educators in the West.

Education in China, Chan points out, is still focused on the acquisition of knowledge by rote learning. The emphasis is on the family and suggests that 'Confucianism' ensures that high levels of education are highly thought of. Chinese learners show respect for their teachers, who they see as experts not to be questioned, and who find a participative approach quite uncomfortable. Chan quotes from Yee (1989) providing a useful comparison of the key differences between Eastern and Western educational systems which she feels should be used as a starting point to better understand cultural influences in learning and teaching. Yee argues that the Western focus is on the individual, the instruction mode is learner-centred, with the curricular orientation being present-future orientated. While in East Asia the focus is on local citizenry and the selection of future leaders, the instruction mode is teacher centred and the curricular orientation is past-present orientated (Yee, 1989, quoted in Chan, 1999). Eastern teachers are expected to teach as well as guide students. The two-way communication which is part and parcel of learning in Western education is not encouraged in Chinese classrooms, with students being more passive and acquiescent. To overcome such problems, learning and development professionals must ensure that courses are not merely generic ones particularly in areas such as management and human resource management. Chan (1999) also suggests limited use of case studies, role play and business games in the education of these culturally different Asian learners. Group discussions, her research suggested, would be inefficient and the 'status of the tutor is extremely important' with teachers 'acting like teachers' and becoming 'instrumental in shaping learning' (p 303).

Rodrigues *et al* (2000) agree with the findings of Chan, that Asian and Western learners hold different pedagogical preferences, also citing Lindsay and Dempsey's, and Pun's research, who proposed that Western learners 'accept involvement and learn through own discovery and exploration while Chinese learners expect their teachers to 'lead and provide learning points' (Lindsay and Dempsey, (1983) Pun, (1989), cited in Rodrigues *et al*, 2000). These cultural differences must lead to different approaches to learning and development where employees come

from a wide variety of cultural backgrounds and indeed must be considered if learning objectives are to be reached. However learning objectives must be couched in a way that respects cultural attributes, and must be an important consideration for Irish training and development specialists.

For example in her research on Hispanic Worker Safety, Sanders-Smith (2007) suggests how a safety training programme should take individualistic and collectivistic cultural characteristics into account. She proposes that workers with collectivist characteristics should have safety training that focuses on the importance of safety and security of the entire work group, while those of an individualistic and independent disposition should be provided with training that is not group reliant. Indeed a teacher-centred approach is required for certain workers whose learning styles and preferences lend themselves to this type of training, while a student-centred approach will be more appropriate for others.

2.5 Criticism of the emphasis on culture

'Context is king in learning worldwide'

(Sloman, 2007c)

Despite the findings from research which suggests that to ignore cultural differences would be a fundamental mistake, there are those who believe that too much of an emphasis on culture can also mask other learning and development issues. A recent study which examined culture and how it impacts on learners has suggested that cultural differences cannot be used as the explanation for all differences in the organisation of work practices or in the organisation of HRD (Sloman, 2007b).

This study proposes that while culture is an important context when it comes to learning and development strategies, it is not the only one that needs to be considered. Such issues as student background and past experiences, teachers' expectations, philosophies of assessment and evaluation, all provide a context for the learning and development arena. Adapting to a learner's context is crucial to delivering effective training, according to the study of learning, training and

development conducted worldwide. The findings, published in the latest publication 'The Changing World of the Trainer – Emerging Good Practice' by Sloman (2007b) show that it is more constructive to think in terms of context than culture. He suggests that adjusting to the context in which learners operate is one of the skills of learning and development professionals, and that according to recent findings, too great a focus on culture is unnecessary and runs the risk of obscuring more important matters (Sloman, 2007b). Attainment of organisational goals, for example, must also be uppermost in the minds of learning and development professionals when considering the context for learning and development.

2.6 Language training – an important consideration

According to the National Economic Social Council report on managing migration in Ireland (2006), 'in order for the migrant population to participate in Irish life and society, basic language proficiency is a prerequisite' (p 141). Cultural differences also mean language differences. Much of the literature suggests that speaking the host country's language can be a useful way of breaking down the cultural barriers experienced by some immigrants and enhancing intercultural effectiveness (Mamman, 1995; Birman *et al*, 2002). In a briefing paper for the Centre of Economic Policy Research in 2001, general conclusions of a project entitled 'Migration and its impact on the Labour Market and Education' suggested that effective integration policies should concentrate in particular on language courses because the two most important determinants of fast assimilation of migrants identified in the research in 11 countries were language skills and attachment to the labour market (Zimmerman, 2001). Dunn *et al* in their research on Multicultural Policy in Australia also argued that barriers to integration are related to language competence and education (2001). Language again, according to the Eurobarometer on Europeans and Languages, (2005), is one of the main barriers to geographical mobility (European Commission, 2005). According to the Commission of the European Communities' Third Annual Report on Migration and Integration (2007 p 13), 'Basic knowledge of the

host society's language, history, and institutions is indispensable to integration; and enabling immigrants to acquire this basic knowledge is essential to successful integration'.

According to research and government policy documents on fostering integration in Ireland, 'At a minimum social and economic integration requires that immigrants be able to communicate well in the language of the host country' (NESC 2006, p 175). In many European countries, as well as in Australia and the United States, language training is now seen as essential for improved labour market integration (NESC, 2006). There is in fact some international consensus that the value of language training has been seriously underestimated (MPI, 2004, cited in NESC, 2006). However, there is also some disagreement about the effectiveness of language training for immigrant workers. Brown and Bean for example suggest that there are barriers to complete integration other than language, and that the research from Glazer, Moynihan and Portes, suggests that 'increasing knowledge of the language of the new country and familiarity with its culture and customs often do not lead to increasing structural assimilation' (2006, p 5). They suggest that discrimination and institutional barriers to employment can also be barriers to complete integration. Favell, (2008, p 710), also makes reference to such barriers when he refers to the recruitment of the 'brightest and best' from Eastern Europe being 'undervalued and relatively *wasted* in their labour market participation', but he suggests that it is largely because of 'residual language and cultural barriers'. Barrett *et al*, in a report in 2006 observe that high-skilled immigrants are not employed at a level that reflects their educational attainment which they see as a potential problem for Ireland and one of the reasons for this they indicate may relate to English language skills. They suggest that if all migrant workers were employed at a level reflecting their standard of education, it would contribute 3.5 per cent to the country's GNP. Dunn *et al* (2001) also refer to the unequal empowerment of migrant workers in terms of access to services, information and participation, but again suggest that it is primarily as a result of language competency and education. They refer to a lack of understanding of the locality and the way in which bureaucracies operate as also being an impediment to integration.

Most research now points to the fact that language training is important and the NESC report clearly states that 'In order for the migrant population to participate in Irish life and society, basic language proficiency is a prerequisite'. The report suggests that 'it should not be limited to the head of household; the number of hours of training should be maximized; language training should be vocationally specific; and more flexible delivery is required in terms of when and where language training is offered' (2006, p 177). Exactly who should provide language training has been the topic of some discussion however, but the NESC report points out that the lack of free language training for migrants to Ireland is worth noting and although language schools have proliferated in recent years, most are fee paying and not affordable for migrants. In line with policy from the Commission of the European Community, some European countries are providing language classes for newly arriving immigrants. In Portugal, the 'Portugal Welcomes You' programme provides language classes for newly-arrived migrants. In France, language courses are free of charge for newly-arrived third-country nationals (CEC, 2007). The Department of Education in Ireland has until recently been funding some English language training through the Integrate Ireland Language and Training (IILT) group primarily for asylum seekers and refugees. It also provides support for teachers in primary and post-primary schools responsible for the English language development of non-English-speaking immigrant pupils. It is proposed that this training will now be provided by local vocational colleges throughout Ireland. This group do not however provide mainstream training for employed migrant workers (IILT, 2008).

The NESC report writers suggest, however, that best practice now entails the provision of this language training by employers in a work setting. Others disagree and in their research into provision of interpreting and translating services in Australia, Dunn *et al* noted that while local governments in Australia frequently provide on-site interpreters and multilingual pamphlets, some respondents of the survey suggested that they felt that it was not the employers' responsibility or the

Government's responsibility to provide training but the 'responsibility of immigrants (themselves) to learn English' (Dunn *et al*, 2001, pg 2484).

2.6.1 The risks of not providing English language training

Despite differences of opinion in relation to the benefits or otherwise of providing language training for immigrant workers and who should be the providers of this training, it is accepted that culturally different means of communication, both within and between cultures, shape learners' development and influences their educational experiences (John-Steiner and Mahn, 1996). It is vital to recognise that cultural differences must take into account the differences in the ways people communicate. Taking one aspect of Hofstede's dimensions, the relative power and status of the communicators, (the context in which communication takes place), can mean misunderstanding and lack of comprehension. According to research carried out by the Migrant Rights Centre Ireland (MRCI) there is 'general recognition that the acquisition of a basic level of English is essential to achieving a level of participation in society, which is necessary to support meaningful integration'. They suggest that an individual's level of spoken English has an impact on his or her ability to access and progress within the labour market and that 'limited knowledge of the English language leaves migrant workers vulnerable to exploitation, accidents in the workplace and unemployment' (2007, p 2). In a survey carried out in Dublin, they found that migrant workers were in fact less likely to be employed in some sectors because of their lack of English, and this inability to speak English restricted workers to jobs that did not involve contact with customers. Their inability to speak English transcends their inability to access employment or promotion, and also renders them unable to articulate their problems at official levels, for example in the tax or social welfare offices.

Indeed, one of the issues facing many companies today is the requirement to provide training that is required by law, with multicultural workers being forced to participate on legally required training courses (requirement under Health and Safety legislation, 2005). Worker understanding is critical if this type of training is to be effective. A typical example is Health and Safety training in Ireland which

imposes an obligation on employers to provide instruction and training 'in a form, manner and, as appropriate, language that is reasonably likely to be understood by the employee concerned'.² In Ireland's growing non-Irish national workforce this obligation to ensure understanding of instruction and training places a significant burden on managers who do not always understand the cultural and language difficulties of their workers. When it comes to health and safety and other legally required training, organisations must ensure compliance and transfer of learning into the workplace despite the differences in approaches, values, attitudes or language. In these circumstances it is not only necessary to provide the information and instruction required by the law, it is also imperative that there is transfer of this learning to the workplace which requires educators to ensure that an evaluation of learning brings to light any misunderstandings among workers as a result of language difficulties or misunderstandings due to cultural differences in attitudes and behaviours (Byrne, 2006).

Research currently being carried out by the Health and Safety Authority concentrates on migrant workers from the construction sector, because there is some concern in the Authority about the numbers and causes of injuries and fatalities in this sector among non-Irish workers. The research examines the factors contributing to fatalities and accidents among non-Irish nationals. Factors to be examined include the language capabilities of these workers and the difference in risk perception of non-Irish workers in this sector. Research conducted in South Georgia by Parrot *et al*, examining the need to educate outreach workers in South Georgia, found that most training and information was provided in English only, leading the authors to conclude that there was an urgent need to educate these migrant workers in their own languages in order to ensure understanding of the safety issues (1999).

² Safety, Health and Welfare at Work Act, 2005, Section 10 (1) (a)

While it is clearly understood in all areas of training and development in organisations that worker understanding is critical, it is all the more important when dealing with areas of health and safety. Cultural diversity introduces a range of beliefs, values, perceptions, expectations, attitudes and assumptions into the workplace, all of which present a significant challenge in how to communicate health and safety risks. Thus, effective communication of risk in a multicultural workforce is not simply a case of translating words into other languages, according to Newson-Smith (2008). He suggests that it involves a high level of awareness and understanding of cultural values and norms, backed up with relevant communication methods and skills. In his article 'Variety Act' Newson-Smith looks at the challenge of a multicultural workforce in the oil and gas industry in the Middle East where he suggests that the variety of people from different cultures must rank among the highest in the world. In the United Arab Emirates (UAE), for example, the larger companies in this sector often have employees from more than 40 countries, with a similar number of different languages spoken. Along with a very clear message communicated in several languages Newson-Smith proposes the use of graphics and symbols to ensure understanding among the different cultures in that industry. In fact linguistic assimilation is highly desirable he suggests. Described by Brubaker (2001, p 541) as 'the intergenerational acquisition of English at all levels sufficient to permit success in schooling, occupational mobility and full participation in public life', this is seen by some as the only way forward in the integration of foreign workers.

The research literature converges on the notion that migrant integration is 'a process that is multi-dimensional, extends over several generations and is bi-directional—that is, it affects not only immigrants, but also the hosts' (Barrett *et al*, 2006, p 173). Immigrants, Barrett *et al* suggest, do not always integrate smoothly, as can be seen in the 'spatially concentrated ethnic neighbourhoods and ethnic economies that operate in every major city in Europe and North America'. This process of integration is shaped by many factors, but researchers agree that language ability of immigrants in

the host country is one of the most important criteria for successful integration (Brubaker, 2001, Barrett *et al*, 2006, Newson-Smith, 2008).

2.6.2 Other contexts....

There are of course some curricula which are not culture specific, and there is a school of thought which postulates that certain situational factors such as economics or technology do not need to take account of cultural differences for learning and development strategies. Research carried out by Hickson *et al*, 2000 (quoted in Rodrigues *et al*, 2000), suggests that learning and development professionals dealing with topics such as economics, maths and technology need not be concerned with culture when delivering these. Teacher centred learning can be used for subjects like maths and accountancy in all cultures as they cross easily between nations and are not culturally specific but culture free topics. However, learning and development strategies which are expected to influence the behaviour and attitudes of employees, such as health and safety training, must take account of cultural differences (Sanders-Smith, 2007).

2.6.3 Learning and Development strategies in other countries

The Commission of the European Communities in a report in 2003, commended nation states with integration programmes including those with 'language tuition, orientation or introduction courses and professional labour market training' (CEC 2003, p 38). More recently, the OECD Secretary General (2008) said examples of good practice of integration policies include wage subsidies in Denmark, Employer Based Training in Denmark and Sweden, and the promotion of apprenticeships in Germany. Education according to the NESC Report in 2006 is considered 'a key area for promoting socio-economic advancement and combating social exclusion' (p 155)

If Ireland is to remain a competitive economy with a highly productive labour force, a significant improvement is required in the level of participation in adult work-related learning, with the scale of

this challenge outlined in the National Skills Strategy, which was published by the Expert Group on Future Skills Needs (March, 2007).

In the area of funding for learning and development, workplace training investment in Ireland is falling further behind EU levels when measured as a proportion of total payroll costs and the training gap between larger multinational/public sector employers and smaller Irish owned organisations is getting wider, according to a new study undertaken on behalf of the Chartered Institute of Personnel and Development in Ireland (Garavan *et al*, 2007). When it comes to professional qualifications such as accountancy, legal studies, human resources post-graduate diplomas or masters degrees, 30% of Irish organisations provide funding for all employee categories while one-quarter restrict supports to those in managerial positions, according to the study conducted by Garavan and his colleagues. The study reported that, in 2007, 73% of establishments had a specific budget for Learning and Development, a decrease from 82% in 2003. But while 38% of establishments indicated that they would require higher skills levels in the next three years, according to Garavan's survey, average expenditure on L&D in 2007 was only 3.13% of payroll compared to 3.55% in 2003 and 3.85% in 2001. Expenditure levels compare less favourably with other EU countries, EU average expenditure being 4.15% of payroll. Decisions on budget size are primarily made by the management board within the establishment or in the case of a multi-national business, its overseas corporate headquarters.

Garavan looking at these latest figures claims that some clear lessons emerge from the studies. He suggests that line management and top team commitment represents the most significant challenge facing learning and development professionals. Leadership development emerged as one of the most strategically important L&D activities. More worryingly Flynn in his article researching training spend in Ireland entitled '*Workplace training gulf widens and spending declines*' suggests that 'gender, age, contractual status and country-of-origin are significant factors in determining who secures access to employment-related training' (2008, p. 31)

While many organisations in many countries understand the benefits of training for migrant workers in terms of their learning and development, many are finding it difficult to fulfil even their statutory or legal requirements. For example the development of the US Environmental Protection Agency Worker Protection Standard required that farm-workers received training in the use of pesticides. According to Quandt *et al* (1999) this training created a demand for culturally appropriate and effective training materials for migrant workers, but a search for such materials found that none existed. Similar problems occur regularly in Health and Safety areas where the importance of understanding of training and information is vital.

2.6.4 Conditions of learning in the 21st century

Visser in his paper (2001) poses the question, 'What does learning mean in the 21st Century?' He makes the suggestion that this question should inform our thinking about how learning is to be promoted and facilitated in the future. Primarily he is interested in a context in which technology appears as an enabling factor, but in fact his research has some significance for organisations regarding the role of culture in their development of training strategies. He suggests that 'the conditions of the world we now live in and the nature of our current knowledge have dramatically changed during the past century....and require serious and thoughtful attention' and he proposes that 'shared visions of the whole, where we are and where we want to go, are important'(p 6). Human knowledge has made extraordinary progress in the past century but still some of the most important and demanding issues facing organisations are concerned with the impact of national cultures on the use of this knowledge, and on the development of systems to ensure flexibility and openness. Visser further suggests that the 'promotion and facilitation of learning should be explored in a rich multiplicity of contexts.....with different learning contexts mutually reinforcing each other' (p 9). As Ireland moves forward with its new workforce, Visser's advice should be heeded by policy makers, learning and development professionals and employers.

2.7 Conclusion

Migration into Ireland has occurred against a background of enormous economic and societal improvement. But Ireland in the 21st century is a changing environment with opportunities for organisations to attract, motivate and retain their staff through effective learning and development strategies. This can only be achieved through an integrated approach taking account of all individual and national differences in a very diverse workforce. Immigration is desirable because it improves efficiency in the processes of production and distribution and much has been written about the business impact of equality and diversity (Aguirre, 1997; Monks, 2007; Flood, 2008). How the Irish government and employers of a now very culturally diverse workforce approach the integration of that workforce is vital in terms of our success in a global economy, therefore it is important for employers to have a clear understanding of different acculturation strategies and their importance in the workplace. In Ireland's quest to become a knowledge economy, the knowledge, skills and abilities of the workforce requires careful managing. In her research carried out for the Equality Authority, Monks (2001) suggests that the economic costs of the underutilisation of migrants' skills and knowledge are significant. Barrett *et al* (2006) agree with Monks to the extent that they have quantified the contribution of migrant workers in Ireland at 3.5% of GNP.

That there is no 'one best way' of organising learning and development in organisations is very clear from the literature, but fundamental issues such as culture must be considered if organisations are ever to get it right. 'Researchers have clearly established that there is no single or dual learning style for the members of any cultural, national, racial or religious group' (Dunn, 1997, pp 74-75, quoted in Burke-Guild, 2001). It is not suggested that culture explains all learning and development differences, clearly differences can be explained as a result of curriculum design, teacher's expectations and philosophies, and student past experiences. This notwithstanding, the science of learning and development must place cultural issues at the centre of scientific investigation.

Training and development in organisations is essential for the ongoing improvement in performance of all employees. Not only is it important for organisations with workers from a 'Western' background to take culture into account, but workers from an 'Eastern' background must also be considered, and training and development specialists are advised to examine their epistemological beliefs about learning in order to respond to global competition with all its uncertainties.

Trainers to be effective in cross-cultural training need to understand which training approach works best with the workers that they are training. Likewise they must be aware of the differing styles and preferences of their non-national students. Customising learning and development scenarios for learners from different cultures in the same group, team or organisation can be difficult. Kolb's (1984) theory suggests that organisations should provide all types of learning and experience to cover all preferences and styles, but this can be very costly and time consuming. 'Customise where possible' must be the message for teachers, with the organisational goals, functions and cost permitting. We must use a teacher-centred approach where applicable and student-centred where this is more appropriate. But even Kolb's model or Honey and Mumford's (1984) later version of this learning styles model, while useful in the US, UK and Irish contexts may not translate well as a concept for other learners.

Hofstede's (2001) theory of different cultures too has some drawbacks, for example Germany and France do not conform to the norm in the EU environment for uncertainty avoidance, measuring high on this scale which is contrary to other findings for countries in Europe. Hofstede's dimensions can be considered with masculine orientated workers where it is important to ensure that women have the same opportunities to avail of HRD. Equally HRD professionals should consider how trainees view female instructors in masculine orientated cultures. The degree of power distance should be taken into consideration when designing and subsequently implementing learning and development interventions. In individualistic workers, trainees may dislike group based assessment and in

countries where there is high uncertainty avoidance, e.g. Greek workers, more formal and highly structured interventions may be favoured. With Asian workers where Confucian dynamism/long term orientation is prevalent, participants may not expect an immediate return, such as a higher salary or promotion, subsequent to training.

Learning environments in which there is student involvement, supportive learning and mutual discovery enable students to develop their own culturally-specific knowledge and sets of principles. Examining how students learn, as well as respecting and attempting to understand their specific environments and cultures, can help lead to more effective teaching. Cultural and linguistic factors shape learning and development and the impact that these factors have on pedagogical approaches provides a foundation for cooperative learning and peer collaboration. This can transform classroom practice (John-Steiner and Mahn, 1996)

This chapter explored the theories and concepts behind integration of migrant workers and the area of learning and development, and established that Human Resource Managers have in the past tended to focus on the easier solutions. However there is a need for caution in the adoption of different learning strategies in different cultural contexts. The educator has an increasingly complex role to play in the management of this diversity. There is a requirement for educational institutions and centres of learning and development in the workplace to deliver instruction which meets the needs of all students, especially linguistically and culturally disparate students, who sometimes have been made to feel inferior by established models of learning and development. 'Sameness is always easier to accommodate than difference, and education practices often have been developed to consciously promote the same education for all students' (Burke-Guild, 2001 p 2).

Chapter three examines the circumstances in which Ireland has become a net importer of foreign workers, and how the policies and practices being considered by the Irish government compare with

policies and practices of other countries in relation to the learning and development strategies for migrant workers.

Chapter Three

Immigration Statistics and Policy in Ireland and beyond

3.0 Introduction

Chapter 3 provides a context for the current research, outlining the changes in migration to and from Ireland and the increase in the non-Irish national population in the last 10 years. Forces driving labour migration in Ireland are considered and the Irish migration system is examined. Approaches to Ireland's new migrant population, including legislation protection for this section of the workforce, are compared with that of other countries both inside and outside the European Union.

Veenkamp *et al* (2003) estimate that around 170 million people live outside their country of birth. This number, they explain, has doubled over the last 30 years and is likely to grow further in the years to come with migration to Europe growing to a point where migrants make up around 20 million of the EU's 380 million people, and the pace of future population growth in the decades ahead will be dictated largely by migration trends. Out of an Irish population of 4,239,848, there are 419,733 non-Irish nationals living in Ireland according to figures from the Population Census in Ireland at the time of the census in April 2006, with these non-Irish nationals coming from 188 different countries. The top ten of these countries accounted for 82 per cent of the total (CSO, 2007). Moreover, foreign workers have been joining the labour force in Ireland at a faster pace than indigenous workers in recent times. While the labour force increased by 77,500 people between the fourth quarters of 2006 and 2007, 49,700 (64 per cent) of these were foreign workers (CSO, 2007). This chapter describes the history of migration from Ireland and the current change as a result of the improving economic climate. It examines the policies of Integration in other countries and compares these with policies and practices being considered by the Irish government and Irish organisations in relation to the ever increasing migrant working population.

3.1 Migration to and from Ireland

Historically, Ireland, a marginalised island economy, has been a net exporter of its human resources primarily to the UK and to the US. As recently as the late 1980's and the early 1990's, Ireland was a country of emigration, with negative flows in population of over 40,000 per annum (See Figure 3.1). Around the mid 1990s, as the economy underwent major economic change, Ireland began to experience the highest growth rates in Europe with a consequential change from emigration to immigration.

Nearly all Member States in the European Union are home to a significant number of people from different ethnic backgrounds. Cultural diversity is tending to increase in most parts of the EU as a result of continuing inward migration at a relatively high rate. Over the 6-year period 2000-2005 net inward migration is estimated to have increased, on average, by almost 0.3 % a year, and was the main reason for population growth in Europe over this period (Eurostat, 2007)

Tracking the changes in Ireland, during the last two decades, it may be seen that from 1987 to 2006 there was an increase in inward migration into Ireland and a decrease in emigration from Ireland.

Figure 3.1
Immigration, emigration and net migration in Ireland 1987 - 2006
(Source: Hughes, G. 2006, Trinity College Dublin, pg 13)

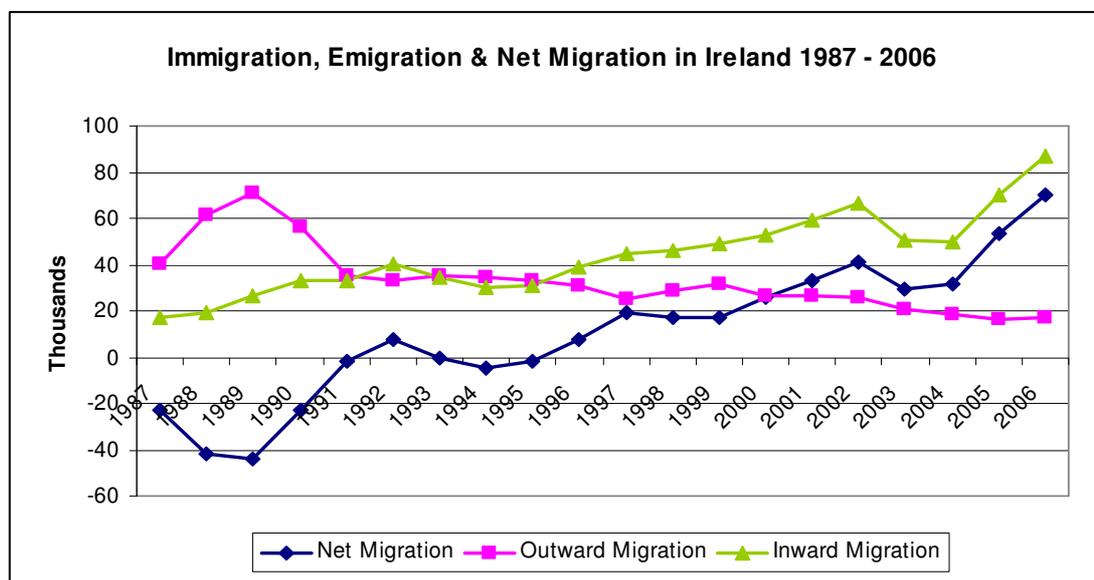


Figure 3.1 indicates that net migration varied considerably from an average annual outflow of over 40,000 in the 1980s to an average annual inflow of around 48,000 in the most recent inter-censal period 2002-2006. Growth in the Irish economy was achieved partly because of the availability of a young labour force (Forfás, 2000). However, despite Ireland's relatively young population, ranking 50 out of 192 countries in terms of its 'over 60' population (UN, 2007), Ireland's population is in some ways like other EU countries who are experiencing decline and ageing. Ireland has had the highest birth rate in Western Europe for most of the twentieth century, but the rate declined rapidly in the 1980s and 1990s. In the study carried out by the Population Division of the UN Department of Economic and Social Affairs (2007), projections indicate that over the next 50 years, the populations of virtually all countries of Europe will face population reduction and ageing and while Ireland's population has not yet experienced the same downward spiral of other European countries at this stage, the trend is towards a declining and ageing population in future. The study suggested that new challenges of declining and ageing populations would require 'comprehensive reassessment of many established policies and programmes, including those relating to international migration' (2007, pg 15). The report entitled 'Replacement Migration: Is It a Solution to Declining and Ageing Populations?' examined the international migration that a country would need to offset population decline and population ageing resulting from low fertility and mortality rates in eight low-fertility countries (France, Germany, Italy, Japan, Republic of Korea, Russian Federation, United Kingdom and United States) and in two regions (Europe and European Union).

Previous studies have also indicated that to avoid the demographic challenges of ageing and low fertility, international migration should be encouraged (Lesthaeghe *et al*, 1988; Lutz, 2000), but despite this, the latest report (UN, 2007) suggests that flows to meet demographic objectives are unrealistically large and would require strict control of both inflows and outflows of migrants. The UN Report investigated the possible effects of international migration on the population size and age structure, suggesting that one of the major consequences of population ageing is the reduction of the

ratio between the population in working-age groups and the population of 65 years or older, referred to as the 'Potential Support Ratio' or PSR. The authors point out that the cost of supporting an older population leads to issues regarding the retirement age, contributions from workers and employers to support the elderly population and, of course, policies and programmes relating to international migration, in particular replacement migration. Although this report suggests that international migration can provide countries with needed human resources and talent, this migration may also give rise to social tensions and it is vital, they suggest, that effective international migration policies must therefore take into account the impact on both the host society and countries of origin. According to the findings, the levels of migration needed to offset population ageing (i.e. maintain potential support ratios) are extremely high, and 'in all cases entail vastly more immigration than has occurred in the past'. The authors question whether the large numbers of migrants will be 'within the realm of options open to Governments' and will be dependent to a great extent on the 'social, economic and political circumstances of the particular country or region' (UN, 2007, p 4).

In the last thirty years Ireland has been transforming into a knowledge-based economy and has achieved a greatly improved standard of living for most people (Monks, 2007). A key component of Ireland's economic success is a strong exports sector, according to a report commissioned by Enterprise Ireland in 2007. The growth in exports was initially as a result of investment by foreign multinational organisations taking advantage of low corporation taxes in Ireland. However a boom in the construction industry from the mid 1990's stimulated economic growth of the country together with significant consumer spending and commercial investment. Thus, Ireland's economic boom began in the early 1990's, and between 1990 and 1995, the economy grew an annual average rate of 4.8%. From 1995 until 2000, economic growth averaged 9.5% and growth rates since have remained between 4% and 6%, which is three times higher than the average for the original EU 15 countries³ (Eurostat, 2008). In 2006 per capita GDP (Gross Domestic Product) in Ireland was 40%

³ EU-15 European Union of 15 Member States from 1 January 1995 to 30 April 2004 (Belgium, Denmark, Germany, Ireland, Greece, Spain, France, Italy, Luxembourg, Netherlands, Austria, Portugal, Finland, Sweden, United Kingdom)

above that of the four big European economies and second highest in the EU 15 behind Luxembourg. Growth rates of GDP per capita for 2007 according to figures from Eurostat record a 1.6% increase for France, 2% for Spain, 2.6% for Germany, and 2.7% for the U.K. And while other East European countries also showed increased growth rates, (Poland at 6.6%, Latvia at 10.9%, Lithuania at 9.4%), the increase for Ireland is very significant when compared with our nearest neighbours (Eurostat, 2008). The Enterprise Ireland report also found that in 2007 Ireland's per capita GDP surpassed the per capita GDP of the United States (Enterprise Ireland, 2007).

The Irish Government also implemented a series of national economic programmes from the early 1990's to curb price and wage inflation, invest in infrastructure, increase labour force skills and promote investment. This, according to the report completed by Enterprise Ireland, resulted in an employment increase of 3.8%, with total employment at the end of 2006 standing at almost 2.1 million and unemployment recorded at 4.4% (the third lowest in the EU25⁴) (Enterprise Ireland, 2007).

The result of a survey conducted by Kearney Associates suggested that Ireland was the world's most globalised country ranking 1st in rankings of 62 countries for 14 variables grouped in four areas: economic integration, personal contact, technological connectivity, and political engagement (Kearney *et al*, 2004). But the survey goes on to point out that there are ethical, policy and societal issues facing the Irish economy that have not been present in previous decades. The Irish should, suggest Kearney *et al*, as a traditional emigrant race, be open to the problems faced by our new immigrants, however, we lack the experience, policies, legislation, support organisations and structures found in many other more diverse societies. The economic boom experienced in Ireland in the last 10 years was not a positive experience for all workers, and Kearney *et al* (2004) maintain that the disappearance of traditional, heavily unionised skilled occupations and the fact that work is

⁴ EU-25 European Union of 25 Member States from 1 May 2004 to 31 December 2006 (Belgium, Czech Republic, Denmark, Estonia, Germany, Greece, Ireland, Spain, France, Italy, Cyprus, Latvia, Lithuania, Luxembourg, Hungary, Malta, Netherlands, Austria, Poland, Portugal, Slovenia, Slovakia, Finland, Sweden, United Kingdom)

becoming increasingly casual, leading to greater insecurity, affects migrant workers as these are the very sectors in which they find themselves.

3.1.1 Forces driving Labour Immigration in Ireland

In 2007 because of the increased immigration into Ireland, the Irish Government found it necessary to appoint a Minister to deal with migration issues in Ireland. Thus, Minister Conor Lenihan was appointed Minister of State at the Department of Community, Rural and Gaeltacht Affairs, the Department of Education and Science and the Department of Justice, Equality and Law Reform with special responsibility for Integration Policy. The Minister for Integration, Minister Lenihan, has been involved in matters relating to migration for a number of years and this new post was seen as an important step towards developing policy for migrant workers in Ireland.

Migration into Ireland according to Minister Lenihan in an interview in January, 2008, has occurred against a background of enormous economic and societal improvement. But the rapid shift from a predominantly indigenous and homogenous workforce to a culturally diverse one, he commented, brings significant challenges and opportunities for Irish organisations (Lenihan, 2007). The Central Statistics Office (CSO) Irish Census of Population 2006 data show the changing pattern of migration into Ireland accompanying Ireland's rapid economic growth since the mid 1990s. According to the 2006 Census, there are 419,733 foreign nationals now living in Ireland. In 1996 only 7% of the population was foreign born, this increased to 10% in 2002 and 15% in 2006 (CSO, 2006). Non-Irish nationals do not represent a homogenous grouping and to portray them as such can be somewhat misleading. The nationals of some of these countries are very recent arrivals, others have arrived in big numbers within the past ten years, and some have been here for a long time. The ten largest nationality groups are the UK, Poland, Lithuania, Nigeria, Latvia, United States, China, Germany, Philippines, and France (CSO, 2006).

In her discussion paper on Cultural Diversity, Crowe (2007) explains that simply looking at those overall percentages does not convey how much has altered in the ten years between 1996 and 2006. She highlights the fact that the total population usually resident in the state increased by 16 per cent between these years, but the number of 'foreign born' people increased by 143 per cent. Statistics of foreign-born generally give higher percentages than those of nationality according to the OECD (2007) as 'foreign born' means 'place of birth' as opposed to 'nationality' which may be acquired or changed. The composition of the foreign born numbers in Ireland have changed dramatically also with the actual numbers of African, Asian and new EU states growing considerably (Crowe, 2007).

3.1.2 Non-Irish workers now based in Ireland

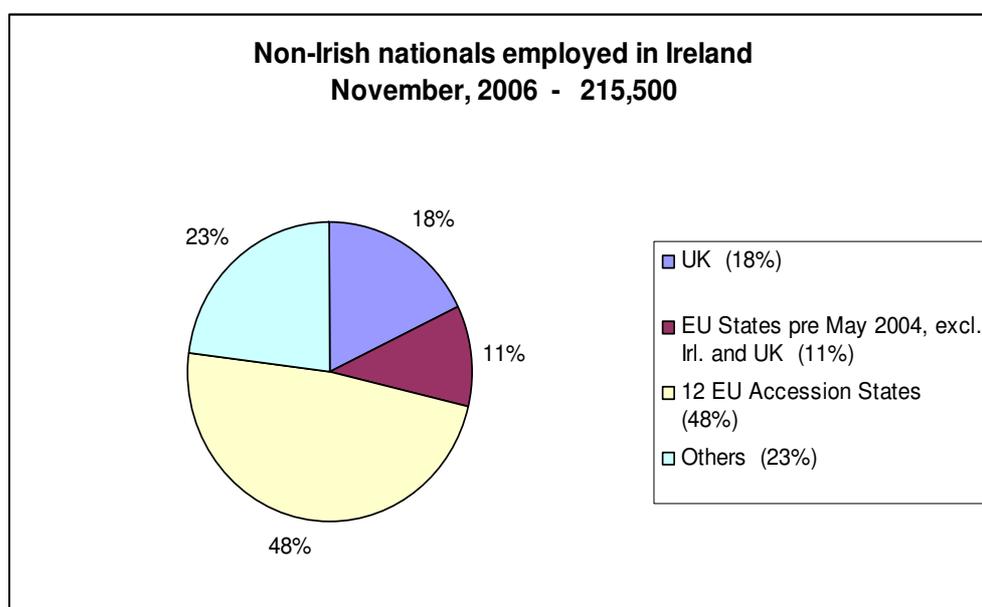
Increases in the immigration population continue in Ireland. The total number of immigrants into the State in the year ended April, 2007 was 109,600 up almost 2,000 on the previous year, and substantially higher than for any other year since 1987. It must be also remembered that a substantial number of those included in the statistics are returning Irish migrants which accounted for 20,000 of the total number of immigrants of 109,600 in 2007. Other immigrants are from the UK (5,900), EU – 12 (52,700), Rest of EU 15 (10,400), USA (2,800) and the rest of the world (17,800) (see Table 3.1).

Table 3.1
Estimated Immigration classified by Nationality
(Source CSO Migration estimates up to April, 2007)

Year	April, 2007,000
Returning Irish	20.0
UK	5.9
Rest of EU (15)	10.4
EU (12 new accession states)	52.7
USA	2.8
Rest of world	17.8
Total	109.6

Of more interest are the numbers of non-Irish nationals employed in Ireland. Figures from the CSO suggest that in November, 2006 this figure was estimated at 215,500 (CSO, 2006). Interestingly nearly half (48%) of the immigrants were from the 12 new EU Accession States (10 of which joined on 1 May, 2004 while the remaining 2 joined on 1 January, 2007). 55% of the immigrants were aged between 25 and 44 years.

Figure 3.2
Census of Population, 2006
(Source: Central Statistics Office, Dublin)



The employment of international mobile workers is considered essential to increasing international competitiveness (Hogan, 2007). At the turn of the millennium, Ireland had already overtaken many countries with a history of diversity such as the UK and the Netherlands in the proportion of foreign born workers in the population (OECD, 2006 quoted in Crowe, 2007). Indeed Barrett *et al* (2006) point out that the rate of change in Ireland has been exceptional when compared for example to the UK, where the non-national population grew only by 2% in thirty years from 1960 to 1990.

Immigration is now an established feature of our society and international trends indicate that it will only continue to flourish with the increased mobility and globalisation of business (Crowe, 2007) and according to projections published by the CSO, Ireland's population will continue to rise, primarily as a result of inward migration.

The breakdown of our non-Irish national workforce is not evenly distributed across industrial sectors, with some sectors having a particularly high proportion of non-Irish workers. According to the Quarterly National Household Survey (CSO, 2006), 25% of the non-Irish national workers are employed in the Hotel and Restaurants sector, 12% in the Construction sector, 11% in other production industries, 10% each in financial services, health and other services sectors, 8% in wholesale and retail and 7% in transport. The services industries, medical and nursing and the catering sectors continue to have the largest numbers of non-Irish national workers.

3.1.3 The Irish Labour Immigration system

Up to 2004, Boucher (2008) contends, Ireland operated a relatively open and 'laissez faire' system of economic migration compared to its European counterparts. However, managed economic migration was seen from then on to be of benefit to the Irish Economy. In general, a sufficient pool of potential migrant labour exists within the EEA (European Economic Area) to meet Ireland's requirements at the lower end of the skills continuum, but Crowe indicates that the pool of labour from within this region, which is likely to migrate to Ireland, narrows appreciably at the higher end of the skills range (Crowe, 2007). The EEA comprises the member states of the European Union together with Iceland, Norway and Liechtenstein—and citizens from Switzerland, which allow entry into Ireland for work purposes (DETE, 2008). Immigration policy and practice are, Crowe believes, significant aspects of the exercise of a country's self-government but in general terms, a state has the right to choose which migrant workers to admit and which not to admit to its state, and to decide what they may do while in the state and when they should leave.

Ireland's membership of the European Union entitles any European, EEA citizens, access to employment in Ireland. Some migrants who are non-EEA citizens can gain access to the Irish workplace by availing of a Work Permit system. A Work Permit is described as an employment permit issued to an employee which permits them to work in Ireland for an employer - but only in the occupation specified on the permit. Some changes were made to the rules regarding Work Permits in Ireland in early 2007. Work Permits are valid for an initial period of two years and can then be renewed for a further three years. After five years, the work permit can be renewed indefinitely. (DETE, 2008)

According to the Department of the Taoiseach in the National Reform Programme progress report (2007), any non-EEA citizens coming to work in Ireland need a permit before starting a job here. New Green Card Permits have also been introduced for all jobs with salaries over 60,000 Euros. Green cards are also available for certain job categories paying over 30,000 Euros. The report suggests that for all the other jobs - a "normal" work permit has to be applied for. Citizens of non-EEA countries who do not require Employment Permits include non-EEA nationals who

- have obtained explicit permission from the Department of Justice, Equality and Law Reform to remain resident and employed in the State
- have been granted refugee status
- hold appropriate business permission to operate a business in the State
- are registered students working less than 20 hours a week
- Swiss nationals

(DETE, 2008)

The Government announced in October 2006 that it would continue to restrict access to the Irish labour market for nationals of Bulgaria and Romania following their accession to the EU on the 1st January 2007 (DETE, 2006). Accordingly, Bulgarian and Romanian nationals continue to require a

permit to take up employment in Ireland and the job will continue to be subject to the current requirement for a labour market test. However those who are already in the State on a valid employment permit for an uninterrupted period of 12 months or longer prior to the 31st December 2006 will not need an employment permit. According to the Government (DETE) employers are expected to satisfy their labour market requirements from within the EEA in the first instance and if this is not possible to give preference to Bulgarian and Romanian nationals ahead of non-EEA nationals.

In January 2007, the Government (DETE) published the new Employment Permit legislation (Employment Permits Act, 2006) which was enacted from 1 February 2007. In their research paper on Migrant Workers and the Irish hospitality Sector, Wickham *et al*, (2008), describe the new system as one that specifies jobs open to migrant workers from outside the EU, but is not based on a quotas or points system such as those in the UK or Australia. Furthermore, they emphasise that 'in a new development since the Work Visa/Work Authorisation rules, both employers and employees can apply for a work permit' (2008, p 10). Under the new regulations, the Irish 'Green Card' scheme is an employment permit issued to a person which allows the individual to work in Ireland with a specified employer in an occupation where skills shortages exist, such as information and communication technology, healthcare and financial services (CIB, 2007, p 134). It is primarily aimed at workers paid more than €60,000 a year. The Work Permit scheme relates to work permits for occupations with a salary of €30,000 to €60,000 a year. In very limited circumstances, they can be issued for salary ranges below €30,000 a year. Wickham *et al* point out that the Work Permit continues to be subject to a labour market test and will not be available for job categories specified in the ineligible job categories list. 4,949 Employment Permits were issued in the first quarter of 2008 (DETE, 2008). While most permits being issued were in the Service Industries, Medical and Nursing and Catering, the Expert Group on future Skills Needs also identified skills which would not be met by Ireland or EEA countries in the ICT, construction, financial services, engineering, pharmaceutical and sales/marketing sectors also (Forfas, 2008).

Table 3.2
Employment Permits issued Jan-March, 2008
 (Source: Department of Enterprise, Trade and Employment. 2008
 (<http://www.entemp.ie/labour/workpermits>))

Year	Month	Issued	
2008	Jan	4949	
		2208	
		Agriculture & Fisheries	92
		Catering	399
		Domestic	51
		Education	82
		Entertainment	12
		Industry	203
		Medical & Nursing	499
		Service Industry	862
	Sport	8	
	Feb	1629	
		Agriculture & Fisheries	92
		Catering	304
		Domestic	34
		Education	34
		Entertainment	6
		Industry	175
		Medical & Nursing	304
		Service Industry	672
		Sport	8
Mar	1138		
	Agriculture & Fisheries	43	
	Catering	201	
	Domestic	32	
	Education	27	
	Entertainment	1	
	Industry	117	
	Medical & Nursing	260	
	Service Industry	443	
	Sport	14	

3.2 Legislation Protecting Employees

In the Ten Year Framework Social Partnership Agreement negotiated between the Irish government and other social partners (Trade Unions and Employer Groups) in 2006, it was decided that given the numbers of new workers coming to Ireland and the increase in the working population in general,

the current system of protecting employee rights was inadequate (Towards 2016, 2006). Ireland has a history of employment protection legislation including the Employment Equality Acts, 1998 - 2004, the Equal Status Act, 2000, the Safety Health and Welfare at Work Act, 2005, Unfair Dismissals Act, 1977, Working Time Act, 1997, among others. All workers, including non-Irish workers, are protected under these Acts of the Oireachtas (Parliamentary Acts) in their workplaces.

The Employment Equality Acts, 1998- 2004, and the Equal Status Act, 2000⁵, protect non-Irish workers under nine grounds, which includes 'Race', while they are also protected under Health and Safety, Unfair Dismissals, Working Time, and other employment legislation to the same extent as all other workers (DETE, 2008). Several cases have been taken against employers by the Equality Tribunal—an impartial forum to hear or mediate complaints of alleged discrimination under equality legislation which is independent and quasi-judicial, and whose decisions and settlements are legally binding (Equality Tribunal, 2008). These employees were judged to have been discriminated against in their conditions of employment or dismissal by employers on the ground of race in terms of Section 6(2)(h) of the Employment Equality Acts, 1998 - 2007 and contrary to Section 8 of those Acts, and compensation was been awarded in several of these cases.⁶ However, despite extensive employment legislation designed to protect all employees, the social partners to the new national agreement deemed it necessary, given Ireland's new diverse workforce, to establish an employment rights authority to oversee the area (Towards 2016, 2006). In 2007, the National Employment Rights Authority (NERA), a statutory employment rights compliance office, was established on an interim basis, and in 2008 on a statutory basis, by the Irish Government on foot of a commitment in this most

⁵ Employment Equality Acts, 1998, 2004 and Equal Status Act, 2000

⁶ DEC-E2008-001 - Ms Ning Ning Zhang (Represented by O'Mara Geraghty McCourt Solicitors) AND Towner Trading (trading as Spar Drimnagh) (Represented by John Sherlock & Co Solicitors) (January, 2008)

DEC-E2008-014 - Mr. Darius Gorys (complainant) Represented by PC Moore & Co., Solicitors vs Igor Kurakin Transport Limited (respondent) (April, 2008)

recent national agreement, Towards 2016. The National Employment Rights Authority mission statement is 'to achieve a national culture of employment rights compliance' (NERA, 2008). The overall objective of this new body is to secure increased public confidence in the system of compliance with employment rights legislation. Three existing units dealing with employment rights have been subsumed into NERA, the Employment Rights Information Unit, the Labour Inspectorate and the Prosecution/Enforcement Unit, bringing many years of experience and corporate knowledge to the new authority (NERA, 2008).

In terms of the staffing of the new National Employment Rights Authority, Minister Kelleher, Minister for Labour Affairs, announced that a major recruitment process was undertaken to provide NERA with the necessary resources to achieve its objective of securing compliance in employment rights (Kelleher, 2008). Staff have been put in place which now include eight inspectors proficient in a range of Eastern European Languages, bringing the total number of inspectors to 90. Intensive and detailed training is provided to all new staff to support them in their roles. NERA Information Services provide impartial information on a wide variety of employment rights legislation to employees and employers by telephone, in writing, by email and through ongoing public awareness programmes (NERA, 2008). According to the Minister, NERA's information services dealt with almost 100,000 contacts in 2007. This included the information telephone line which dealt with 93,000 calls throughout 2007. Staff also dealt with 5,800 email contacts and 990 personal callers. He suggested that these numbers would increase in 2008 as NERA's profile increased but hoped that, 'over time, it might be expected that as the message gets through about employment rights, and as workers become more assertive and proactive in pursuing entitlements, direct personal contact with NERA might level off. It will be interesting to track these trends, he said, but in any event, NERA is geared to respond, will remain flexible in its deployment of resources and is committed to getting its message across' (Kelleher, 2008).

In strengthening the powers in the area of labour inspections and the provision of greater penalties for offences, the Office of the Parliamentary Counsel drafted the Employment Rights Compliance Bill which, when it becomes legal in 2009, will allow for penalties arising under employment law of up to €5,000 and/or 12 months imprisonment for summary offences and €250,000 and/or three years imprisonment for indictable offences (DETE, 2008).

Other legislation is also being put in place by the Irish Government which will protect non-Irish workers rights. For example the EC Directive on Agency Workers is expected to be transposed into Irish legislation within the next three years. As recently as 9 July, the Employers Group IBEC suggested that it was not altogether happy with the new Directive, indicating that any local agreement to provide workers supplied to companies through employment agencies with the same pay and conditions as regular staff after three months would be "quite inappropriate" (Irish Times, 2008). The EU directive on agency workers, IBEC recommended, should not be adopted by the Irish government until best practice in Europe had been examined. Discussions on its adoption are ongoing.

3.3 Approaches to Immigration in other countries

Migration is a feature of most countries. However, successful integration of migrants into a host society depends primarily on the attitude of the citizens of the host society, and the policies of the current Government of the country (Gray, 2006). In the 19th and early 20th century, native-born Americans widely perceived immigrant groups such as the Irish and Italians as 'inferior groups' and as a result they were treated in racialised ways (Brown and Bean, 2006). America's assimilation strategy failed for the most part in its attempt at the achievement of a completely assimilated migrant population, and as Brown and Bean point out the Civil Rights Movement of the 1960's highlighted how this policy had failed African Americans. They point to the Civil Rights Movement as 'igniting decades of backlash that stressed racial disadvantage and the persistence of racial and ethnic

identities' (2006, p 6). A key question raised by Brown and Bean is how government policies such as those concerning resettlement and language training can ease economic mobility of immigrant groups.

Australia has also been seen negatively in its policies on immigration in the past. In 2002 describing a very culturally diverse Australia, Thompson *et al*, (2002) in their paper exploring equitable access to local government services, found that political opponents of multiculturalism support an environment where 'services have been removed from most new migrants'. Thompson and her colleagues also reported that 'The Bureau of Immigration, Multicultural and Population Research [is] dismantled, and English as a Second Language' funding has been drastically cut back', while Dunn *et al* (2001 p 2478) refer also to the 'considerable opposition to multicultural policy development in Australia'.

Grillo (2007) now suggests that Europe too is becoming more racially intolerant. Other writers agree, suggesting that in central Europe xenophobic parties have emerged – the National Front in France, the Freedom Party in Austria and the Northern League in Italy (Triandafyllidou 2000 in Roderíguez-Pose, 2003). Some Member States are seen as being less welcoming to immigrants, most notably France, which, according to Gilligan (2006), is the country most often cited as assimilationist; and she also depicts the Netherlands and the U.K. as multiculturalist with growing segregation because, she concludes, ethnic minorities are not learning about the host societies, as evidence by riots in October, 2005 and November, 2007 in Paris' northern suburbs where riots broke out between French riot police and African and Muslim immigrants. Roderíguez-Pose points out that other European countries have also shown tendencies towards xenophobia, with immigrants in these countries often being represented as 'a threat to national culture' (Triandafyllidou, 2000 cited in Roderíguez-Pose, 2002). As a result of large migration flows toward Europe from countries with young and dynamic populations where employment is limited, the European Union, in an attempt to

restrict this flow of migrants, have implemented harsher controls and put legislation in place particularly in an attempt to restrict movement of non-EU migrants. In a recent communication from the Commission to the European Parliament, the Council, The European Economic and Social Committee and the Committee of the Regions, entitled 'Towards a Common Immigration Policy', Immigration Policy was seen as presenting both 'a challenge and an opportunity for the EU'. However, there is also the suggestion that 'fighting illegal immigration requires particular efforts from relevant authorities' and 'a lack of integration of legal migrants carries real socio-economic costs' (2007, pg 2). Indeed during the 1980's Member States in the EU discussed the meaning of 'free movement of persons' and on the 14 June 1985 five Member States, France, Germany, Belgium, Luxembourg and the Netherlands, established what is referred to as the 'Schengen Area' which was an attempt to control internal borders in the EU. Later the foundations of a common immigration policy were established under the Tampere and Hague Programmes and in 1997, 13 further Member States joined this agreement when they signed up to the Amsterdam Treaty (CEC, 2007). The Schengen Area gradually extended to include every Member State, with the exception of the United Kingdom and Ireland, leading to the abolition of internal borders but the strengthening of external borders outside the EU area. Roderíques-Pose suggests that this co-ordinated migration policy, involving standardisation of control of EU external borders with tougher border controls, common visa policies, creation of databases containing information on immigrants, and co-ordination of police activities throughout Europe, has produced a 'Fortress Europe', He also argues that this tightening of external borders is as a result of pressure from indigenous populations arising from 'an increase in xenophobia and racism in Europe' (Roderíques-Pose, 2002, p 106). This European legislation on migration has, he argues, produced a negative portrayal of immigrants, with immigration being seen as a security issue, a cost for European societies and as something to be restricted. While Dulffer (2007) suggests that for most EU citizens the abolition of internal borders means freedom of movement, the strengthening of the external borders 'has little tangible effect' and she suggests that there are very few people who would actually advocate the idea of a 'European Fortress' designed to

keep the outside world out. She claims that ' Europe's low birth rates mean that it needs immigrants, and countries like France, Germany, Denmark, Britain, Italy and Spain are considering adopting a policy of controlled immigration to facilitate this' (Dulffer, 2007, p 5).

Some countries have only recently been faced with immigration, while others have dealt with immigration and integration challenges for decades, but not always with satisfactory results. The most explicit European experiment in multiculturalism was developed in the Netherlands in the 1980s in response to the increased influx of "foreigners" (Verkuyten, 2006 p 150). Verkuyten points out that Dutch policies saw immigrants according to their group membership and not primarily as individuals. However, many theorists are now critical of multicultural policies and have questioned the basic assertion and assumptions of multiculturalism (e.g., Barry, 2001). The Netherlands and other European countries have, in fact, retreated from their multiculturalism policies of the 1980's and have moved to an integration stance. According to the European Commission legal migration and integration of third-country nationals are part of an important debate today across the European Union with most Member States now experiencing migratory phenomena and are confronted with integration challenges (CEC, 2005).

Although many of the policies of the past in these countries can be criticised on multiple grounds it appears that some have adopted more relaxed strategies in recent years. According to Verkuyten (2006) a move towards a policy of integration has not been confined to European countries, but can be seen in the immigration policies of numerous countries, including Australia and Canada. Indeed, the US, Canada, Australia and New Zealand are seen by most as more accommodating to migrants with EU members states being slightly more restrictive (ICI, 2003). According to Krikorian (2007) in a complete turnaround, Americans are now perceived as the least xenophobic of people with more immigrants being provided with visas to the United States than ever before. Australia too while once following explicitly racist 'whites only' policies, now uses a points based system to assess potential

immigrants with a large degree of transparency, fairness and efficiency and Australia's immigration policy allows for the granting of Resident Visas of up to 152,800 new settlers per year (Australia Immigration, 2008). Canada still accepts more immigrants per capita than any other major country in the world, with most Canadians supporting the diversity and immigrants in their country (Adams, 2007). Adams believes that Canada views its immigrants as key players in the process of building a constantly-changing nation. OECD figures for 2005 (quoted in Richardson, 2007), suggest that 75% of all migrants travelled to only 28 nations with the majority immigrating to Europe, Canada and the United States of America. The United States while following stricter immigration policies since 9/11, according to Shachar, (2006), continue to have long-term immigration as their goal in their effort to attract the best international 'knowledge migrants'.

This 'race for talent' that Shachar refers to, resulted in European governments in the 1980s beginning to recognise that there was a real need to cooperate on attracting 'the best and brightest worldwide' in the context of intergovernmental agreements and existing EU institutions (Shachar, 2006, p 148). This, according to Favell, led to the drafting of a series of substantial policy questions for the European Union concerning migration and minorities, with agreements and treaties such as Schengen, Amsterdam and the Dublin Convention leading to some agreement on policies including free movement of migrants and immigrant controls (Favell, 1998).

Day-to-day interaction among people belonging to different cultures is a reality in Europe, according to a Survey conducted by the Gallup Organisation requested by the Directorate General Education and Culture and co-ordinated by the Directorate General Communication in December, 2007 'Intercultural Dialogue in Europe'. In this latest survey, EU citizens were asked to report their patterns of interaction with people of different cultural backgrounds. They were also asked about their general attitude towards cultural diversity (Gallup, 2007). With 27,000 randomly selected citizens interviewed in the twenty-seven Member States of the European Union, this provides very

comprehensive findings presenting insights into the attitudes of citizens to people of different backgrounds. Almost three-quarters of EU citizens believe that people with a different background enrich the cultural life of their country, with 83% believing that intercultural dialogue is beneficial, though a majority of these believe that carrying on their own cultural traditions is equally important. Very positively, 77% of Irish citizens suggested that they had some interaction with people from different cultures, while 84% suggested that the presence of people from various backgrounds enriched the cultural life of their nation.

The guiding principle of the Government's integration strategy, is the avoidance of the creation of 'parallel societies' or 'urban ghettos', according to the Minister of State for Integration, speaking at the publication of a Government strategy statement on Integration (Lenihan, 2008). He pointed out that in other European countries difficulties such as these often surfaced with second and third generation immigrants and so the challenge for Ireland was to avoid that. The document, referred to as the 'Migration Nation' strategy, formalises the Government's thinking on many of the priority areas around citizenship and education. Among the four 'key principles' of the policy is a 'partnership approach' between Government and non-governmental organisations and a strong link between integration policy and wider social inclusion initiatives and strategies.

However, Boucher (2008) argues that Ireland is lacking a coherent integration policy, describing it as 'more of a collection of policy statements and piece-meal, reactive policy responses to immediate policy problems arising from immigration and integration' (p 2). He argues that successive Irish governments and civil servants have failed to construct a systematic integration policy for the past decade, describing the current Irish policy as a 'laissez-faire' approach. This approach to integration, he suggests, is similar to other EU member states, and may result in an Irish society that is 'socially exclusive' and not 'socially cohesive'. But, according to Feldman (2007) 'no one person or

organisation has the capacity to effectively address these complex challenges on their own' referring to the activity of stakeholders across all sectors with respect to immigration and integration (p 8).

3.4 Conclusions

As can be seen from CSO figures inward migration has been on the increase in Ireland since the late 1980's primarily as a result of the infamous 'Celtic Tiger' economy. Migrants according to Boucher (2008) have been treated in a 'laissez faire' manner by Irish Governments in the past 10 years, but the current Government is preparing a new strategy of integration which it feels will encourage more immigrants, but will also motivate them to stay, once they are here. A coherent approach to the learning and development of these workers is vital if Ireland is to remain a competitive economy, and research conducted by the Expert Group on Future Skills Needs confirms this (2007).

This chapter examined the latest figures in terms of inward migration to Ireland and the migration system and legislation currently in place for the protection of Irish workers. The manner in which other countries have dealt with migration was also examined together with their strategies for learning and development of those migrant workers. Against an identified decline in budgets for training and development, the following chapters analyse the findings of two surveys, quantitative and qualitative, in terms of the challenges facing organisations, particularly to learning and development, for their increasingly diverse workforces.

Chapter Four
Analytical Framework and Methodology

4.0 Introduction

It is very important when undertaking any research to have an understanding of epistemological and ontological debates, an awareness of the differences between positivism and phenomenology, and a knowledge of the pros and cons of qualitative versus quantitative research.

This thesis focuses on the challenges facing organisations in the management of the training and development of their non-Irish workforces. This chapter sets out a conceptual framework for subsequent analysis based on a triangulated approach comprising quantitative and qualitative data. It details the design of the empirical research including the themes that were identified and explored, the sites that were chosen and the techniques used for data collection and analysis. It is divided into four sections; the first section identifies the overarching key research themes and issues that arose from the literature review. It proffers the potentially significant findings and assertions emanating from this review and an explanation of the development of the research propositions. The second section follows with a justification of the methodological choice. This section also synopsis the pilot study and deals with the issue of validity. The third section details the methods employed in the fieldwork, including the identification of participants and the sources of evidence. The schedule of the fieldwork is detailed. The fourth section outlines the description of the approach to data analysis.

The proposed methodology involves quantitative and qualitative research occurring simultaneously for the most part. According to Denzin and Lincoln (2005) qualitative research involves an interpretive, naturalistic approach to its subject matter. And while they agree that both qualitative and quantitative researchers are concerned with the individual's point of view, 'qualitative investigators think they can get closer to the actor's perspective through detailed interviewing' (2005, p 16). Creswell (1994) also suggested that through qualitative investigation the researcher builds a complex, holistic picture, analyses words, and reports detailed views of the participants.

Qualitative research interviews were chosen as one of the methods of data collection primarily because of the exploratory nature of the study being undertaken. It was indeed necessary to understand the reasons for the decisions that the research participants had taken and to understand the reasons for their attitudes and opinions, which, according to Saunders *et al* (2003) lends itself to qualitative research. A qualitative approach was also chosen to emphasise the researcher's role as an active learner and to be able to understand the challenges facing organisations from the participants view rather than as an expert in the area. Some of the semi-structured interviews were conducted after the quantitative research had been completed, since the quantitative research measured the extent to which existing findings as identified via secondary research/literature review are applicable to non-Irish national workers in Ireland and identified those issues that merited more in-depth investigation. In other words, the quantitative research stage tested existing findings and identified additional actors, issues, influences, complexities, and/or relationships to be examined via the qualitative approach.

4.1 Identifying Key Research Themes from the Literature

The initial task is to identify from the literature review, key research themes and issues that would comprise the initial focus of this research. A number of key themes emerged from this review that informed this study and will be outlined now. Chapters 2 and 3 underpin the review of literature and context. In identifying the research problems a number of key messages can be distilled from the literature. The Irish government and employers of a now very culturally diverse workforce must approach the integration of that workforce with care if Ireland is to remain successful in a very competitive global economy, therefore it is important for employers to have a clear understanding of different acculturation strategies and their importance in terms of the workplace. In our quest to become a knowledge based economy, the knowledge, skills and abilities of the workforce require careful managing. Training and development in organisations is essential for the ongoing improvement in performance of all employees. In managing the integration and further development

of this culturally diverse workforce, the acquisition of the language of the host country is an important consideration for migrant workers. The way in which Irish organisations are approaching the language requirements of their workers is important in terms of their successful integration into the workforce and Irish society in general. If Irish organisations wish to retain and develop this labour resource, they must not only manage the language requirements of their migrant workers, but also must manage the learning and development of these workers. An understanding of the complexities of training and development of workers from different cultures and backgrounds is vital.

'Researchers have clearly established that there is no single or dual learning style for the members of any cultural, national, racial or religious group' (Dunn, 1997, pp 74-75, quoted in Burke-Guild, 2001). How Irish organisations approach the learning and development of their non-Irish workers is under researched and strategies employed by these organisations were examined. While there is no suggestion that culture explains all learning and development differences, the science of learning and development must place cultural issues at the centre of all investigations.

4.2 The Qualitative Researcher-as-Instrument

The aim and objectives of this study were derived from reviewing the literature. These drove the deductive aspect of this study and provided a conceptual framework with which to focus and bound the research.

There are many valid reasons for doing qualitative research but a crucial one according to Strauss and Corbin (1997) is the nature of the research problem. Thus, the choice of research strategy is governed by the questions the researcher asks. As in the present research, the questions are about the how and why of the integration of a foreign workforce and the training and development for that workforce. This study lends itself to the use of semi-structured interviews for employers, regulatory

bodies, Trade Union groups. Semi-structured interviews were also held with five employees as well as a detailed quantitative questionnaire for 46 other employees.

4.3 Internal Validity and Triangulation

The primary reason for choosing this dual method approach is not only due to the assumption that no research methodology is free of errors but that researchers should look at a problem from as many angles and using as many methods as possible. This mixed-method approach facilitated greater understanding of the issues involved in the current research. There is a significant body of literature that supports the dual method approach and there is support for triangulation which adds context to the data collected. According to Fielding and Schreier (2001, p 2) triangulation, a combination of methods, ensures 'a larger, more complete picture of the phenomenon under study'.... and is necessary in order to gain any (not necessarily a fuller) picture of the relevant phenomenon at all'. Neuman (2000) also recommends a 'triangulation of methods' mixing qualitative and quantitative styles of research and data, indicating that two methods have different complementary strengths (pg 125). A study using both methods, Neuman suggests, is fuller and more comprehensive.

The reason for the quantitative research is twofold. Some data regarding the current migrant population is available from Census and other government statistics and these figures were used as a starting point to validate the population under study in terms of industry sectors, ages of respondents, education and work experience. However the current research also endeavoured to ascertain the current management practices, particularly in the area of training and development, of Irish employers in relation to their non-Irish national workforce and the way in which these employees perceive these practices. The survey (given the timeframe) was small scale, and therefore it was not practical to attempt to be representative or to use random sampling from a sampling frame. However Seale (1998) argues that in these circumstances it might be better use of

resources to select people for interview who vary and might later throw up interesting findings that could be confirmed in a later study. Thus participants for the interviews were chosen to represent all interested stakeholders, to include public and private organisation, large and small companies from a wide range of industry sectors, as well as non-Irish employees, Trade Union Groups and several Regulatory Bodies, while the questionnaires were completed by non-Irish employees.

The questionnaire was completed by 46 non-Irish national employees in a number of organisations in the Dublin area in Ireland. Permission was sought and received from a number of public and private sector organisations, with a questionnaire agreed with the Learning and Development or Human Resource Managers of these organisations prior to distribution. Questionnaires were distributed randomly by the organisations and a stamped addressed envelope was provided to facilitate return of the completed questionnaires directly to the researcher, thus ensuring anonymity for the respondents. The questionnaires were analysed using the software statistical package for social scientists, SPSS.

While the semi-structured interview was the chosen qualitative method, alternative methods were considered. For example focus groups which would have allowed a discussion among interested stakeholders of the issues and challenges facing organisations were considered. However, according to Neuman (2000), focus groups should be homogeneous units to reduce conflict, and it was considered that this could not be achieved with the participants in this research. Focus groups containing only employees or employers may have appeared homogeneous, however it was felt that different individuals would feel constrained in discussions with their competitor organisations and the focus groups may not have been useful in this respect. On balance, it is felt that semi-structured one-to-one interviews were more appropriate to the research question above, in the timescale available.

The qualitative element of this research used non-random samples with the selection of individuals being chosen based on a preset number of cases in each of several predetermined categories to reflect all viewpoints, referred to as 'purposive or judgemental sampling' (Neuman, 2000, p 198). This purposive sampling was appropriate allowing the researcher to reach particular groups, for example trade union groups, employers, employees and regulatory bodies. The importance of choosing specific groups allowed for intensive interviews to generate insights, differences of opinion and variations of attitudes among these groups. Individuals selected for participation in these interviews were from a number of public and private sector organisations. The sampling frame was a 'non-probability, convenience sample' where the respondents were selected at the convenience of the researcher, via their organisations. Convenience sampling, according to Bryman, is seen as a legitimate way of carrying out research, with social research is frequently based on this type of sampling technique (Bryman, 2001, pg 100). The sample consisted of companies that included two hotel groups, two public transport companies, a regional airline, a mapping agency, a retail/wholesale company, an airport baggage handling provider, two hospitals, a medical devices company, a surveying company, a construction company, and several public or semi-state companies. Government agencies interviewed included the Health and Safety Authority (an organisational psychologist and staff from the construction policy side of the organisation), the Equality Authority, the Irish Business and Employers Confederation and the Small Firms Association as well as several Trade Union groups. Five employees were also interviewed. These five employees had not previously filled in the quantitative data questionnaire and were unknown to the researcher but were contacted by email following approaches made to them by a non-Irish work colleague of the researcher.

In relation to accessibility, agreement was obtained from a number of Learning and Development Specialists, Training Managers, Human Resource Managers and Health and Safety Managers within the aforementioned organisations. Agreement to be involved in the interviews and to distribute

questionnaires was sought. As there would have been some difficulty in accessing a sampling frame to include non-Irish workers in different sectors and different industries for the quantitative analysis, a form of 'snowball sampling' was used to access these participants. Snowball sampling is described by Bryman (2004) as an approach where the researcher 'makes initial contact with a small group of people who are relevant to the research topic and then uses these to establish contacts with others' (pg 100). In this research initial contact was made with the HR or Training manager of a number of companies, who then established contact with non-Irish workers in their organisations who agreed to complete the questionnaires. This 'convenience, snowball' sampling provided interesting data, but it was important to be aware of the limitations in terms of generalisability of the data (Bryman, 2004).

With regard to access to secondary sources of information such as textbooks and journal articles, the DIT library is recognised as one of the best in Ireland, having for instance, through its e-journal portal, access to over 16000 full text journals. The on-line facilities in the University of Leicester Library were also accessed and were found to be very useful in the area under research. The Staff Training and Development Office at the DIT also provided funding for visits to Centre for Labour Market Studies in the University of Leicester.

The research is both academic and analytical and my interest in the area emerged during completion of several modules on the doctoral programme, including Knowledge Management and the Learning Organisation, Workplace Learning and most recently Culture and Human Resource Development. The enactment of the Health and Safety Legislation in Ireland in 2005 in relation to provision of training and information to non-Irish national workers also prompted me to examine this area. The research was deemed to be feasible taking into consideration the time frame. It is an appropriate subject area for a Doctorate in Social Science with a specialism in HRD. To date no such study has previously been carried out in Ireland, however there is an urgent need identified for such research to be carried out as evidenced by the Research Programme suggested by the Health and Safety

Authority in 2006. As outlined above, it is a topic of some priority and significance given the challenges facing Irish employers in this multi-cultural economy.

The research can be continued subsequent to submission of the doctorate. The research can be carried out with additional groups of workers and industry sectors as well as in different European jurisdictions.

4.4 Generalisation

Generalisability involves according to Mason (2002, p 39) 'the extent to which you can make some form of wider claim on the basis of your research and analysis'. To what populations, settings or scenarios can the effect be generalised? In this study, as a number of cases are to be considered, the researcher can investigate whether the findings are replicable in the other sites where the theory or propositions has specified this should occur. In this study, other employers and employees would have similar experiences where, due to the context and its conditions, similar findings would be expected.

4.5 Pilot Study

There were three key phases of the empirical research; the first was the pilot study, piloting the research approach is an invaluable aid, to enable the researcher establish the parameters of the research protocols. Issues such as the length of interviews, the number and type of questions to be asked, the instructions and the clarity required, as well as removal of questions that do not yield relevant data can be dealt with.

Two pilot studies were carried out in January, 2008 and comprised completion of four employee questionnaires and five semi-structured interviews with key respondents; two employers, one employee, one regulatory organisation and one Trade Union group. A number of questions were

derived and tested. Feedback from participants was used to modify the questionnaires and interview questions. This data provided preliminary information on the research phenomenon from the perspective of both employers and employees. These interviews were guided by the findings of the literature review as reviewed above. The purpose of the pilot study was to explore the area and to guide the shape of the methodology selection and data collection. The process was seen to be formative at that stage.

Taking these pilot studies into consideration a set of questionnaires for employees and interview questions for the semi-structured interviews were compiled. Initially, a set of 15 questions for the interviews was used in the pilot study. However, a number of modifications were made through this process. The aim in interviewing, according to Mishler (1986, p 15), is to ascertain respondents 'true' opinions and to minimise distortions in their responses that may result from question or interviewer variables. Therefore, questions were examined to avoid a negative or positive bias and also to sequence them appropriately. The interviewer was also aware of the possibility of expectations or attitudes of the interviewer herself being communicated to the interviewee and was careful to remain strictly to the questions on the interview sheet, with requests for clarification made where appropriate and no judgemental or biasing statements made. The initial questions were used to elicit general information from the respondents particularly in relation to the numbers of non-Irish workers employed by the organisations, their ages, and education details. The main bulk of the questions were purely qualitative in nature and endeavoured to yield information regarding the migration strategies and the learning and development practices of the organisations. Questions for the regulatory bodies while similar in nature were geared towards eliciting information regarding their policies and views as regulators and policy makers in Ireland. Employees and employers displayed a huge interest in the topic under investigation and were very up to date with strategies in terms of the current government proposals to integrate non-Irish workers into the workforce. These respondents were very forthcoming with opinions regarding language acquisition, and learning and

development practices currently in use. Most of the organisations and employees interviewed had little knowledge of the influence of culture on styles of learning.

The pilot phase guided the final choice of questions for interview. Questions removed included those regarding employee empowerment and performance management which proved not to provide information that was relevant to the current study. The pilot study also influenced the decision to proceed with semi-structured interviews and to use questionnaires for employees. While the semi-structured interviews led to a great richness of descriptions of the process and the challenges that were emerging, the questionnaires from employees provided quantitative data which could be used to examine employees own perceptions about their learning and development.

4.6 Timeline of Data Gathering

Reaching closure in data collection through stopping the addition of further interviews, is described by Glaser and Strauss (1967) as the point that is reached where researchers are observing phenomena that have been seen before. This point was reached with 33 interviews as the researcher found that identical responses were being elicited from the respondents in all groups.

With respect to interviews Mason (2002) suggests that researchers need to make a record of observations, interpretations, and experiences of the interview. Detailed transcripts from recordings should be made as well as summaries of the verbatim transcripts. These primary data sources; interviews, observations and notes will be detailed in the following subsections.

The interviews were conducted over the six months from January, 2008 to June, 2008. Thirty two of the thirty three interviews were in fact completed by mid May, however the final interview with the Minister for Integration in the Irish Government was not conducted until the 18 June due to the

Minister's full calendar. Two interviews were conducted via telephone with the rest being face to face. See interview schedule (Table 4.1).

Table 4.1
Qualitative Interviews conducted January – June, 2008

	January 2008	February 2008	March 2008	April 2008	May 2008	June 2008
Employers	—————→					
Trade Unions		—————→				
Regulatory authorities			—————→			
Minister for integration						—————→

4.7 Questionnaires

Questionnaires⁷ were distributed through public and private organizations to 100 employees disseminated through the Human Resource managers and other interviewees in 20 organisations, most of whom were subsequently involved in the qualitative research. HR managers were required to distribute 5 questionnaires to a random sample of their non-Irish workers. Employees were assured anonymity and were provided with a stamped addressed envelope which could be returned directly to the author thus bypassing their direct manager or HR manager. 46 completed questionnaires were received and were analysed using the software package for social science, SPSS (Statistical Package for Social Sciences). Response rates are important because the lower a response rate, the more questions are likely to be raised about the representativeness of the sample. A 46% return is thought to be excellent, as according to Neuman (2000) a response rate for a mail survey of 10% is common. Response rates which are, according to Neuman, always affected by the method of distribution, can be increased with the inclusion of a cover letter and a return envelope with postage paid. The use of these and the assurances of anonymity succeeded in increasing the

⁷ See Appendix 1- Employee Questionnaire

expected low rate of response. As previously suggested the sampling method was based on a convenience sample. The researcher endeavoured to impress upon the managers who distributed the questionnaire, that a random sample was preferred, however, there could be no guarantee that the respondents chosen by the organisations were an accurate representation of the research population (Bryman, 2004).

4.8 Interviews

The selection of respondents for interview was completed through a number of means. Identification of the key actors in the area, included employers from both the public and private sectors and from large as well as small organisations as well as a wide range of industry sectors. Employees from industry sectors with large numbers of non-Irish workers, relevant Regulatory bodies and Trade Union groups were also required. Each interviewee was contacted via letter and/or email⁸, followed up by on average three phone calls/e-mails; the final number of interviewees in the Trade Union Group was four, in the Regulatory Group was five, five employees, fifteen employers and four management consultant groups were interviewed. There was a significant difficulty in making contact with some potential interviewees, particularly the Regulatory and Trade Union groups, however a fair representation of these groups was eventually achieved and in fact all of the main policy makers were eventually contacted and agreed to be interviewed, including the main employers representative groups, the Health and Safety Authority, the Equality Authority and the Minister for Integration in the Department of Enterprise, Trade and Employment. Trade Union groups also included the main umbrella group for all Trade Unions in Ireland known as the Irish Chambers of Trade Unions (ICTU). Three of the 15 companies were from outside of the Dublin area, namely Galway, Sligo and Clonmel, however all other companies were from the greater Dublin area.

⁸ See Appendix 2 – Letter/Email requesting Interviews

The interview questions⁹ were derived from the objective of the study, which was to examine the challenges facing organisations in the management of their non-Irish workforces particularly in the area of Learning and Development and provision of information with sub-questions regarding the integration of non-Irish workers, the importance of language acquisition in relation to integration and development of employees and the current practices of organisations in terms of the learning and development of their non-Irish workforce. This was done using a standard set of questions with each participant. Questions were provided prior to the interview to ascertain certain pieces of information in relation to numbers of non-Irish nationals, ages, genders, and levels of education expected, which were useful as a starting point. The questions for the main interviews were left sufficiently broad in order to build up a picture of the approaches, practices and policies of the various groups. The questions focused on general issues facing employers and employees, issues in relation to English language acquisition, training and development, with particular emphasis on health and safety training and evaluation of the learning and development of workers. While all areas were covered during the interviews with each grouping, questions were phrased slightly differently for the Trade Union and Regulatory groups¹⁰. Questions for the final interview with Minister Lenihan were designed to complement the interviews with other policy makers¹¹.

Details of the research together with a list of questions were provided to all interviewees prior to their interviews. All organisations received similar questions with a number of very specific questions relating to government policy and employer practices as appropriate. Each interview was conducted with the researcher responsible for the interview. Interviews lasted from between 40-75 minutes with an average of 50 minutes. Interviews were recorded using an Olympus Digital Recorder, VN-3100PC. Computer software (Olympus DSS Player) was then used to copy the recordings to the computer. Immediately after the interview the researcher recorded and crosschecked facts as well

⁹ See Appendix 3 – Questionnaire for Employers

¹⁰ See Appendix 4 – Questions for Regulatory Bodies

¹¹ See Appendix 5 – Information and questions for Minister Lenihan

as jotting down impressions. In addition the researcher asked of herself 'what learning had occurred' and 'what facts had to be followed up'. All recordings were transcribed by the researcher herself using a headset and foot pedal to aid audio transcription. As Mishler (1986, p 50) warns systematic transcription procedures are necessary for valid analysis and interpretation of the data.

Transcriptions were contemporaneous so that findings and other crosschecked notes would be fresh. This allowed for follow up regarding documents or key respondents that were mentioned during the interview. The process was iterative checking and cross checking with other interviews and documents as themes began to emerge from the data. Therefore, data analysis proceeded as data continued to be gathered. All transcriptions were then summarised by the author with all relevant data and direct quotes from respondents recorded¹². Summaries were then forwarded to all the interviewees for their approval. A number of interviewees suggested minor changes to the original summaries where they felt they had not been clear in their original interviews, however most of the interviewees were content with the original summary¹³. Transcription and summary of the interviews was very time-consuming, however this was felt by the author to be a very important and useful exercise which involved listening to recordings a number of times, verbatim transcribing and eventual summary of all interviews. This ensured a very in-depth understanding of the interviewees' perspectives, with the issues facing organisations in these areas becoming clearer with each interview.

The following is a list of organisations interviewed, together with details of the organisations which highlights the broad range of sectors covered by the qualitative interviews.

¹² See Appendix 7– Sample Summary of Interviews

¹³ See Appendix 8 – Letter of approval and thanks

Table 4.2 List of organisations and individuals participating in the Survey

No.	ORGANISATION	DETAILS
1	Minister of State for Integration, Dail Eireann	Minister Conor Lenihan, Minister of State with special responsibility for Integration Policy at the Department of Community, Rural and Gaeltacht Affairs, the Department of Education and Science, the Department of Justice, Equality and Law Reform
2	Irish Employers Group	Employers Group with 7,500 members from all industry sectors, of all sizes, and from all parts of Ireland. IBEC offers members direct services as well as an opportunity to participate in enterprise and business policy formulation.
3	The Equality Authority	The Equality Authority is an independent body set up under the Employment Equality Act 1998. The Equality Authority seeks to achieve positive change in the situation and experience of those groups and individuals experiencing inequality in the workplace
4	Health and Safety Authority	The Health and Safety Authority (HSA) has responsibility for the administration and enforcement of health and safety in the place of work.
5	Small Firms Association	The Small Firms Association (SFA) is the national organisation exclusively representing the needs of small enterprises in Ireland. The SFA provides economic, commercial, employee relations and social affairs advice and assistance to its 8,000 member companies
1	Wholesale and Retail Organisation	Retail and Wholesale organisation with 8,000 staff
2	Aircraft Maintenance Company	Aviation Sector employer
3	International Airline	Aviation Sector employer
4	Construction Fire Security Company	Fire Security Firm within the Construction Industry Sector – Romanian Manager
5	Public Transport Company	Irish Transport company situated in Dublin
6	Small Government Department	Public sector Government department
7	Surveying Company	Survey company based in Dublin
8	Regional hospital	General Hospital based in West of Ireland
9	Banking organisation	One of the largest banks in Ireland
10	Regional Public Transport Company	Transport company providing transport to all of Ireland
11	Food Processing	Food Processing Industry situated in Dublin
12	Hotel Group	Hotel Group situated in the West of Ireland
13	Medical Devices Company	Large multinational Medical Devices manufacturer situated in the midlands
14	Public Sector Large company	Public sector organisation employing 400 staff
15	Hospital	Dublin City centre Hospital
1	Health and Safety Authority Inspector	Health and Safety Inspector working specifically with the construction sector employers
2	Training Organisation	Training Organisation working with Ethnic Entrepreneurs with particular interest in language training for migrants.
3	HR consultant (Hospitality sector)	Private consultant working with the hospitality sector in Dublin area
4	Risk Management Consultant	Risk Management sector – with specific interest in the Construction Industry
1	Trade Union	Private Sector Trade Union
2	Trade Union Latvian/Polish Organisers	Two organisers in large Trade Union
3	Trade Union	Public Sector Trade Union
4	Trade Union	Largest civil society organisation on the island of Ireland, it is the umbrella organisation representing and campaigning on behalf of some 832,000 working people. There are currently 55 unions affiliated to Congress, north and south of the border.
1	Polish Employee – Public Sector	Employee working in the public sector – government department
2	Italian Employee – Telesales Company	Employee working in the private sector – telesales company for IT industry
3	Andoran Employee – Aviation Company	Employee working in the private sector – small airline company
4	Portugese Employee – Aviation Company	Employee working in the private sector – large airline company – call centre
5	French Employee – Tourism sector	Employee working in the private sector – small company in tourism rental sector

4.9 Data Analysis

Data from the employee questionnaires was analysed using the computer software package, SPSS which proved to be very useful in the analysis of employees perceptions about a range of issues, including their integration in the workplace, their understanding of the importance of English language acquisition, and their interpretation of the relevance and importance of the training and development strategies of their organisations.

A large amount of data was collected in this study during the semi-structured interviews and a method to order the data and make sense of it was required. This section outlines the choices that were made in classifying and extracting meaning from the raw data.

Whether one ascribes to the step by step processes of Strauss and Corbin (1998) with regard to data analysis, or the less focused approach advocated by their erstwhile colleague Glaser, there are a number of crucial guidelines for allowing both deductive and inductive processes to be brought to bear on extensive qualitative data. The position taken in analysing the data in this case has come from a number of sources but has also been influenced by Parker and Roffey's (1997) paper. Their paper puts forward the position that the researcher can be guided by research questions going into the field but should not be committed to pre-existing theory. Strauss (1987) notes the importance of the researcher's academic and professional experience in coding, categorizing and verifying the data therefore; the researcher is not seen to achieve the impossible task of neutrality.

Strauss and Corbin (1998 p 13) argue that good science or theory is produced through the interplay of creativeness and researcher skills. Theoretical sensitivity refers to the researcher's ability to think about the data in theoretical terms but they argue the need to interact continually with the data collection and analysis rather than looking for a pre-determined outcome that can only be sought when all the data is gathered. Strauss and Corbin (1998) offer procedural advice that although quite

specific, allows the researcher who follows their general advice, choices in investigation methods and data interpretation. In this way the author borrowed from these procedural methods in analysing the data allowing the inductive phase of the research to identify key themes emerging from the data.

Guidelines were established to guide the initial data analysis, however, the interview questions were left sufficiently broad and not guided by any commitment to pre-existing theory to allow the data and its concomitant themes emerge. In analysing the data from each case the researcher borrowed from the work of Strauss (1987) and Strauss and Corbin (1998).

In the field, the researcher was constantly engaged in preliminary data analysis this included reviewing field notes, writing memos about what was found and trying out emerging ideas. This iterative process allowed the researcher to widen out the net of interviewees in each of the cases based on the data as it emerged, as well as being guided to pertinent documentary material. The researcher made copious notes and complete taped transcripts. The data was then examined several times from a variety of perspectives.

4.10 Coding the Data

The analysis after the fieldwork was completed in each organisation, and also when finally completed, was concerned with developing a coding system. A colour coding system was generated which were fairly generic and was able to apply across contexts. According to Miles and Huberman, (1994, p 9) some analytic practices may be used across different qualitative research types. They outline a classic set of analytic moves:

- Affixing codes (in this case colour codes) to sets of field notes (and summaries) drawn from the interviews and observations
- Noting reflections or other remarks in the margins

- Sorting through these materials to identify similar phrases, relationships between variables, patterns, themes, distinct differences between subgroups and common sequences.
- Isolating these patterns and taking them back to the field in the next wave of data collection
- Gradually elaborating a small set of generalizations that cover the consistencies identified in the database
- Confronting those generalizations with a formalized body of knowledge in the form of constructs or theories.

Strauss (1987 p 21) describes coding as the result of 'raising questions and giving provisional answers (hypotheses) about categories and their relations'. Creating distinctions about codes produces dimensions and sub-dimensions. Firstly, according to Strauss and Corbin (1998, p 102) through open coding the text is opened up and the thoughts, ideas and meanings are thus exposed. Data is broken down into discrete parts examined and compared for similarities and differences. Open coding involves the analysis of the researcher's interview, observation and reflection notes as well as the interview transcripts line by line and then on a paragraph by paragraph basis.

4.11 Issues and Reliability

The semi-structured interviews proceeded fairly smoothly throughout once the initial contact was made within the organisation in question. A number of difficulties arose whilst conducting the interviews. While all respondents agreed to be taped, the digital recorder was accidentally turned off during one of the interviews for approximately one minute. Having made the discovery the interviewer requested a pause in the interview to allow the recorder to be restarted. The pause in the interview did not affect the content, but the interviewer made careful notes of the interview and transcribed the data immediately following the interview to ensure that all details were captured.

4.12 Anonymity

Details of those organisations who participated in the survey are provided in Table 4.2. However in order to get agreement to participate a number of the organisations required a commitment to be given that the results would be anonymous, therefore the names of those organisations who took part are omitted from the Table. All comments attributed to particular respondents contained within Chapters 5 refer to the summaries in Appendix 7 as 'ER' for Employer, 'EE' for Employee, 'TU' for Trade Union, C for Consultant groups and 'RB' for regulatory body. Only the author holds the key correlating individual respondents to the individual summaries and all references to people and places within the summaries have been removed to maintain that anonymity.

4.13 Ethical issues

Ethics has been described as a 'code of behaviour in relation to the rights of those who become the subject of your work or are affected by it' (Wells, 1994). Ethics begin and end with the researcher, all of whom must work within general principles of acceptable behaviour and practice. Some issues relate to the methods or the methodology of the research, while others relate to the research framework, however, these ethical issues are encountered in every research undertaking and by all researchers. The current research operated within the framework of the Dublin Institute of Technology Ethics in Research Policy Guidelines (2007), the British Sociological Association's guidelines of research practice and ethics and the University of Leicester's Research Code of Conduct. The research involved interviews with various stakeholders and questionnaires to employees. In relation to the interviews, all respondents were granted confidentiality and anonymity which ensured full and frank disclosures of perceptions and issues experienced by these respondents. The letter/email of invitation (see Appendix 2) included a commitment of data protection for all participants and their organisations. All participants were informed in the letter of invitation that all information collected would be 'treated as strictly confidential and be used in aggregate form only and in strict compliance with Data Protection legislation'. Participants were also

informed during the interview of their right to withdraw from the process at any stage. Confidentiality of data was guaranteed, with a guarantee of security of storage and analysis of such data. Complete transcripts of the interviews will not be made available to third parties in the future, without explicit consent from those involved.

Ethical issues should be foremost in the minds of all researchers. Ethical research takes longer to complete and according to Bryman (2004) is more resource intensive. However, Bryman's universalist's view considers infractions of ethical principals wrong in a moral sense and also very damaging to social research, therefore all efforts were made to ensure that the current research remained within these ethical guidelines.

4.14 Limitations of the Research

While data collection for this study was very successful, the study was found to be limited in its scope and timing. The initial pilot study provided much in the way of feedback and enabled the development of more comprehensive questions. While all groups were questioned on similar issues and the same themes were discussed with each individual, it was found that questions for the regulatory bodies and the trade unions needed to be more specific than those posed during the interviews with employers. The final questionnaires for the regulatory and trade union groups were therefore amended to provide more specific questions for these groups, however, they were also providing with the list of questions used in the interviews with employers to ensure understanding of the main themes and objectives of the research. The interview with the Minister for Integration was also very specific, but he was also provided with the questions used during the other interviews.

Interviewees were not always available and numbers of phone calls to arrange dates and times were required after the initial contact requesting an interview. Transcription of the interviews was very time-consuming, however this time was found to be very useful as it provided the researcher with an

opportunity to listen to the interviews in full usually within a number of days of the interview, thus reinforcing the points made by the interviewees. Transcription of the interviews also alerted the researcher to the fact that there was too much discussion of the issues and a tendency to add comments or prompt the interviewee during the process in the early interviews. As the interviewer was very aware of the possibility of 'leading' or influencing the interviewees, interview bias was avoided in later interviews by sticking rigidly to the questions and this became easier as interviews progressed.

Summaries of the transcriptions provided the researcher with a very comprehensive understanding of the themes and issues from all the interviews and, while also very time-consuming, this exercise was found to be most useful during the coding process later undertaken during the analysis of the data. Further time however would have enabled the researcher to increase the numbers of in-depth interviews with all groups which would have benefited the analysis.

Questions to employees in the quantitative research element of this study provided much in the way of understanding of the final objective of the research (How do non-Irish employees perceive current learning and development practices of Irish employers?) and the pilot study again provided very important feedback in terms of understanding among the employees with several changes being made to the original questionnaire to ensure complete understanding. A question relating to Performance Appraisal for example had to be rephrased because of lack of understanding by employees in the pilot study. Questions regarding the training styles of their trainers could have been more specific and were not as comprehensive as the researcher would have liked. These would need to be re-examined and would benefit from further explanation to the interviewees concerned if the research was to be extended further.

4.15 Conclusions

The objective of this study is to examine the challenges facing Irish Employers in relation to the management of their multicultural workforces and in particular in the provision of information and the training and development of their non-Irish national workers. To this end a number of sub-questions were formulated to provide a critical path via which the research question could be answered. The following questions were prepared:

1. What are the current migration strategies in Ireland and how are Irish organisations managing the integration of their workforces'?
2. What are the current management practices, particularly in the area of training and development and provision of information, of Irish employers in relation to their non-Irish national workforce?
3. Is a proficiency in the English language necessary for the integration and development of non-Irish workers?
4. How are Irish organisations dealing with the language training requirements of their workers?
5. How do non-Irish employees perceive current learning and development practices of Irish employers?

There is a social impact and cost resulting from economic migration, of which economic policy makers and enterprises should be cognisant. Integration of migrant workers is vital and to some extent is dependent on the acquisition of the language of the host country. Also important are learning and development strategies if organisations wish to attract, motivate and retain these workers. This chapter outlined the conceptual framework for subsequent analysis based on a triangulated approach comprising quantitative and qualitative data. It detailed the design of the empirical research including the themes that were identified and explored, the sites that were chosen and the techniques used for data collection and analysis. The following chapter examines the

findings of both data sets, quantitative and qualitative, involving analyse of the data and examination of key themes emerging from the data.

Chapter Five
Findings and analysis

5.0 Introduction

As outlined in the analytical framework and methodology chapter, this research set out to examine the current management practices of Irish employers in relation to their non-Irish national workforce, particularly in the area of training and development. The research also analysed the migration policies of regulatory bodies and government organisations. In particular the research sought to examine the success of organisational training and development strategies and the importance of English language acquisition in determining the successful integration and future development of these workers. Sub-questions also sought to establish how these employees perceive the current training and development practices of Irish employers.

This chapter examines the data collected during 33 semi-structured interviews with 5 groups. These one-to-one, semi-structured interviews conducted with concerned stakeholders provided valuable insights into the policies and practices in Ireland in 2008. The main themes to emerge from the data covered cultural diversity and integration of immigrants, approaches to cultural differences of staff among Irish employers, practical issues in training and development of non-Irish staff, English language proficiency, funding and access.

The chapter commences with a brief analysis of quantitative data supplied during the interviews by interviewees which provides a context for the remainder of the analysis. Integration policies in Ireland were then examined particularly in relation to current thinking as expressed by the Minister for Integration in Ireland and the regulatory bodies involved in the development of such policies. While the Minister seems confident that his new approach to integration will be successful there was much disagreement in other groups about the current approach taken by the Irish Government and particularly the Minister for Integration to the issue of integration in an Irish context.

Opinion from the various groups regarding the challenge of managing a diverse, culturally different workforce was compared. Regulatory bodies and business consultants suggested that some employers are failing to address this matter. A lack of understanding of the importance of culture and cultural differences was found to exist—concern about this lack of understanding was expressed by many of the groups.

The role played by culture and language in human resource development was analysed with reference to the data collected. To that end an examination of approaches among Irish organisations to learning and development for different cultures was undertaken and the importance of training in English was examined. The provision and funding of English language classes was seen as an important issue, but opinions differed greatly as to the level of its importance. Whether the successful integration and development of non-Irish workers depends on a fluency in the host country's language was analysed and the manner in which Irish organisations are handling language training in comparison to their European counterparts was also studied.

Finally, the quantitative data from the questionnaires was examined with a view to addressing the sub-question regarding the perception of employees of the current learning and development practices of Irish employers. Five non-Irish employees had been interviewed as part of the qualitative data collection process. However, these had not previously completed the questionnaires, their opinions therefore added depth and insight to the quantitative data provided by the employee questionnaires.

5.1 Findings and analysis from interviews

While the quantitative data supplied by the questionnaires completed by employees revealed some interesting results, as Holliday (2002, p 7) suggests, the qualitative data allows us to 'delve deep into the subjective qualities that govern behaviour'. Therefore the bulk of the analysis focuses on the

interviews conducted with various stakeholders and interested parties in the challenges facing organisations in the management of their non-Irish workforces. The research sought to examine these challenges, with a particular emphasis on the training strategies of these companies. To this end, the research objectives firstly assessed the current migration strategies in Ireland and several Irish organisations' management of integration of their workforces was examined using the information collected in 33 in-depth interviews.

Information and themes to emerge from the semi-structured interviews were, as previously suggested, qualitative in nature, however some elements of quantitative data was also collected from the 33 interviewees prior to their interviews which helped to provide a context for the interviews. In particular data suggesting that non-Irish workers are employed in a wide range of industry sectors agreed with current perceptions and CSO data (CSO, 2007). Organisations from the public and private sectors, from small and large companies and from a wide range of industry sectors were included in the study. Private sector industries included aviation, transport, construction, services, health care, hospitality, retail, surveying, food processing, and banking. Interestingly, public sector employers were found to have vastly smaller numbers of non-Irish workers than their private sector counterparts, with 1% being quite normal for this sector. Conversely, private sector organisations regularly employed upwards of 6% of their employees from non-Irish backgrounds with the average in most private sector organisations employing upwards of 15% non-Irish employees. One of the reasons for this may be the requirement in the public sector to 'promote the Irish language' as pointed out by one of the interviewees (ER9). This additional requirement may be an influencing factor during recruitment for non-Irish workers and may result in lower numbers being employed in this sector.

Workers in both the public and private sector groups were from very different countries, with both European and non-Europeans being employed. This again confirms CSO figures suggesting that

while high numbers of migrants are 'returning Irish', there are also large numbers of migrants from both inside and outside the EU (CSO, 2006). Some organisations had small numbers of different nationalities for example 4 nationalities in the Construction company and 5 nationalities in one public sector company, but other organisations had large numbers of nationalities, with 29 nationalities in the public sector/transport company and 41 nationalities in one hospital group. Workers were in the main young with most organisations suggesting that the norm for these workers was between 18 years to 30 years old. Only the transport grouping had older workers, with workers ages being in the 30-40 year grouping. This confirms CSO data which suggests that 55% of the immigrants are aged between 25 and 44 years (CSO, 2007 Q1).

One of the important interviews in terms of the current policies and approaches to non-Irish workers was that conducted with Minister Conor Lenihan, Minister of State with special responsibility for Integration Policy. Minister Lenihan is Minister of State at the Department of Community, Rural and Gaeltacht Affairs, the Department of Education and Science, the Department of Justice, Equality and Law Reform and has been holding this office for just 10 months. The Minister defended the work already completed by himself and his department. He suggested that in the past 10 months he has provided 'leadership in terms of interaction with the public, primarily to dispel some of the misinformation regarding migrants in our community'. Part of his strategy was to make contact with migrant communities with a view to 'reducing feelings of isolation, allowing them to speak on their own behalf'. The publication of the Government's Integration Statement of Strategy (2007) has prompted substantial debate around integration issues in the past year. The current policies promise more cross-departmental initiatives and a requirement to liaise with other ministries, e.g. Department of Justice, Department of Education, Department of Community, Rural and the Gaeltacht Affairs' (Minister Lenihan, 2008). While Minister Lenihan was adamant that this would be the way forward and that the current Government was committed to the proposals in the Statement of Strategy on Integration, interviewees in this research felt that there is little evidence of a move in the near future

towards this strategy and many suggested that the current regime showed little indication that the proposed integration policies would be implemented promptly (RB3).

5.1.1 Integration Policies in Ireland

An understanding of the concepts of a multicultural environment is according to Moran *et al* (2007) critical to successful global performance. They suggest that the effective adjustment and adaptation to a specific culture, or 'acculturation', is a necessary step towards successful integration of migrant workers. Different integration models are now employed regularly in the European context but are still often referred to as 'assimilation' strategies (Portes and Rumbaut, 2006, quoted in Brubaker, 2001). Sub-question number one sought to examine the current migration strategies in Ireland and the manner in which Irish organisations are managing the integration of their workforces.

According to Berry (1980) assimilation is a strategy which involves abandoning one's own cultural heritage and accepting the beliefs and behaviours of the new culture; while integration involves retaining one's own cultural heritage while at the same time embracing a new cultural identity with the identities remaining independent of each other. Liu (2000) also referred to this as 'acculturation'. Brown and Bean (2006) suggest that while many theories of acculturation exist, assimilation and integration are by far the most tried and tested strategies used by governments in the acculturation of their migrant workers. Assimilation theory first tried in the U.S. was not successful and Kurowski (2002) pointed to the many models adopted in the U.S. as being anti migrant.

The current Irish Government (according to the Minister for Integration) has examined all aspects of acculturation and has vetoed any suggestions that this country's approach to migrants might be similar to the discredited models of the US and France. Despite Brubaker's assertion that there is a return to assimilation (2001), Minister Lenihan is resolute that his office is in favour of the Integrationist model of acculturation for migrants to Ireland. He suggested that the political parties in other countries have very differing policies that are at times anti-immigrant, but because of the very

'centrifugal consensus based political system in Ireland', the similar ideologies of the three main parties here will make the policy of integration very easy to implement in Ireland. The Minister suggests that the consensus approach is very beneficial in the area of integration because 'no explicitly right wing anti-immigrant party has emerged in Ireland'. In France the mere presence of a party with anti-immigrant support, either parliamentary or municipal, he feels, pulls everyone to the right including the centre parties. Years of that particular policy, while seeming to control immigration, Minister Lenihan argues, produces a control agenda which has its own limits unless there is a very strong social policy engagement with the immigration issue and he stated that 'Ireland is moving towards integration of workers, as opposed to acculturation, assimilation or multiculturalism models' (Lenihan, 2008). The Minister felt that this was important in terms of the successful management of Irish social policy and that this is a simple issue of 'managing a socially stable society and optimising productivity that is implicit in migrant labour'.

Minister Lenihan's ideas agree with those of Gordon (quoted in Brubaker, 2001) advocating integration, which Gordon suggests is not a complete assimilation of the workforce but a policy which ensures that workers have the same rights, pay and conditions as host workers, where segregation, ghettoisation and marginalisation are avoided. However, not all agree that it is as easy as the Minister makes out, and while all regulatory bodies interviewed in this research agreed that an integration strategy is the way to forward, Trade Unions and employers are finding that the responsibility of integrating their workforces is being placed at their doorsteps and is too great a burden for them. While Minister Lenihan sees this as an ideal and logical way forward, his Department are to date not providing resources for its implementation according to employers, regulatory bodies and Trade Unions. One employer suggested that 'there is a burden on employers to look at how to integrate non-Irish workers into the workforce' and suggested that 'organisations must ask themselves whether it is worth the effort' (ER8). A regulatory body suggested that employers are finding themselves involved in domestic issues and that this they felt was 'not the way

to integration'. Employers should not be charged with non-Irish national's social integration, but find themselves involved in work permit situations, organising bank accounts and issues about rental accommodation. One consultant suggested that despite Government Policy focusing on an integration policy, employers did not want to bear the sole burden of this. 'There is no clear 'one-stop shop' for immigration policy in general; there is a broader national response needed' (RB3, C1)

Favell (2005) feels that ethnic minorities are best served by a 'laissez faire' rather than a 'state-led' approach to integration which has been the chosen method of Government in Ireland to date with little interference from Government in relation to regulation of employment of these immigrants. A national response to the continuing rise in migrants arriving in Ireland is vital but is missing, according to many of the interviewees. Employers and Trade Unions now feel that the government has not considered the issues that may come out of the current levels of inward migration in terms of housing, education and employment. The Irish Government according to these Trade Unionists views inward migration as a labour market issue—with politicians only looking to the economic situation. They suggested that as long as employment was growing, there would be no problems, but once it started to retract, there would be a change in terms of how the non-Irish worker was treated, with a 'blame culture which could easily lead to a culture of racism' (TU2)

Trade Unions in this research agree that Ireland needs to look at issues that other countries have already confronted in terms of their migration policies. In the literature, there is a belief that integration strategies are no more than assimilation strategies of the past, with immigrants expected to discard their cultures, traditions and languages (Grillo, 2007). And among Trade Union groups and Regulatory bodies in this research, there is confusion as to the Government's proposed strategy with the opposing suggestions that 'Multiculturalism is official policy borrowed from the British model' (TU3) with the Minister for Integration seeing the future 'somewhere between the Assimilation and the Multicultural line – a third way' (RB3)

Despite many, ongoing criticisms, the Minister is confident that the new Standing Commission on Integration which he intends to put in place this year will help to eliminate 'the myths' about migrant workers and the reported unease, concerns and phobias around immigration. He suggested that Ireland should avoid the tendencies towards xenophobia which Roderíques-Pose describes in other European countries where migrants are often represented as 'a threat to national culture' (Roderíques-Pose, 2003, p 110). Minister Lenihan feels that there needs to be a moderating influence in terms of how non-Irish nationals are viewed. He blamed the public media for 'presenting a polarity of positions which was forcing a division on issues that affect integration' (Lenihan,2008). To date however, employers and Trade Unions feel frustrated by the 'inertia' of the Minister's department, suggesting that 'it will be too late to react if the Irish economy falls into recession as is predicted' (TU2, ER12).

5.1.2 Diversity in the Irish workplace

The Regulatory bodies in Ireland are worried about public perception of migrant workers, despite the reported good press that the Irish population enjoyed in a Gallup Survey in 2007. This survey reported that 84% of Irish citizens suggested that the presence of people from various backgrounds enriched the cultural life of their nation, but currently there are reports of 'latent racism' among workers. One Regulatory body suggested that 'most countries had not dealt well with the integration of migrant workers', describing France's assimilation model as 'unacceptable' and suggesting that the UK, the USA and Australia were still having problems in this area. And they believed that even good practices 'might not always be transferable into the Irish situation' (RB3).

Trade Unions and Regulatory bodies in this research suggest that while 'racism' is fairly unusual in Ireland, it is still present. They suggest that 'we have grown up a bit now in Ireland, we are used to migrants and have moved onto the integration of workers', but that was not to say that there was no

racism, which may become more apparent in an economic downturn, and that it should be addressed urgently (RB4).

Studies carried out by Berry and his colleagues in the 1990's suggest that the integration model is endorsed by migrant groups, while assimilation and other policies are preferred by only a few individual migrants (Berry cited in Bourhis *et al*, 1997). This would seem to suggest that migrants in Ireland should also subscribe to the integrationist approach and prefer this approach to the assimilation policies of the USA and Australia. However among employees interviewed for this research, there seems to be some confusion as to what integration entails and Trade Unions suggested that information and training in cultural diversity might hasten the understanding of employees and employers and, therefore, the successful integration of non-Irish workers. One employee stated that 'Integration is a difficult word' and suggested that while she felt integrated here, she had many more foreign friends than Irish friends, and so was not sure that she was integrated in the true sense of the word (EE5). Indeed many of the Trade Unions are trying to encourage employers to offer diversity training because they see the 'potential for misunderstanding' as a huge problem (TU2).

5.1.3. Approaches to Cultural differences

Even in countries where immigration has been the norm for years, workforce diversity seems to be a novel and under-researched concept with no real mention of diversity in the classic works of early management theory until the 1960's (Moran *et al*, 2007). However, Schein suggests at the root of all issues, 'we are likely to find communication failures, and cultural misunderstandings' (Schein, 1993 cited in Moran *et al*, 2007 pg. 4), therefore it is important that the cultural diversity now being experienced by Irish organisations and their employees is understood by all these stakeholders.

Chhokar *et al.*,(2001) propose that research now attests to the fact that people from different cultures do not necessarily conform to similar sets of beliefs and values, and therefore have different views of

situations and preferences for outcomes, the significance of which must be understood by their employers. Culture impacts performance, morale, and productivity at work according to Moran *et al* (2007) and therefore it should be obvious to organisations and managers the world over that culture and cultural differences should be studied, examined, and analysed in order to ensure success both organisationally and globally. Of course, the literature points to the problems of definition of culture and there is agreement among writers including Hofstede, Trompenaars, Inkeles and Levinson that an understanding of culture is complex. Many writers agree that a single definition of culture is elusive. Culture even changes over time and is influenced by economic and political forces, climate and geography, according to Baldwin *et al* (2006), which adds to its complexity and makes the understanding of the concept very difficult for organisations. However there is agreement that it is possible to understand culture with reference to the ideas, systems of belief – norms, values, attitudes, meanings and world views held by its members and also their language, forms of knowledge, rituals and ways of life (Rubinstein, 2001; French, 2007).

American anthropologists in attempts to unravel the mystery that is 'culture', have identified *dimensions* of national cultures suggesting that all societies face the same challenges (Archer, 1988; McSweeney, 2002). Indeed, several models exist which attempt to explain these different dimensions. Inkeles and Levinson (1969), for example, attempting to identify these 'basic problems', suggested that relationship to authority, conception of self—in particular the relationship between the individual and society, and the individual's concept of masculinity and femininity, together with ways of dealing with conflicts, were the main problems of national cultures. Hofstede's (1991) four dimensional model is, despite many criticisms, the most widely discussed approach to cultural dimensions and has been used extensively in research by both academics and organisations. Another of the many approaches to cultural dimensions was put forward by Trompenaars, which while broadly associated with Hofstede's work, provided additional categories. Trompenaars,

together with Hampden-Turner (1997) developed a seven dimensional model which included interpersonal relationships, time, and environment as extra dimensions to be considered.

The employers interviewed in the course of this research expressed their anxiety about their understanding of these dimensions and the requirement to manage and integrate their culturally diverse workforces. They are finding it hard to come to terms with the nature of cultural differences in their workforces and some suggested that 'trying to convey the fact that difference is welcomed and that everyone should be treated equally' is not easy (E11). Regulatory bodies and business consultants also find that some employers are failing to handle the challenge of managing a diverse workforce and have a poor understanding of cultural differences or the challenges that a culturally different workforce present. 'Integration into the workforce is a problem, with some organisations suggesting that sometimes it is not the relationship between the Irish workforce and the non-Irish workforce, but actually among two different nationalities that is the greatest problem'(C4). There is a worry among some of these bodies that there is still a little 'naiveté' among Irish employers with very little understanding of the concept of diversity. Employers, they suggested, were 'struggling with' the ethnic, cultural and nationality mix of their workforces and that diversity training was a 'must' if these misunderstandings were to be avoided in the future (RB2, RB4).

In the current research, it would seem that the dimensions proposed by Hofstede, Trompenaars and others are not understood by organisations in Ireland and while some trainers suggested that cultural differences were taken into account in the management of their non-Irish staff, there was little evidence of this but a general consensus that organisations are not dealing with cultural differences in any coherent manner. 'There is no re-training of teachers or trainers who are dealing with a very culturally diverse population' it was stated, and the management of most organisations see 'no incentive in long term planning or investment in the development of non-Irish staff', with many 'not approving investment in diversity training' (RB 2, RB3, TU2). Despite other excellent training

opportunities being provided by all organisations in the research, only 8.7% of organisations provided this cultural diversity training. These employers, albeit in the minority, see a real requirement to continue with diversity type training. One employer suggested that it would be better to include it under the 'Dignity in the Workplace Training', while another suggested that it would be very important to include this type of training during induction sessions, as they felt that it 'really helps to integrate workers'. (ER12, ER 14).

While some authors suggest that cultural diversity may be a thing of the past (for example Kuroski, 2002), others still feel that it is an important issue which must be managed (Crowe, 2007).

Worryingly, Venter (2002) argues that the trend is moving away from understanding different ways of life, where individual voices can be heard towards a requirement to compare and rate different cultures which leads inevitably to stereotyping and even racism. This was also expressed in the interviews, with some employers pointing to the negative connotations in the 'Anti-Racism' literature and the importance of trying to 'play down diversity' so that non-Irish workers are not seen as different but 'normal'. In the debates on cultural comparisons, there are those who stress the unique aspects of individual cultures, and those who stress the comparable aspects, with some pointing to the homogeneity of cultures, while others point out that heterogeneity is widespread and that any similarities between cultures are merely superficial (Whitley, 1992 and Redding, 1993). But all writers in this area emphasise the need to take cultural differences into account. Indeed Trenka (2006) emphasises that such differences are not just about race and language, but also about values and customs. More recently, cultural differences, according to Lucas *et al* (2006) can be understood as 'the result of different responses to the problems of external adaptation and internal integration' and while Hofstede referred to his cultural dimensions as 'cultures consequences' (1991), Lucas now refers more positively to the 'consequence of choices' (2006, p 18).

Employees, Trade Unions and employers in this research are of the opinion that migrant workers in the main would prefer to be treated the same as Irish workers. One Trade Union representative stated that there should in fact be nothing focused on these new workers because he felt 'people may not want to be separated out even for favourable treatment' (TU3). Many of the employers interviewed agreed with this, suggesting that 'some non-Irish nationals had expressed the opinion that they do not really want to be made to feel different' and 'did not want anything specifically done for them' (ER2, ER11). Some of these employers shy away from 'special days', proposing that everyone should be 'treated equally, but not necessarily the same' with some feeling that to focus on cultural differences is 'counter productive'. One HR manager suggested that culture should be seen in the context of the broader 'diversity' agenda, taking all diversity issues into account, for example, gender, age, disability and cultural background and that while it was important to integrate, this did not mean that foreign workers should not keep their individuality. (ER5)

But employers found that when foreign workers were seen to be maintaining their own culture, it was seen as 'somehow threatening to the Irish workers' (ER7). And although immigration generally entails an adjustment period on the part of the migrating group as well as on the part of the host society (Zakaria, 2000), Ireland has only experienced inward migration since early 2000, therefore, most of the work carried out in terms of cultural changes in the workforce has been in relation to equality legislation similar to the early approaches in the United States, when diversity management focused on developing anti-discriminatory, equality legislation. And while Kandola and Fullerton (1994) suggest that diversity management cannot succeed in the presence of inequalities and discrimination, it should not be confined to a compliance driven or legalistic approach. In fact it appears that Irish employers are more worried about legal issues and compliance than integration of their workers. One Regulatory Body described the employers concerns regarding the legal issues relating to non-Irish workers, and stated that these concerns were making it difficult for organisations to focus on the good aspects of their diverse workforces and the integration of these workers, with a

requirement to 'find the balance' (RB4). A more pro-active affirmative approach is advocated by these regulatory bodies. All groups associated with the integration of non-Irish workers feel that there is a need to 'move beyond the awareness phase to the more practical implementation of integration'. Employers they felt should move away from 'thinking about the bureaucracy and legal aspects of managing their non-Irish staff' to thinking about 'good practice and integration' which they feel is the 'next phase' for Irish employers (RB3, RB4, TU1).

The migration policy favoured by the Irish government proposes that employers approach immigration from an integrationist standpoint avoiding the assimilationist strategies of the US and some European countries in which immigrants are expected to discard their culture, traditions and language. An understanding of what the government is trying to achieve is vital if employers are expected to rise to the challenges facing them in the management of their increasingly diverse workforces. A question that Irish employers must now grapple with is how they should go about integrating their workforces in this changing business environment in a manner which allows their non-Irish workers preserve their cultures, traditions and language while at the same time becoming part of the organisations to which they have been recruited. With the migration to Ireland of many different cultures (according to the 2006 Census, there are 420,000 foreign nationals now living in Ireland), an understanding of cultural differences is imperative for policy makers, organisations and particularly those with responsibility for the management and development of this new workforce.

5.1.4 Benefits of Diversity management

Barry (1974) cited in Tadmor *et al* (2007), suggests that the first issue to be decided is whether the alternative culture is of value, but there is agreement in the literature that the influence of culture on organisations is very positive and has many benefits for the organisation (Gandz, 2001, Monks, 2007, Flood, 2008). The value of diversity, according to English (2002, p 203), is that 'it provides an exciting mix of people; a wider pool of skills; synergy; better decision-making; increased creativity; and success in an intercultural and multicultural workplace'. Employers are in agreement with this

and many of the organisations interviewed confirmed that cultural diversity and the mix of people was indeed valued. The consensus was that their organisations valued diversity and indeed because of the nature of recruitment in Ireland today means that 'it is very hard to get Irish staff' (ER13). All agreed that they 'could not manage without these workers' and that they brought 'new and interesting perspectives that have been food for thought' for Irish businesses (ER2, ER10). And while all organisation in the research attested to the fact that immigration is to be welcomed and diversity among their businesses was a very positive thing, these same Irish organisations are still slow to develop policies for managing diversity, despite the research suggesting that it is of benefit to companies (Monks, 2007), with organisations still not realising that 'diversity pays'. While Flood's research in early 2008 indicated that only 25.3% of employees surveyed had received diversity/equality training, as suggested previously, this research shows a much lower level of diversity training received with only 8.7% of the workforce being provided with diversity training (note: current data did not include equality training figures which may have increased this figure slightly). Monks found that the success of diversity initiatives depends to a great extent on the employee's integration into an organisation's culture which in turn is affected by the approach by organisations to these workers' training and development. Monks (2007) and Flood (2008) insist that in order for organisations to be successful in the global marketplace, responsiveness to the differences in values and work related attitudes of individuals from different cultures must be considered to ensure the satisfactory development of skills and knowledge for the workplace. But while the importance of learning and development among staff was emphasised by all employers in this research as we have seen, diversity training was not high on their priority lists of training activities.

5.1.5 Learning and Development

The importance of learning and development opportunities for workers has been emphasised by many writers (Routledge and Carmichael, 2007; Sloman, 2007a) with many examining HRD from different perspectives (Dirani, 2006; Wang and McLean, 2007). Unwin and Fuller (2003) agree with these writers that learning in the workplace can bring economic, social and personal benefits.

However no benefits accrue, they suggest, if the worker does not understand what is being taught, and the role played by culture and language in learning and development activities cannot be underestimated.

New socio-cultural approaches to learning, proposed by the Russian psychologist Vygotsky (cited in John-Steiner and Mahn, 1996) are complex and break radically from traditional Western and American education models. Vygotsky, provided a framework based on 'the concept that human activities take place in cultural contexts, are mediated by language and other symbol systems and can be best understood when investigated in their historical development' (Vygotsky, quoted in John-Steiner and Mahn, 1996, p 1). John-Steiner and Mahn further suggested that the role played by culture and language in human development was an essential aspect of this framework and presented an argument for 'viewing learning as distributed, interactive, contextual, and the result of the learners' participation in a community of practice' (p 17). The importance of culture and the many dimensions of culture are emphasised in the literature with many discussions on the 'basic problems' of culture being experienced the world over (Archer, 1988, Inkeles and Levinson, 1969, Hofstede, 1997 and McSweeney, 2002).

The second sub question therefore examines the current management practices, particularly in the area of learning and development and provision of information, of Irish employers in relation to their non-Irish national workforce. To this end much of the one-to-one interviews concentrated on the area of training, learning and development of non-Irish workers from a policy and an organisational standpoint. It seems clear that while employers in this research provide a great deal of training to all of the workforces, most of the employer organisations in the survey seem to base their decisions to develop their staff and provide training depending on the expected retention rate of these employees. One employer suggested that there was a 'progression' barrier for non-Irish staff, but if these workers were not going to stay with the organisation they would 'not be developed for

promotion' (ER10). While neo classical migrant theories have frequently explained the migration of people for economic gain, described by Wang (2006) as the 'push-pull' factors, there are according to employers, Trade Unions and regulatory bodies in this research, two types of migrant worker in Ireland—but both are here for economic reasons. One group sees the opportunities in Ireland as short term while the second group see themselves remaining in Ireland and becoming part of the community here. As one Trade Union representative put it, there were two types of workers 'those willing to work hard, save up and go home and those who intend staying' (TU2). According to one regulatory body the group who wished to stay were attempting to 'integrate' into Irish society as they saw this as important for their futures in Ireland (RB2). There is much agreement about this in the literature, Favell indeed speaks about migrants from the East seeing themselves as 'temporary, opportunistic and circular' (2008, p 711). There was a mixed reaction from the organisations surveyed but many agreed with Favell's contention and spoke about the high numbers of their staff intending to return home after 2-3 years. Some felt that those workers who intended to remain with their organisations were interested in their careers and 'moving into management positions after 3-4 years' (ER7), but they agreed that most workers were only interested in staying in Ireland for a short time and depending on individual circumstances would only remain with the organisation while it suited those circumstances (ER10, ER6, ER9). In fact one of the interviewees was quite cynical in their attitude to retention of these staff and one Trade Union group intimated that even if employees were dissatisfied with their workplaces or environments, they felt that they would only have to remain in Ireland for a short period of time, 'interested in earning as much money as possible' in a short period of time (ER4, TU2). The Trade Union Group suggested that there was some anecdotal evidence that these workers were in fact being paid less than their Irish counterparts, but that they were quite prepared to 'put up with it for a few years' prior to returning home to their own countries (TU2).

That training and development of staff is important in terms of the attraction, motivation and retention of staff is a given (Gunnigle *et al*, 2002). However, Waters, 1995 (cited in Mamman, 1995) expressed the view that traditional management courses are no longer useful because they avoid the topic of race and the importance of culture in terms of learning and development. Nevertheless, organisations the world over have had to come to terms with these complex issues, developing strategies to ensure the successful development of staff in a multicultural environment. (Moran *et al*, 2007). Flynn (2008) also argues that organisational success depends on the development and training of a culturally diverse workforce which he suggests is one of the greatest challenges facing organisations in Ireland in the 21st century and so he recommends that trainers need to focus their efforts on a whole range of initiatives reflecting the different circumstances of their organisations and their diverse workforces. Zakaria (2000 p 492) indicates that as the workforce in various countries becomes more culturally diverse, it is important to consider the 'cross cultural' training of workers in order that they can deal with new situations, other different cultures and different environments. According to Moran *et al* (2007) the first step in managing cultural differences effectively is to increase one's general cultural awareness.

Similar arguments were made in the NESC report, (2006), which states that education is an important element in effective integration of the migrant population. Employers in this research seem to accept the importance of learning and development for all their staff and understand that there are different challenges in the strategies to be adopted for their non-Irish national workforces, suggesting that if the country is going to pitch for 'the high end knowledge based economy', as suggested by government policy, they agreed that they need to 'train and retrain our staff' (TU2). There are of course resource issues which affect their provision of training to these workers with one regulatory group suggesting that employers often find that 'it takes longer to train their non-Irish workers than their Irish counterparts' (RB1). And while it may be understandable that employers are reluctant to put scarce resources into the training and development of workers that are not intent on staying with

their organisations, employers are nonetheless obliged to provide some training and information to all workers. In terms of statutory and legal requirements, each Irish employer must provide information regarding the terms and conditions of employment, disciplinary rules, standard operating procedures, as well as a host of health and safety training which is required under Irish legislation. Recent research seems to indicate that organisations are primarily concerned with the legal aspects of managing their diverse workforces with Forster and Harris (2005), for example, highlighting the common belief among line managers that the requirement to provide training is a legal requirement more than anything else (Forster and Harris, 2005, cited in Monks, 2007).

Employers in this survey seemed similarly anxious to comply with most of the legislative requirements, providing induction training for all employees to cover most of their statutory requirements in terms of the provision of information, and health and safety training. All employers interviewed explained that similar training was received by all employees, Irish and non-Irish alike, and generally involved induction training, required statutory training, technical training and some developmental training. The amount and type of induction training differs in each organisation with some giving a course lasting for '4 weeks with peer mentoring for a 4 additional weeks', while others may only include one full day of 'orientation with the training manager, a 2nd day covering Customer Services Skills and Manual Handling' (ER5, ER1). All employers in this study believed that statutorily required training was very important for all staff, however, some of the organisations were more particular about the induction training and health and safety training in place for their non-Irish staff and were anxious to make sure that transfer of learning had in fact occurred after training. Employer 9 (ER9) suggested that while the same induction training was provided to all staff, 'the organisation tries to ensure that non-Irish workers, in particular, understood the training'.

All organisations in this research were providing some health and safety training for the employees, which included Safe Pass training required on construction sites, manual handling, fork lift truck

training, health and safety training for office staff, first aid, fire, and chemical training, and hygiene and food safety training required in the health care and hospitality sectors.

While it is important for organisations to comply with their statutory obligations in the provision of induction training, including health and safety training for their workers, it is also important to consider the value that other learning and development initiatives bring to their workforce and their organisations. This value, Sloman (2007a) suggests, should be of major concern to trainers and educators in all organisations. Routledge and Carmichael (2007) state that while there is general agreement in the literature regarding the merit of continually developing skills, the importance of training and development in organisations cannot be overemphasised. They submit that in organisations, change is the one feature of life that is common to all, and that this change requires skills to be developed and updated regularly. According to Gandz (2001) 'the threat of the "big stick" of legislation has given way to the realization that it is only through valuing and pursuing workplace diversity and managing it well, that organisations can attract, retain and encourage the contributions from the people that they need to 'delight customers, work effectively with partners and suppliers, and satisfy shareholders' (2001, pg 2).

Aside from mandatory health and safety training which all organisations provide, some organisations interviewed for this research provide a wide range of training and development for their non-Irish workers including Services Skills training, Management training, Driver training, Customer Care, IT training, presentation skills training, as well as some interesting On-the Job training courses such as Crisis Intervention training and IT security which suggests that, among these employers at least, country of origin is not the determining factor in securing employment related training. However, in Ireland Flynn suggests that 'country-of-origin' featured high among the factors in determining who secures access to employment-related training in research carried out as recently as 2008 (p. 31). This is a worrying view, bearing in mind the numbers of obstacles already being experienced by non-

Irish workers in terms of understanding of practices and procedures in Irish organisations, ability in terms of language, and understanding of the organisational culture in Irish organisations.

5.1.6 Learning and Development for different cultures

While the provision of a wide range of training and development initiatives by some of the companies in this current research is seen as best practice, people from different cultures do not always have the same sets of beliefs and values as others, and therefore have different expectations and requirements when it comes to their training and development which must be taken into account by organisations (Chhokar *et al*, 2001).

General individual differences are taken into account by Training and Development specialists in this research in line with the theories put forward by Honey and Mumford and Kolb in relation to learning styles (1984). As Lucas *et al* (2006) point out, different people have different learning preferences and styles and as they suggest some learn from books, others attend courses and all, they maintain, learn from experience. But while Human Resource Development (HRD) experts must take all of these learning styles into account to ensure successful learning in the workplace, the job of training in a multi-cultural environment is much more complex and challenging. Indeed Lucas *et al*, suggest that organisations should match learning styles in different cultures with appropriate choices of training activities (2006). Newson-Smith (2008) agrees that a high level of awareness and understanding of cultural values and norms is vital in the training and development of a diverse workforce.

Triandis (1994) cited in Youn (2000) describes the difference between individualist and collectivist cultures, with the more Western individualist approach he suggests is more 'student-centred' than 'teacher-centred'. Triandis' research echoes the findings of Hofstede (1991) which suggests different individualist versus collectivist approaches in different cultures. John-Steiner Mahn (1996) suggests that human activity takes place in cultural contexts, arguing that learning must be viewed in

the context of a worker's culture. Hofstede in his work in this area also suggested that some individual differences to consider in relation to the issue of culture are learning beliefs, learning styles and preferences (Hofstede, 2001). There is much in the literature to suggest that epistemological beliefs about the nature, source and certainty of knowledge vary across cultures (Youn, 2000), and it is therefore important for organisations to take account of different cultures when developing their training and development strategies particularly in relation to their foreign workers.

With previous research in mind, interviewees, both from the employer's and employees' groups, were asked if their trainers understood that different learners learn differently particularly those from different cultures. The question posed to each of the employers was '*Do your trainers take cultural differences into account in their training, i.e. student centred –v- teacher centred learning, group –v- individual?*' The training specialists in organisations in this research have, for the most part, not taken any of these cultural differences into account when providing training for their non-Irish national workforces. When questioned about the necessity to provide different types of learning opportunities, most organisations suggested that their trainers would understand that they should take different styles, such as those suggested by Kolb, into account, allowing their learners to learn through 'concrete experience, reflective observation, abstract conceptualisation and active experimentation' (Kolb, 1984). However, in terms of cultural differences and the manner in which different cultures learn, most of those interviewed admitted that their trainers would not have an understanding of those differences. Some suggested that their trainers would 'not be aware of cultural differences in learning styles' (ER3), while others were adamant that their trainers would not have an understanding of this at all, one even suggesting that their trainers were 'not that sophisticated' (ER2). A small number of organisations suggested that as their training delivery was outsourced, these trainers would be expected to have an understanding of cultural differences in terms of learning styles. A small number of organisations, most notably in the health care, aviation and public transport sectors believed that their own trainers too would understand this concept (ER7, ER15), but this was unusual among those interviewed.

While much of the writings and studies carried out point to the fact that learning beliefs among students from different cultures must be considered when developing training courses, with attention to different styles and preferences of students from different cultural backgrounds taken into account at all stages of course development (Schommer, 1994; Youn, 2000), none of the non-Irish employees interviewed in this research had seen evidence of this in their own training courses. All five employees interviewed for the research, when questioned about their organisation's understanding of cultural differences in terms of learning styles, suggested that trainers in their organisations did not take cultural differences into account. One suggested that their training was 'very uniform, with no account taken of differences in nationalities' (EE5). However, policy makers interviewed for this research clearly understand the requirement to address this serious issue. They felt that cultural differences were not being taken into account by employers, but that this would need to be addressed if transfer of training was to be successful in future. One regulatory body suggested that in the broader context of cultural diversity the Department of Science and Education had been 'very slow to re-train teachers who were dealing with very culturally diverse students' (RB3). Trade Unions and Regulatory bodies agreed that there is in fact a gap in the provision of training, and that there is very little expertise in the area of training of a diverse workforce in Ireland currently. There needs to be an 'awareness and sensitivity' to different cultures according to one Trade Union group, without 'over concentrating on the different person' (TU3). While proponents of this argument with regard to approaches to diverse learners in terms of their culture is well documented (Hofstede, 2001; Lucas *et al*, 2001; Youn, 2000), there seems to be little evidence in this research of a clear understanding of these dimensions of culture and their importance in the development of training and development courses for their very individualistic cultures.

5.1.7 Training in English

Despite the wide variety of cultures and languages spoken in these organisations, training in all of the organisations surveyed is provided in English only and while this is seen as relevant in

organisations where non-Irish workers are recruited with high levels of English proficiency, it can be a problem for those migrants who find difficulty with English. Language difficulties are seen by many as a barrier to integration (Dunn *et al*, 2001; CEC, 2005). There is much in the literature to support the contention that speaking the host country's language can be a useful way of breaking down the cultural barriers experienced by some immigrants and enhancing intercultural effectiveness (Mamman, 1995 and Birman *et al* 2002), however not all immigrants are conversant in the language of their new host country. This is evident in the current research also which is proving to be an area of concern for employees and employers alike.

One of the many problems that face employers in terms of the English language proficiency of their workers is the requirement under some Irish legislation to provide information, instruction and training in a language that is clearly understood by all employees¹⁴. For example, in terms of the dissemination of information and legally required health and safety training, language difficulties can create problems for those providing and those receiving the training. With many organisations having multiple nationalities, it is very difficult to ensure transfer of training in all cases particularly if training is only provided in English. However, provision of training in multiple languages is not seen by these organisations as the way forward. Even the Regulatory bodies and Trade Union groups interviewed in this research all feel that employers should be able to expect their employees to have levels of English 'to understand basic instructions' (RB1). A number of organisations suggested that delivery in English is the only way forward for them as it would not be practical to deliver training in the languages of their non-Irish workforces, some feeling that there would be 'too many languages represented' and therefore they could not 'train in multiple languages' (ER1, ER5, ER15)

However policy making organisations in this research suggested that it was not enough for organisations to provide training without verification of the understanding of the participants in that

¹⁴ Safety Health and Welfare at Work Act, 2005

training. And while they understood the resource constraints, providing training in English they felt may not be enough in some cases where English is obviously not the first language and evidence of understanding of English in a working context is quite limited. This is particularly true in terms of the requirement to provide health and safety training in safety critical industries. Indeed Parrot *et al* (1999) in their research found that there is an urgent need to educate migrant workers in their own languages in order to ensure understanding of safety issues. One regulatory body expressed major concerns about the level of understanding in terms of training and development stating that 'there is a difficulty being experienced with workers understanding' (RB1) suggesting that employers needed to do all that was 'reasonably practicable' in terms of training and development of their workers with the warning that 'the employer cannot get out of their obligation by saying that they thought the non-Irish worker understood.'. This body argued that the employer must be sure that everybody understood the training and that they 'must do all that is necessary to ensure that they understand the risks'. They warned that even if the non-Irish worker then had an accident, 'the employer cannot be held responsible because they made sure he understood the training'. This regulatory body pointed out that 'enforcement action' can be taken 'if employers do not give instructions in the language of the main population in their workplaces' (RB1).

Indeed, some employees, according to Trade Union groups and Consultants, are not conversant enough in English to understand health and safety training delivered in English, and in some instances companies employ interpreters but this is unusual because of the costs involved. Most companies suggest that there would normally be at least one worker who would have reasonable English and would be willing to translate for other workers as the need arises, however in some cases there was an anxiety that 'this worker's English may not always be good' (C2). Whether organisations are using other workers to translate during training sessions or are translating documents for the organisation, this may not always be the best solution to the language problem but the 'reasonably practicable' legal test will apply in cases where workers have not understood the

training of information provided by their organisations. Some organisations feel that if they translate the key safety documents such as site rules, safety statements and method statements this should suffice, but they feel that translation of other documents poses a significant financial burden. One consultant group suggested that it is now more common for them to 'deal with one of the sub-contractor employees, often a younger member of the crew (who speaks English) rather than import a specialist translator'. However they did not find this was a satisfactory solution in all cases (C3).

Safety training is acknowledged by all as a problem area in terms of understanding by non-Irish national employees, with the perception that accident levels in the non-Irish population particularly among construction workers is high when compared with Irish workers. Research currently being undertaken by the Health and Safety Authority is examining the accident levels of non-Irish workers in the construction sector. Language difficulties of workers are being investigated in an attempt to understand the increased numbers of accidents among migrant workers. Risk perception is also being analysed in relation to workers from different cultures. Consultant groups and employers in this research are quite adamant that accidents in the construction sector are not in fact caused by language difficulties, but are more as a result of 'misplaced pride among these young workers' and their 'perception of risk' (C3, ER6). The feeling among those interviewed was that non-Irish workers in construction industries are in the main young men and that the research being conducted by the HSA will in fact demonstrate that it is their gender and age that is the main cause for these increased levels of accidents in this sector among non-Irish workers and will show no correlation between accidents and the provision of training in English (results for this research have been delayed but will be forthcoming in 2009). However there seems to be consensus among those interviewed, particularly the law and policy makers, that from a legal perspective Health and Safety and other statutorily required training delivered in English is not effective (C1, RB1, RB3). There is also agreement in the literature regarding health and safety and other legally required training. According

to Sanders-Smith (2007) organisations must ensure compliance and transfer of learning into the workplace despite the differences in approaches, values, attitudes and indeed language.

Integration and future training and development and indeed the safety of this cohort of workers seems to rely therefore on the ability of workers to speak the host country language, English in the case of Ireland. Minister Lenihan is in agreement that 'language is the key to unlocking the door of integration', however funding for language training for this important cohort of workers is not forthcoming from the Irish Government, which is impacting on the successful integration of these workers and indeed language acquisition is seen by many as the main barrier to integration.

5.1.8 Language Acquisition

While the organisations in this research value their foreign workers, most admitting that they would not be in business without access to this labour market, all argue that for successful integration into the workplace knowledge of English is vital. Monks (2007) referring to a recent report from the Equality Authority suggests that migrant workers faced difficulties in participating fully in the labour force due to poor English language skills. One Trade Union group in this research described workers as being 'disconnected' because of language barriers (TU1). Thus for a majority of non-Irish national workers learning and development starts with English language acquisition. The third sub-question 'Is a proficiency in the English language necessary for the integration and development of non-Irish workers?' examined the requirement for competence in the language of the host country, questioning whether proficiency in English is necessary for the integration and future development of non-Irish workers. In 2003 the Commission of the European Communities praised European countries that had integration programmes which included 'language tuition, orientation or introduction courses' (CEC 2003 p 38). In many European countries, as well as in Australia and the United States language training is now seen as essential for improved labour market integration (NESC, 2006). There is however some disagreement about the effectiveness of language training for migrant workers. Brown and Bean (2006) for example believe that increasing knowledge of the

language of a new country does not necessarily lead to 'increasing structural assimilation' (p 5).

Therefore the manner in which Irish organisations are currently dealing with English language training for the non-Irish workers was also reviewed.

According to research and government policy documents on fostering integration in Ireland 'At a minimum, social and economic integration requires that immigrants be able to communicate well in the language of the host country' (NESC 2006, p 175). In the interview for this research held on the 18 June, 2008, the Minister for Integration, Minister Lenihan, assured this researcher that Ireland is now emerging as a knowledge-based society. Confirmed in research for the Equality Authority and the National Centre for Partnership and Performance, Flood and his colleagues have indeed suggested that economic and social indicators have for some time now charted Ireland's progressive emergence as a knowledge-based society (2008). The Minister has also stated that the ability for a migrant to do well here will be defined by the ability with which they can immerse and understand the English language as a transactional tool to allow them to progress in the work force and in society. He feels that there can be some problems particularly associated with the level of English proficiency of these workers, which can be a barrier to their involvement in this vision for Ireland's economy. He suggested that while Ireland was moving up the value chain, in particular in becoming a knowledge economy, it does not make sense to have a significant cohort of your workforce unable to communicate effectively in English' (Minister Lenihan).

Minister Lenihan agreed with other regulatory bodies that some migrant workers, primarily because of their poor grasp of the English language, have little understanding of the workings of government and are therefore unable to access services and information. This corresponds with the research completed by Dunn *et al* (2001) which found that Australians were faced with barriers to services, information and participation and were therefore unable to integrate properly. This they believe was as a result of language and cultural differences. One Irish Regulatory Body suggested that the 'biggest stumbling block left in Policy terms is language training' (RB2), while others suggested that

'obviously English language proficiency is one of the key issues' and explained that the problem facing employers, reported to them, is the language proficiency issue (RB4).

Favell 2008 (p 710) indeed advises that despite recruiting well educated workers from Eastern Europe, countries such as the UK and Ireland are wasting their expertise largely because of residual language and cultural barriers. Trade Unions and employees themselves are also finding problems specifically in terms of access to services and information, and promotion within the workplace. Both groups feel that this is primarily due to a lack of understanding associated with their language skills. The Trade Unions and employees interviewed for this research acknowledge the problem that not speaking the host country language poses. One employee explained that 'language can be a barrier, our company expects a level of English, but if you cannot speak English you have problems' (EE 5). While another employee felt that 'translation is the core of the problem.....the workers pretend they can speak English, but they cannot' (EE3). Trade Unions agree that 'Language is the real barrier' with 'English definitely an issue.....and there are some issues around language or lack of cultural understanding' (TU1, TU4).

The Migrants Rights Centre Ireland have suggested an individual's level of spoken English has an impact on their ability to access and progress within the labour market and that 'limited knowledge of the English language leaves migrant workers vulnerable to exploitation, accidents in the workplace and unemployment' (2007, p 2). Those organisations in safety critical organisations, such as construction and manufacturing industries, were very anxious that all non-Irish employees would have a proficiency with the English language. Employees they suggest must 'understand instructions from their supervisors, more importantly because this is a safety critical industry' (ER11). Industry sectors such as the Aviation sector already have this requirement (English being the working language in the Aviation sector), however other safety critical industry sectors do not have such a requirement. Consultants and Trade Unions agree that in these sectors state that 'the

majority of non-English speaking workers.....are most vulnerable in terms of accidents' and 'lack of English is a huge problem for workers coming to Ireland.....as these workers are most at risk' (C3, TU4). And the Regulatory bodies explain that there is 'difficulty being experienced with workers not understanding the language of safety' (RB1)

Not all organisations in this survey recruited non-Irish workers based on their levels of English, however quite a number of the organisations surveyed insisted that all workers must be able to speak English on joining the organisation. 'Staff are recruited based on their capabilities and they would be expected to have very good written and spoken English'. This they felt caused 'impediments to open recruitment in the public and civil service in terms of language proficiency' (ER9). The hospitality, retail and health sectors were particularly resolute about this requirement because their workers, they suggested, are customer facing and it is imperative that they understand their customers' requests. 'Staff must be able to communicate with customers' one employer stated (ER1), while others agreed that 'all staff must have a very high understanding and fluency in English' (ER3) and 'Customer facing staff must have good English' (ER10)

Many of the organisations interviewed for this research stated that they dealt with a largely foreign customer base and the inability of non-Irish workers to speak English was causing problems with these customers. Some customers are reported as having problems with workers' accents and organisations suggested that the prejudices of many customers needed to be managed (ER2, ER5, ER12). Indeed all but one of the organisations (the food processing/manufacturing company) agreed that ability to speak English was very important in terms of the successful integration of their staff and in terms of their business needs. Thus there is agreement with the Commission of the European Communities in their third annual report in 2007 suggesting that a 'Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration' (p 13). According to Zimmerman (2001), the two most important determinants of fast assimilation of migrants identified in the research in 11 countries were language skills and attachment to the labour market. In terms of provision of

language training, the literature points to the importance of language acquisition in terms of the integration of migrant workers, but on the question of who should provide this training, there seems to be very little in terms of consensus (see Dunn *et al*, 2001, NESC, 2006, IVEA, 2007).

5.1.9 Provision and funding of English language classes

Some reports (NESC, 2006) suggest that best practice now involves the provision of this language training by employers in a work setting. However, in their research into provision of interpreting and translating services in Australia, Dunn *et al* noted that while local governments in Australia frequently provide on-site interpreters and multilingual pamphlets, some respondents of the survey suggested that it was the 'responsibility of immigrants to learn English' (Dunn *et al*, 2001, pg 2484).

This lack of consensus as to provision and funding of English language classes is also present in the current research. Sub-question four endeavours to examine how Irish organisations are ensuring that their non-Irish workers are provided with opportunities to develop their English language skills. Crucially the Minister has stated that his Department will not provide English language classes and would in fact like to make it a mandatory requirement for employers in the future. He sees it also as more of an issue for employees themselves than for the Government. 'I am increasingly looking down the line of making this a mandatory requirement, whether in terms of giving them (employees) time off to learn English, or to conditionalise their retention of the job after a probationary period and linking it to proficiency in the English Language' (Minister Lenihan).

This leaves the onus of English language training firmly in the hands of employers and their employees, with no promise of assistance in terms of financing of this training or provision of extra trainers from the Government. The National Economic and Social Council (NESC) report (2006) submitted to the Irish government, made some suggestions on the issues of integration of migrant workers in Ireland in relation to the language acquisition issue, however, Minister Lenihan believes that only 25% of Ireland's migrant workforce have problems because of language proficiencies and

has therefore decided not to provide financial assistance in this area. While he suggested that it would be more appropriate for employers to provide this training, he also felt that it is the responsibility of these employees to learn English for themselves. He suggested that 'if migrant workers want to negotiate or navigate Ireland from a job progression point of view, they must have English, and if we are encouraging them to do that, then it is a responsibility for themselves to pay for it' (Minister Lenihan). While the Minister insists that he understands the problems facing migrant workers in terms of access to services, information and participation, primarily as a result of language competency and education, and their lack of understanding of the locality, he does not agree with the views of those that suggest that it is the responsibility of governments to provide English classes en masse. 'Is it really the state's job to provide training of this kind?' he asked. He points out that 'in the current tightening circumstances in exchequer terms, the funding is not available for training'. The role of the state, he argued 'is to set a standard of English proficiency but it is the employer's responsibility to achieve that target' (Minister Lenihan), thus placing the onus for English language provision on employers and English language acquisition on employees with no Irish Government assistance for either grouping.

A number of companies in this research suggested that they tried providing English classes for non-Irish workers in the early 2000s, when migrant workers were first employed by organisations, however, this trend seems to be disappearing. Therefore, some employers and Regulatory bodies in this research argued that language acquisition should be dealt with immediately through Government Policy on training initiatives and funding of language training by the Department of Education. However, even among these employers there is little agreement on this issue with some suggesting that it is 'employee's own responsibility' (ER8), while others feel that because employees are being recruited with good levels of English, 'language classes are unnecessary' (ER2, ER10). Indeed very few were intending to provide English classes for staff in the future. Employers generally were adamant that they cannot afford to provide English classes for their workers, and those that have

provided them in the past claim that classes were not well attended, were not successful, and trainers were in some instances not qualified or were inexperienced. One employer suggested that 'while there had been some requests in the recent past for English classes, the Training Department is somewhat reluctant to offer them as a result of the poor uptake previously experienced when English classes were offered' (ER15). There is little agreement among employers regarding provision of English language classes, one Romanian Employer/Manager even suggested that employees should be 'forced to learn English', he saw it as being for 'their own benefit' and felt that 'when you are in Rome you do what the Romans do'. This agrees with the arguments put forward by some employees in this research who suggested that language classes may be needed by some, but that there should be no expectation that these classes should be provided free by the Government. One employee suggested that 'if the Government provided free lessons it would be good, but.....if I want to find a better job, I need to improve on my own first, because it is in my own interest (to learn English) (EE4). Another employee wondered whether it would 'do any good' if the Government provided English classes (EE2). Thus, interestingly, the employees interviewed see language acquisition as a problem which they themselves must resolve.

Some of the regulatory bodies are also anxious about the numbers and quality of trainers available for the provision of these classes. Some have suggested that while the language issue was a real problem, the numbers of qualified English trainers were not available: 'Trainers, they suggested, are probably not available even if the money could be made available from the Government' (RB3). They suggest that there are simply not enough trainers and while these regulatory bodies have listened to the government's policy position on the provision of English classes for non-Irish workers, there is according to them a need to respond to the demand because they do not see this as 'just being an employer problem' and that the provision of English language training should be a priority for the Irish Government (RB3).

The Trade Union groups are also persistent about the requirement for some funding of English classes either by government or employers. They feel that companies cannot expect the employees to be interested in 'learning to speak English quickly and yet pay them the minimum wages with no time off to attend classes' (TU 2). Classes are offered regularly outside working hours and the Trade Unions suggest that the lack of support from employers could result in a huge turnover of staff in all sectors. Both Trade Unions and Regulatory bodies agree that the employers may to 'have to take a hit on this', but that if Government Policy is going to be strongly focused on an integration model and on language skills acquisition, employers will not want to 'bear the sole burden for this'. They argue that there is a 'broader national response needed and that this training could be funded out of the National Training Fund, run by the Department of Enterprise, Trade and Employment (TU2, RB3, RB2)

Despite the Commission of the European Communities' (CEC, 2007) Common Basic Principle Immigrant Integration Policy that basic knowledge of the host society's language is essential, only three countries in the European Union are providing free language courses for migrant workers. Portugal, Germany and France are providing these classes when migrant workers arrive in their countries, while the Netherlands are providing pre-departure examinations on language for their outgoing immigrants (CEC, 2007). One of the Regulatory bodies did in fact make the suggestion that the FAS (National Training Authority) type training organisations in the countries of origin should provide classes to their outgoing immigrants (as in the Netherlands model). While some funding is provided in Ireland for training for asylum seekers and refugees, the group providing this (Integrate Ireland Language and Training) do not provide training for mainstream employed migrant workers (IILT, 2008). All organisations in this research agreed that training, communication, and integration of workers was easier if workers had a proficiency in the English language; not all agree how this can be achieved. Therefore it is imperative that all parties in this debate need to come to some agreement regarding the provision and funding of English language classes, with the accreditation of

appropriate numbers of courses through education institutes and the provision of qualified trainers also becoming a priority.

5.1.10 Translation services

There is obviously a lack of consensus among these Irish organisations regarding the provision of English language training, but this researcher also found that organisations were equally different in their approaches to translation of documents and information for their non-Irish workforce or the need for provision of interpreters. Many spoke about the cost of translation of documentation, with some pointing again to the high numbers of different nationalities and the requirements to provide translations for all of these. Some organisations have provided employee contracts, terms and conditions of employment and some health and safety information in several languages. One Employer (ER7) suggested that they translated contracts and employee handbooks into four different languages, Polish, Lithuanian, Chinese and Romanian, and that there had been requests from time to time for other translations, but these were only considered if there was a volume of people with the requirement for that translation.

Dunn *et al* (2001) noted that best practice in Australia involved the provision of on-site interpreters and multilingual pamphlets, however, some organisations in this research have not translated and feel that it is not the most appropriate method of providing information or training to their non-Irish staff and some have gone as far as getting legal advice about the best way to approach this challenge. They feel that there seems to be 'no straight answer about what you should do on the whole issue of translation' and the worry is that 'where there is a mistake or discrepancy in the translation, the employer will be liable' (ER7). Another employer with more than 29 different nationalities employed feels that 'it is not practical to translate all documentation into 29 different languages' (ER11). Most suggested that all policies and procedures are in English, with those seeking legal advice being told not to translate documents 'the problem of doing that is, that unless

you have documents in every single language, you are actually probably more liable to prosecution for discrimination' (ER1).

While organisations are grappling with this, advice from the regulatory bodies and the Trade Unions is also varied. Irish organisations according to Trade Unions and Consultants in this group are not even inclined to avail of readily available pamphlets from the Health and Safety Authority, the Equality Authority and the Construction Industry Federation. The Health and Safety Authority currently provide the Safe System of Work Plan in a number of languages but according to one interviewee these are usually not made available on work sites (C3).

While some Consultant groups feel that 'translation is the key' (C3), many of the organisations interviewed no longer translate their documents or training manuals. Some have translated documents for their employees in the past, one suggesting that they translated documentation early in 2000 when they first recruited non-Irish workers, however they found that employees did not necessarily benefit from translations in their own languages, with communication problems arising as a result of misunderstandings between workers and management and between workers themselves, because of their inability to speak English (ER6).

5.1.11 Protection of employees

While policy makers in this research agree that there is adequate employment legislation to protect non-Irish workers in the form of the Employment Equality Acts and the Equal Status particularly in terms of the race issue, and with further protection for all workers from the National Employment Rights Authority, newly established to enforce employment legislation and protect employee rights in the workplace, there is still some restlessness among Trade Unions and Regulatory bodies about the protection of these workers. Venter (2002) argues that there is a trend towards racism among organisations in which different cultures are compared and rated. Indeed, 'Race' has been one of the main grounds for complaints under the Employment Equality Act, according to one Regulatory

body interviewed for the research. They suggested that issues arising included access to employment, promotion, dismissal, and failure to translate contracts into the appropriate languages (RB3). One Trade Union Group interviewed expressed the concern that in certain cases employees are 'afraid to speak up'. They point to the unequal relationship even with 'good' employers and add that the workers who do not know their entitlements and who do not have a good support group, worry about being 'destitute, homeless or deported if they stand up for their rights' (TU1).

On the other hand one Regulatory body suggested that reports on race cases are exaggerated 'the numbers of cases taken are quite small' and that reports can be 'quite misleading'.(RB2) One Trade Union group agreed that there is no racism in Irish workforces. 'Racism in the workplace is only reported in a very few cases', they suggest, where these would be marginal cases and 'just incidental'(TU3). However, another Trade Union group suggested that if there is a downturn in the economy and workers loose jobs, it will be a more difficult task to protect migrant workers. As one Trade Union group commented 'Once employment starts to retract, there could be a problem' (TU1). Some suggest that they are beginning to see 'little signs of that in construction, for example, where there have been job losses'. Indeed they feel that full employment 'masks the problem', but as employment contracts, we may get a 'blame culture, which could very easily lead to a culture of racism' (TU2).

5.1.12 Advice from various respondents

Regulatory bodies, consultant groups and trade union groups in this research were very forthcoming in their advice for both government policy makers and employers. Employers too have some ideas as to how government policy should progress.

Some of the suggestions are very practical—the provision of lists of technical words in various languages, for example, common words used in the Construction sector, were seen to be useful. One organisation already using this type of system suggested that approximately 200 words had

been translated by their own workers. This organisation provided a glossary of terms which they felt were necessary for communication of the different terms in the surveying industry. Technical terms and survey terminology were translated in Czech, Polish and Latvian and new staff, who were working off site, found these useful in the first number of weeks of work with this organisation (ER10).

Training in English, training in multiple languages, translations and use of interpreters have been tried by many of the companies interviewed for this research. All have found that in some respects none of these is the solution to challenges facing the organisations or the workers themselves. High cost of translation, requirements for the use of interpreters giving rise to problems of communication between staff and management, lack of understanding of safety critical issues and lack of funding for providing English language courses are seen by many of the participants in the research as insurmountable problems. One organisation from those interviewed, uses a system of easy-to-read English for all their documentation (ER5). All policy and procedures are forwarded to the National Adult Literacy Association who carry out the 'Plain English' conversion of materials. Similar to the UK Crystal Mark, this organisation found this approach to be very successful. This system was felt by many to be the way forward, avoiding the need for translation of documentation or interpreters for dissemination of information. This easy to read or 'Plain English' could also be used for training manuals for courses, again avoiding the requirement to translate into multiple languages. Advice from this organisation was to 'keep it simple' (ER5)

One of the Regulatory bodies feels that there needs to be more practical implementation of integration, 'we are at the implementation phase now in Ireland and more work needs to be done in responding in terms of developing effective training and development approaches that will meet the needs of a diversity of employers as well' (RB3). This organisation feels that there is a sense that 'employers are seeing race and describing it as diversity and thinking that it is something new, when

in fact they have had a diverse workforce for decades but have failed to see that employees are heterogeneous rather than homogenous'. The organisation argues that employers need to promote equality and accommodate diversity as a matter of form and that cultural diversity is only one element. 'It is important that migrant workers don't become perceived as the problem', they suggested (RB3).

While employer organisations are aware of the requirement to develop their staff, some suggesting that cultural diversity training and training in English actually helps to integrate non-Irish workers (ER6, ER14), Trade Union groups are anxious about the lack of training and development for these workers, suggesting that the under-development and lack of provision of training for this cohort of workers is the 'biggest threat to the economy' (TU2). They feel that learning and development is not seen as important by employers. In terms of addressing the different learning styles of various cultures, one Regulatory body felt that in the perfect scenario there should be '5 models of learning' to cover all styles and all cultural preferences. These would include theory sessions and observation, on the job hands on training, video sessions, individual one-to-one sessions and group sessions (RB1).

The Consultant groups point to the under-utilisation of migrant workers' qualifications as a major problem for the economic future of the country (C3). The Trade Union groups are calling for 'positive action', state funding for training initiatives and advice centres for migrants to be multi-lingual. Provision of translators within the Citizens Advice Bureaux throughout the country was suggested by Polish and Latvian Organisers in one of the Trade Union Groups, who felt that this would facilitate provision of information to non-Irish worker whose levels of English would otherwise prove a hindrance (TU17). Regulatory bodies interviewed suggest that currently there is no state body providing advice for employers and this must be addressed. Trade Union groups admit that they 'do not have the answers' but there are some signs that the Government is 'beginning to look at the

issues and hopefully are moving beyond seeing immigration as an answer to labour market shortages with no consequences'. TU2

5.2 Non-Irish Employees views

According to Fielding and Schreier (2001, p 2) triangulation, a combination of methods, ensures 'a larger, more complete picture of the phenomenon under study'.... and 'is necessary in order to gain any (not necessarily a fuller) picture of the relevant phenomenon at all'. The qualitative research provided an in-depth understanding of the problems faced by employers and other bodies in the management of these workers particularly in the areas of provision of information, training and development. The following analysis of the quantitative data provides an understanding of the issues faced by non-Irish employees and addresses the sub-question regarding the perception of these employees of the current learning and development practices of Irish employers. Therefore while the in-depth interviews conducted for this research provided a rich source of data for analysis which addressed the sub questions relating to the migration strategies, language acquisition policies and learning and development strategies of policy makers and employers, the final question regarding employees' views of current practices of Irish employers is best examined in conjunction with the questionnaires completed by employees.

In order to assess non-Irish employees' perceptions on a range of issues, one hundred employee questionnaires were distributed through HR and Training Managers in 15 organisations. Of these 46 were completed and returned in the stamped envelopes provided with the questionnaires.

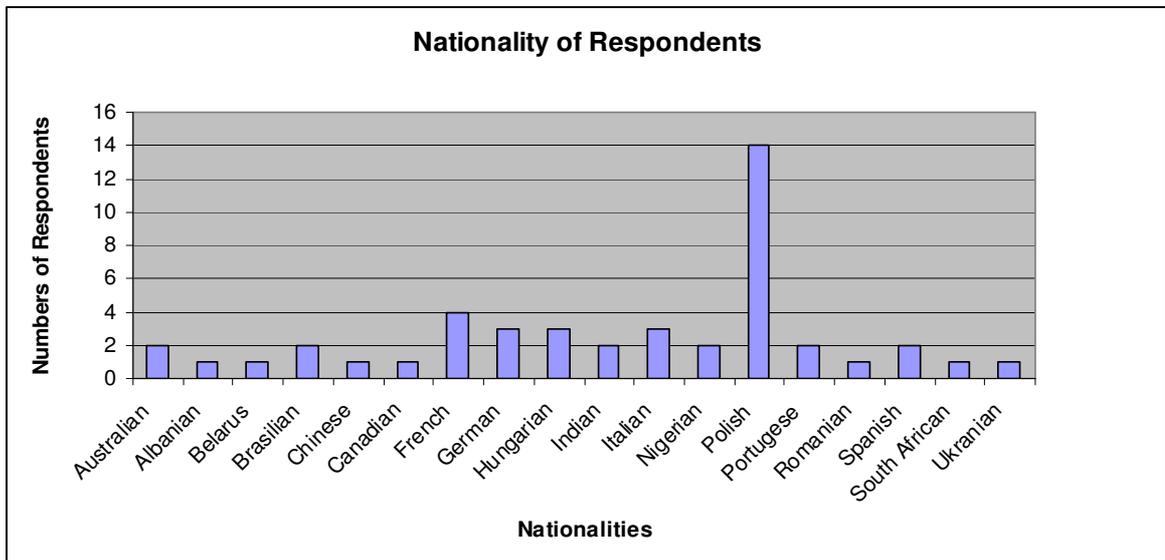
5.2.1 Nationality of Respondents

Eighteen nationalities are represented in the questionnaires including EU and non-EU nationals.

The largest number were from Poland which is completely in line with the numbers working in Irish

industries according to the CSO figures (CSO, 2007). No returning Irish immigrants, UK nationals or USA nationals responded to the survey.

Figure 5.1
Nationalities of Respondents



5.2.2 Gender and age of Respondents

There was a fairly even spread of gender with 54.3% of respondents being female and 45.7% being male. While ages ranged from 21 years of age up to 57 Years, 50% of the population surveyed were under 30 years. This is in line with the most up to date Central Statistics Office figures which put the immigrant working population at between 25 and 44 years (CSO, 2006). While the five employees interviewed as part of the qualitative research included 4 females and 1 male, all were aged between 23 and 33 years of age, again corresponding to the CSO figures for the non-Irish working population. Employers interviewed during the qualitative data collection also suggested that their non-Irish workforce was a predominantly young workforce, with only the Transport industry reporting having older workers.

5.2.3 Business details

Ten business sectors were included in the survey from Private, Public, Semi-State and Commercial Semi-state companies. Industry sectors included were Banking, Civil Service and Government Departments, Hospitality, Financial Services, Construction, Health Care, Retail and Wholesale,

Transport and Aviation. The sectors chosen for this research reflect the breakdown of Ireland's non-Irish national workforce according to the Quarterly National Household Survey taken by the Central Statistics Office, 2006. Non-Irish workers according to the CSO are not evenly distributed across industrial sectors with some sectors having a particularly high proportion of non-Irish workers. Figures from the CSO data suggest that 25% of the non-Irish national workers are employed in the Hotel and Restaurants sector, 12% in the Construction sector, 11% in other production industries, 10% each in financial services, health and other services sectors, 8% in wholesale and retail and 7% in transport. The services industries, medical and nursing and the catering sectors continue to have the largest numbers of non-Irish national workers (CSO, 2006). Most sectors were represented by the current data and indeed, the sectors represented in the interviews for this research were similar to those responding to the questionnaires for the quantitative analysis, with semi-structured interviews with respondents from the aviation, banking, health care, hospitality, transport, wholesale and retail sectors, as well as those from the public sector.

Thirteen employees (29% of the total) were from the public sector, three from the semi-state sector (6%), only one from the commercial semi-state sector and twenty nine (or 63%) from the private sector. A similar distribution between public and private sector were interviewed for this research, with 33% of employers interviewed coming from the public sector and 66% coming from the private sector. It was important in the research to have a distribution between public and private sector, and different industries in the interviews and in the questionnaires that reflected the numbers of non-Irish employees working in those sectors and industries.

The following table gives a breakdown of those employees responding to the questionnaire by industry sector.

**Table 5.1
Industry Sectors**

Industries represented in the research		
Type	Employees in sector	%
Aviation	9	20%
Banking	7	15%
Public sector	1	2%
Education	1	2%
Health Care	5	11%
Hospitality	5	11%
Retail	2	4%
Services	4	9%
Transport	6	13%
Wholesale	6	13%
Total	46	

5.2.4 Retention of employees

One of the issues discussed by respondents at the qualitative stage of the data collection for this research was the issues arising as a result of length of stay with companies. Two types of employees were identified by a number of interviewees, those who wished to stay in Ireland in the long term and those who wished to return home after a short period. The following data indicates the number of years that each of the employees responding to the questionnaire have remained in Ireland. From the results it is clear that a large number of employees 59% have been in Ireland for 4 years or less. Only 5 of the employees out of 46 have been in Ireland for over 10 years, providing more evidence that employees in the main are interested in coming to Ireland for a short period of time and then returning to their own countries (see Table 5.2). There were no Agency workers in this group, 38 were in permanent positions, 5 were temporary employees and only 3 were employed on a contract basis. Ireland's membership of the European Union entitles any European, EEA citizens—the EEA comprises the member states of the European Union together with Iceland, Norway and Liechtenstein—and citizens from Switzerland, entry into Ireland for work purposes (DETE, 2008). This allows all of these workers ready access to permanent status in Ireland.

Table 5.2
Years in Ireland

Years in Ireland	No. of employee	Percent	Cumulative Percent
1	8	17.4	17.4
2	9	19.6	37.0
3	6	13.0	50.0
4	4	8.7	58.7
5	3	6.5	65.2
6	3	6.5	71.7
7	3	6.5	78.3
8	5	10.9	89.1
11	1	2.2	91.3
12	1	2.2	93.5
18	1	2.2	95.7
35	1	2.2	97.8
44	1	2.2	100.0
Total	46	100.0	

5.2.5 Education levels of respondents

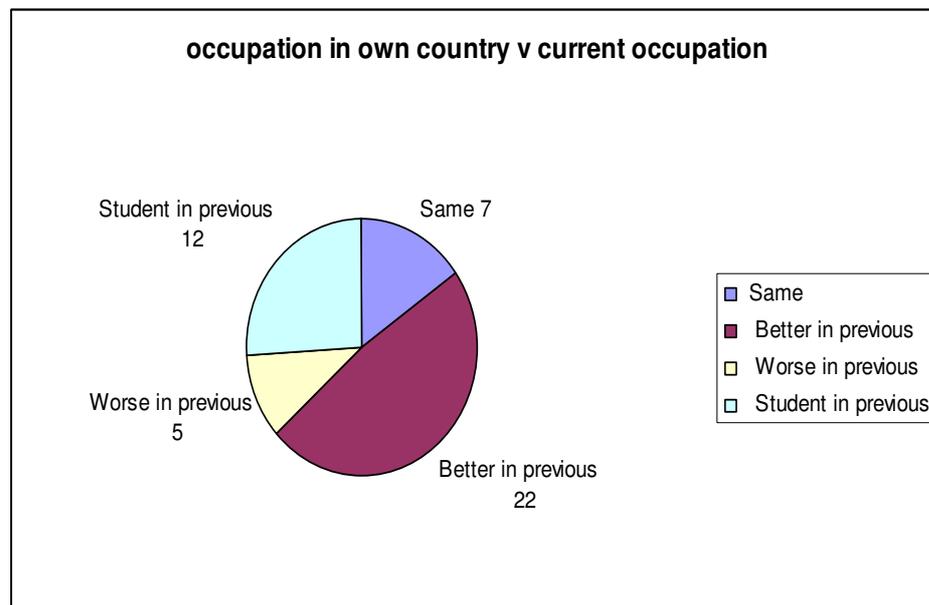
According to research carried out by Crowe, 2007, in general a sufficient pool of potential migrant labour exists within the EEA (European Economic Area) to meet Ireland's requirements at the lower end of the skills continuum, but the pool of labour from within this region, which is likely to migrate to Ireland, narrows appreciably at the higher end of the skills range. This finding however does not seem to be upheld in terms of the current research, with a number of those with 3rd level qualifications migrating from both within and outside the EEA region (see Table 5.3). In fact, minimum levels of education were surprisingly high with only four of the respondents having an apprenticeship level. Otherwise 65% of respondents had 3rd level qualifications, some of those having Masters Level, while 22% had 2nd level (Table 5.3).

Table 5.3
Minimum level of education for all nationalities

		Minimum level of education				Total
		2nd Level	3rd Level	apprenticeship	Other	
Nationality of Respondent	Australian	0	2	0	0	2
	Albanian	1	0	0	0	1
	Belarus	0	1	0	0	1
	Brasilian	0	1	0	1	2
	Chinese	1	0	0	0	1
	Canadian	0	1	0	0	1
	French	0	4	0	0	4
	German	0	1	2	0	3
	Hungarian	0	1	2	0	3
	Indian	1	1	0	0	2
	Italian	1	2	0	0	3
	Nigerian	0	2	0	0	2
	Polish	4	9	0	1	14
	Portugese	0	2	0	0	2
	Romanian	0	1	0	0	1
	Spanish	2	0	0	0	2
South African	0	1	0	0	1	
Ukranian	0	1	0	0	1	
Total		10	30	4	2	46

The worry among policy makers and writers on the emerging issues suggest that many of these highly educated migrant workers are being under-utilized in their current roles (for example Monks, 2007). A report from Barrett *et al*, 2006 suggests that if all migrant workers were employed at a level reflecting their standard of education, it would contribute 3.5 per cent to the country's GNP. In the current research of those surveyed only 7 had taken up positions that were comparable to their education levels and work they had been engaged in while in their own countries. Twenty two of the 46 respondents claimed to have a better standard of employment in their own countries before coming to Ireland, while only 5 of those surveyed suggested that they had fared better by coming to Ireland in terms of employment (Figure 5.2).

Figure 5.2
Occupation since immigrating



Aside from the respondents who had been studying, very few of these workers feel that they have improved their occupations by coming to Ireland. In her research carried out for the Equality Authority, Monks (2007) in agreement with Barrett *et al* (2006) suggests that the economic costs of the underutilisation of migrants' skills and knowledge are significant. Respondents were asked to rank their current position in their organizations in Ireland with respect to their previous position in their own country. Aside from the respondents who were students prior to their arrival in Ireland, 34 employees assessed their current occupation in relation to that which they had previously held. A breakdown of the new occupations compared to their previous occupations can be seen in Table 5.4.

Table 5.4
Status in new occupation

Current Position in Organisation					
		Same	Better in Previous	Worse in Previous	Student in previous
	Employee	3	15	4	8
	Team Leader				1
	Line Manager		1		1
	Supervisor		3	1	1
	Manager	2	3		1
	Tech/ Scientist	2			

Of the employees employed at the very basic level in organization 3 said that they were at the same level as in their home country, 15 suggested that they were worse off before they came to Ireland and that they held better positions in their previous country, while only four employees suggested that they were worse off in their home country. Chiswick *et al*, 2005 p. 333, have also remarked on this phenomenon referring to it as a 'u shaped' pattern of occupational attainment, where immigrants are likely to experience what they refer to as 'downward occupational mobility' when moving from the last job in their home country to the first job in their new country.

One Line Manager, three Supervisors and three Managers suggested that they had been doing better in their previous employments before coming to Ireland. This suggests that in the main employers are not taking previous qualifications of the workers into account and non-Irish staff are being under-utilised in their current employments.

5.2.6 Training and Development

In line with the semi-structured interviews conducted as part of this research in relation to the training and development of non-Irish national workers, respondents to the questionnaire were asked a number of questions regarding their experience of training and development within their organisations. As suggested in interviews with employers, confirmed by the employee questionnaires, most workers receive induction training on recruitment to their new organisation. Induction training had been provided to 82.6% of the employees who responded to the questionnaire. However, despite assurances from the employers and the employees in the semi-structured interviews, only 56.5% of the employees responding to the questionnaire reported having received Health and Safety Training. Specialist or technical training was received by 43.5%, and 13% of employees had received management or professional training which is in fact in line with the findings from the qualitative research.

Only 4 of the employees surveyed had received any type of cultural or orientation training in their current employment. This figure of 11% (which is in line with the figures in the qualitative research of 8.7%) is well below the figures suggested by Flood's research (2008) which indicated that 25.3% of employees surveyed had received diversity/equality training. One of the Trade Union groups suggested that 'diversity training is difficult to sell to organizations despite the importance of such training' (TU2). That Irish organisations seem to be slow to develop policies for managing diversity, and equally slow to provide training to their staff on cultural diversity or managing in a multicultural environment, is apparent, despite the research suggesting that it is of benefit to companies (Monks, 2007)..

While training seemed important to the organizations in which these employees worked, bearing in mind the numbers of courses provided to employees, Health and Safety Training was perceived by the employees as less important. A very high proportion of those surveyed (89%) saw training as

important to their organization only 5 out of 46 believing that training was not important to their organisations (Table 5.5). However, one respondent commented 'Training is considered to be important in the company, but there is neither monitoring about its effectiveness nor surveys about the types of training needed' (Questionnaire no. 6).

Table 5.5
Training is important to organisation

		Frequency	Percent	Cumulative Percent
Valid	Strongly Agree	26	56.5	56.5
	Agree	15	32.6	89.1
	Disagree	4	8.7	97.8
	Strongly disagree	1	2.2	100.0
	Total	46	100.0	

While 74% believed that their organisations viewed health and safety training as important another 26% did not agree and some actually feel that their safety was at risk in their workplaces. This was not linked by them to anything in particular in relation to their training, however, many felt that as their employers were not giving health and safety training the consideration it deserved. As training is provided in most organisations in English, there seem to be a worry among employees in this research that they understand all of this training, which may account for their feelings of not being safe.

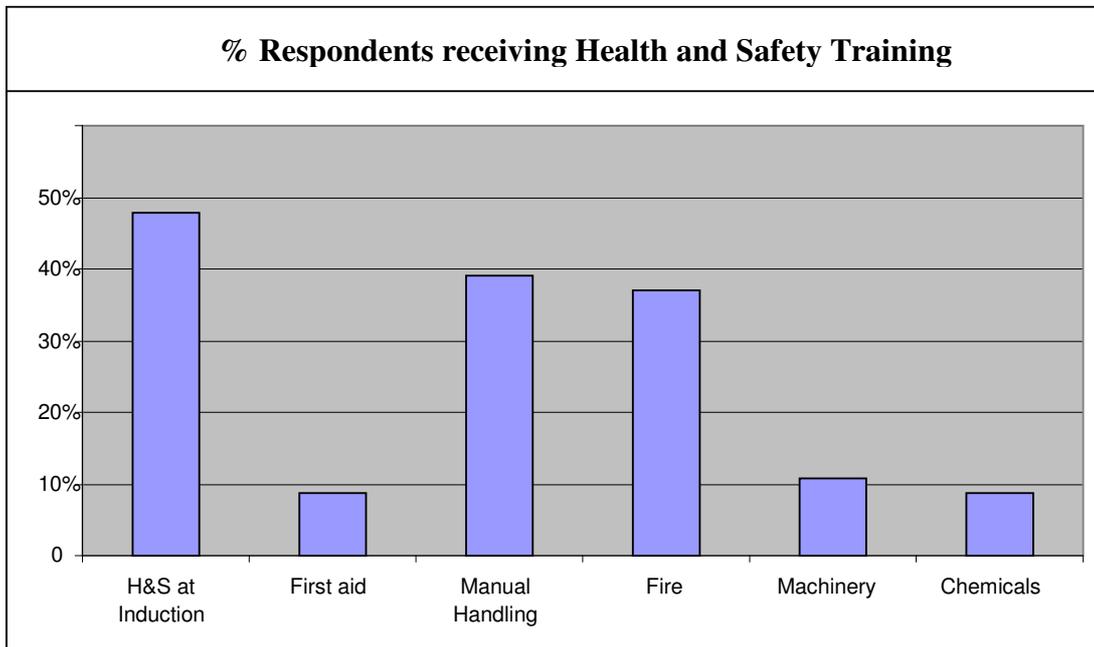
Despite the perception held by some employees in this research that Health and Safety training was not as important to their organisations, Health and Safety training was given at induction to 47.8% of respondents, with 10% receiving health and safety training on machinery, 8.7% on chemicals and 8.7% on First Aid training. Manual Handling and Fire training received 39% and 37% respectively (see Figure 5.3). This does however point to a lack of training by some organisations. Certainly while machinery safety, chemical safety and in some instances first aid training would only be

provided to specific employees, Manual Handling and Fire training would be seen as mandatory in all organisations and should therefore be available for all employees, the premise being that all employees, irrespective of their occupations, are exposed to fire hazards during the course of their working lifetimes and must be provided with information and training in order to deal successfully with any outbreaks of fire. Likewise all employees, in all areas of business, find themselves from time to time in situations where they must lift, pull, push or move loads and should therefore receive training in the correct method of handling loads in order to protect them from injury in the workplace. This type of training does take up considerable resources for the organisation, however, employers are obliged to provide it.

Garavan, (2007) reported that 73% of Irish organisations had a specific budget for Learning and Development which was a significant decrease from 82% in 2003 and a considerable amount of this would have been spent on Health and Safety training. According to Garavan, workplace training investment in Ireland is falling further behind EU levels when measured as a proportion of total payroll costs.

Flynn in 2008, also researching the area of training spend in Ireland has suggested that 'gender, age, contractual status and country-of-origin are significant factors in determining who secures access to employment-related training' (2008 p. 31), however these respondents seem to attest to a much lower spend which is not dependent on any of those factors, as all employees were treated the same in respect of amounts of training received by them (Figure 5.3).

Figure 5.3
Health and Safety



As with the information provided by interviewees in the semi-structured interviews, all training was conducted in English with very little in terms of translation of course notes or policies relating to health and safety in organisations. As previously stated, Health and Safety legislation enacted in Ireland in 2005, (Safety, Health and Welfare at Work Act, 2005) places an obligation on Irish employers to provide instruction and training 'in a form, manner and, as appropriate, language that is reasonably likely to be understood by the employee concerned'. In the case of Health and Safety, it is not only necessary to provide the information and instruction required by the law, it is also very important that employees receiving such training understand what is being taught in order that they may work safely in their workplaces. Worker understanding is critical if this type of training is to be effective and as suggested by Saunders-Smith (2007) training professionals must ensure compliance and transfer of learning into the workplace despite the differences in approaches, values, attitudes and indeed language. The legislation (Health and Safety Authority Guidelines, 2007) requires trainers to ensure that an evaluation of learning brings to light any misunderstandings among workers as a result of language difficulties or misunderstandings due to cultural differences in

attitudes and behaviours. While most of those surveyed in this research were happy that their levels of English were 'Excellent' or 'Very good', 7 of the 46 employees did admit that their English language proficiency was poor. Only 2 of the 46 respondents had received English classes from their employers. Therefore, while mandatory health and safety training was received by respondents, it is not clear that all employees would have understood all of the training and if there was complete transfer of learning in the workplace.

5.2.7 Safety of Work and levels of risks perceived

The Health and Safety Authority of Ireland are currently conducting research into the risk perception of non-Irish nationals in the Construction industry. Their hypothesis is that accidents and fatalities are higher among non-Irish nationals in this sector as a result of their different perception of risk. While findings from the interviews in this research would suggest that there is a slightly heightened perception that accidents occur among non-Irish nationals more frequently than their Irish counterparts, it was associated with the age and gender of these employees as opposed to their nationality.

The questionnaires used here sought to establish the perception of a number of non-Irish workers in different sectors in relation to their safety at work. While generally the results could be perceived as good, with 89% of those surveyed feeling that their work was safe, only 32.6% of respondents 'agreed strongly' with the proposition. Likewise while 87% of those questioned agreed that they did not feel they were obliged to take risks at work, only 34.8% 'agreed strongly' with the statement (see Tables 5.6 and 5.7).

Table 5.6
Safety at work

'I feel that my work is safe'

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	15	32.6	32.6	32.6
Agree	26	56.5	56.5	89.1
Disagree	4	8.7	8.7	97.8
Strongly disagree	1	2.2	2.2	100.0
Total	46	100.0	100.0	

Table 5.7
Risk taking at work

'I do not need to take Risks at work'

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	16	34.8	34.8	34.8
Agree	24	52.2	52.2	87.0
Disagree	5	10.9	10.9	97.8
Strongly disagree	1	2.2	2.2	100.0
Total	46	100.0	100.0	

Because Health and Safety training requirements in Ireland, it is important that employees are provided with adequate training but that the training they receive is understood by them. Therefore the issue of language acquisition is of great importance in terms of learning and development but more so in terms of health and safety training initiatives.

5.2.8 Language Acquisition

Until recently, the value of language training according to much of the research has been seriously underestimated (NESC, 2006, CEC, 2007) and countries, including Australia, the United States and countries in Europe, now see language training as essential for integration. According to the Commission of the European Communities (2007 p 13) 'Basic knowledge of the host society's language, history, and institutions is indispensable to integration; with many European countries, as well as Australia and the United States, now seeing language training as essential for improved labour market integration (NESC, 2006). Employers, Trade Unions, Regulatory bodies and employees interviewed for this research were in agreement that an ability to speak English was

hugely important for non-Irish workers. Respondents to the questionnaire were therefore asked to evaluate their own levels of written and spoken English and a surprisingly high number, almost 70%, felt that their spoken English was either Excellent or Very Good. Only 13%, 6 of the respondents suggested that their English was 'not good'.

Similar numbers were given for written English with 60% suggesting that their written English was either 'Excellent' or 'Very Good' and 40% suggesting that their written English could do with some improvement. The high percentage of respondents to this questionnaire who believe that their English was adequate is probably be more as a result of recruitment policies within their organisations than any efforts on the part of those organisations to provide language training to their non-Irish staff as is evidenced from the interviews with the various organisations in this research who stated that their organisations required workers whose level of English was of a high standard, particularly those in safety critical industries and with high levels of customer interaction. For example, one organisation suggested that while 'staff are recruited based on their capabilities, they would be expected to have very good written and spoken English' (ER9).

While the National Economic and Social Council report suggests that best practice now involves the provision of this language training by employers in a work setting, only 2 of the 46 respondents had received English language classes from their employer. This was confirmed during the interviews with many of the employers and Trade Unions in this research with many suggesting that while they believe English language classes would be useful, the costs and other resources involved would be prohibitive.

Findings from the interviews with both employers and employees suggest that most training courses are provided in English. This is borne out by the results from the questionnaires where employees stated that courses in the main were provided in English (see Table 5.9). Some 6 of the 46 respondents had in fact received some training in their own languages but this was found not to be

the case among those employees or employers interviewed by the researcher. There is disagreement among the respondents to this research as to the effectiveness of providing training in the language of the non-Irish national employees, one employer interviewed suggested that employees should be 'forced' to learn English because this was the best for them in the long run' (ER 6), while another suggested that after the training event was over it would be important for employees 'to understand instructions from their supervisors' (ER 11), however there was very little evidence of evaluation of training by employers in this research in either the interviews or the questionnaires.

Table 5.8
Courses delivered in English

Courses were delivered in English	Frequency	Percent
Yes	40	87.0
No	6	13.0
Total	46	100.0

5.2.9 Learning styles and cultural diversity training

Much of the literature examining learning and development of different cultures, focuses on the differences in learning styles pointed out by Hofstede (2001), Schommer (1994), and Roderigues (2000). The qualitative interviews very definitely pointed to the fact that there is little understanding of this concept by most trainers, with only a handful of trainers taking cultural learning styles into account in their classrooms. In an attempt to assess the level of understanding of trainers in terms of cultural differences in learning style according to the trainees, respondents were asked if they felt if the trainer understood different cultures. Surprisingly there was a relatively positive response to this question which is not in line with results from the qualitative data collected with this research. 33 of the respondents had a positive experience in terms of their trainers understanding of their culture. The other 13 respondents either felt that the trainer did not understand different cultures.

Table 5.9
Learning styles and cultural differences

Understanding of Learning Styles		
Trainer understood different cultures	Strongly Agree	12
	Agree	21
	Disagree	11
	Strongly disagree	1
	No Response	1

While it is clear that employees in this research were, in the main positive, about their trainer's approach to different cultures, this may not reflect the trainer's true understanding of the differences in learning styles in different cultures (the researcher now feels that questions in this section of the questionnaire were not specific enough to allow for clear responses or understanding of this concept). Generally, however, these employees found that their organisations' training initiatives were effective.

Table 5.10
Training effectiveness

How would you describe training in your organisation?

	Frequency	Percent	Valid Percent	Cumulative Percent
Very effective	10	21.7	21.7	21.7
Effective	25	54.3	54.3	76.1
Fairly effective	11	23.9	23.9	100.0
Total	46	100.0	100.0	

When asked to respond to the question 'how would you describe training in your organisation', 76% agreed that it was 'Effective', however only 21.7% suggested that it was 'Very effective'. Considering the importance placed on learning and development in the literature with writers suggesting that the importance of continually developing skills cannot be overemphasized (Routledge and Carmichael, 2007), it is surprising that there is still a level of resistance to provision of training in Irish organisations. The worry among Trade Union and Regulatory bodies is that in the future with a

contraction in the economy and a tightening of the budgets in organisations for training initiatives, there will be less of an emphasis on training other than that required by law.

5.2.10 Integration of non-Irish employees

The qualitative data provided by the interviews for this research tackled the question of the integration of non-Irish employees and the approaches taken by employers in different organisations and different sectors.

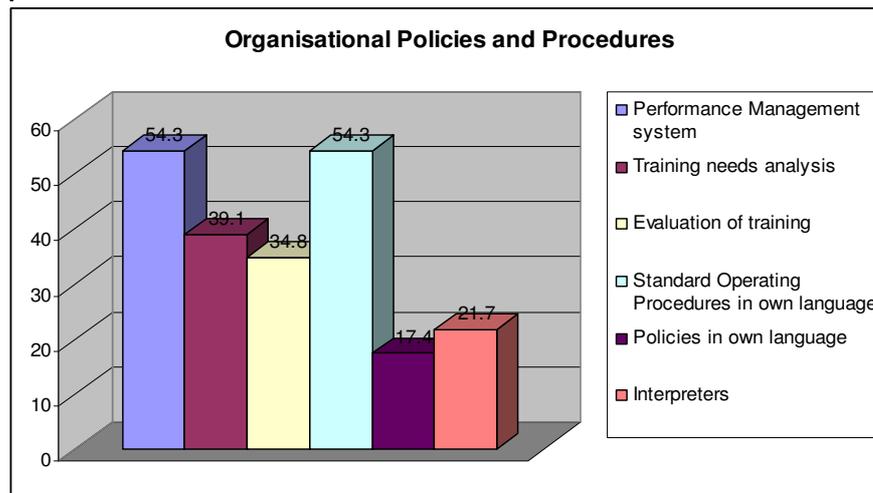
In order to assess employees' perceptions of their integration into their organisations, the questionnaire posed questions regarding worker satisfaction and the policies and procedures in place. In terms of employee satisfaction, only 7 of the respondents did not feel that they enjoyed their work. Interestingly both Spanish workers were dissatisfied with their work, but most respondents seem to have some level of satisfaction with their workplaces. While 37% of the respondents to this questionnaire 'agreed strongly' with the statement 'I enjoy working in my organisation', and 47% suggesting that they 'agree' with the statement, the question was not specifically aimed at their feelings of inclusion in the organisation and might have been better worded to that effect.

Table 5.11
Nationality of Respondent and Worker Satisfaction

		Worker Satisfaction				Total
		Strongly Agree	Agree	Disagree	Strongly disagree	
Nationality of Respondent	Australian	1	1	0	0	2
	Albanian	1	0	0	0	1
	Belarus	0	1	0	0	1
	Brasilian	0	2	0	0	2
	Chinese	0	1	0	0	1
	Canadian	1	0	0	0	1
	French	1	3	0	0	4
	German	1	2	0	0	3
	Hungarian	1	1	0	1	3
	Indian	1	1	0	0	2
	Italian	0	2	0	1	3
	Nigerian	1	1	0	0	2
	Polish	5	6	2	1	14
	Portugese	1	1	0	0	2
	Romanian	1	0	0	0	1
	Spanish	0	0	1	1	2
	South African	1	0	0	0	1
Ukranian	1	0	0	0	1	
Total		17	22	3	4	46

While it is interesting to measure employee satisfaction, this measure does not in fact lead to an understanding of employee integration into the workforce. With current government policy being focused on a migration strategy of integration, it is imperative that all possible forms of providing an inclusive workforce should be utilised for the successful involvement of non-Irish workers in all organisations. Surveys conducted in Australia by Dunn and his fellow researchers found that Australian local government provide a range of services, including on-site interpreters, multilingual pamphlets and anti-racism policies to alleviate problems and barriers for foreign workers (2001). General statements were put to those completing the questionnaire to ascertain which strategies of inclusion were being utilised by their organisations (see Figure 5.4).

Figure 5.4
Policies and procedures



Of the policies and procedures indicated by respondents, 54% of organisations provide performance management and appraisal of their employees and this number also provide standard operating procedures in the language of the employees, while policies were translated into different languages by only 17.4% of companies in the survey. This finding is in line with the general results of this survey indicating that a large number of Irish organisations provide information to their employees in English only. In fact the finding of 54.3% for the numbers providing SOPs in different languages is quite high when compared with the qualitative results of this survey. Training initiatives such as Training Needs Analysis and Evaluation of Training were provided by only just over 30% of these organisations. Interpreters are only provided by 21.7% of organisations which is again in line with previous findings in the qualitative research.

While employees generally felt that their employers were providing adequate levels of training and development, some suggested that workers feel that they are 'being used by their employers' (ER4). Indeed this is a view held by some of the employees filling in the questionnaire for this research. One of those employees interviewed stated that fellow non-Irish workers have complained in the past about their treatment by Irish employers. This employee stated that 'the main problem is that many people are saying that they are being used by employers' suggesting that they 'are getting paid less

than Irish workers, even at the same level and that they are being excluded (EE4). However other employees agreed with the bulk of findings from the questionnaires, stating that it depended on individuals and on your own experiences. One Italian employee suggested that 'the government here is good with foreigners, more than Italy or other places' (EE2).

5.2.11 Trade Unions

During the qualitative interviews with Trade Union groups, one respondent referred to the negative attitude held by some Irish nationals in relation to their fellow non-Irish workers with respect to the Irish workers belief that foreign workers are taking all the overtime and undercutting them. This interviewee felt that joining a Trade Union could be of benefit to non-Irish workers. However, there was the suggestion that Irish workers were not anxious that their fellow foreign workers join the Trade Union. The Trade Unions feel that this is not a logical stance and they should be involving the migrant workers in the union so that they can be consulted (TU2). One of the Trade Union groups interviewed expressed the opinion that while some non-Irish national workers are reluctant or nervous about joining a Union, it was 'usually without cause' (TU3).

Naturally there is a consensus among Trade Union groups that it is important for workers to have protection through Union Membership (TU1, TU3), however, among the group responding to the questionnaire, 60% had not become members of a Trade Union. Union membership seems to be more important for those respondents aged over 30 years; only 2 of those under 30 had joined a union while 30 employees over 30 years had joined (Table 5.13).

Table 5.12
Membership of Union by age

		Membership of Trade Union		Total
		Yes	No	
Age of Respondent	21	0	2	2
	23	0	3	3
	24	0	2	2
	26	1	4	5
	27	0	4	4
	28	0	4	4
	29	1	2	3
	30	1	1	2
	31	1	1	2
	32	2	2	4
	33	2	1	3
	36	0	1	1
	37	1	1	2
	38	1	2	3
	42	1	1	2
	43	1	0	1
	48	1	0	1
	49	1	0	1
	57	0	1	1
Total	14	32	46	

Of the 14 respondents who were members of a Union, nationality did not seem to play a significant part in the decision. While 5 out of the 14 were Polish, it is more to do with the large number of Polish workers who responded to the questionnaire rather than anything to do with their nationality. All other nationalities had no union membership or just one or two who were members. The German, French and Italian respondents had no union membership, while both of the respondents from Nigeria were Union members.

Table 5.13
Membership of Union by Nationality

		Membership of Trade Union		Total
		Yes	No	
Nationality of Respondent	Australian	1	1	2
	Albanian	0	1	1
	Belarus	0	1	1
	Brasilian	0	2	2
	Chinese	1	0	1
	Canadian	0	1	1
	French	0	4	4
	German	0	3	3
	Hungarian	1	2	3
	Indian	0	2	2
	Italian	0	3	3
	Nigerian	2	0	2
	Polish	5	9	14
	Portugese	0	2	2
	Romanian	1	0	1
	Spanish	1	1	2
	South African	1	0	1
	Ukranian	1	0	1
	Total	14	32	46

A final comment from one of the respondents suggests that 'Trade unions in this organisation are too strong – they are both damaging worker's attitudes to the job and tying management's hands. This company could not survive anywhere else in the world' (Questionnaire no. 8). This is obviously not the approach taken by the Trade Union groups interviewed in the research and these groups would encourage membership of some union or representative body, their belief being that unless represented, these workers may be exploited, particularly in a downturn in the economy. One Trade Union spokesperson suggested that there is 'Better protection for workers from Trade Unions, they push up the standards for everybody and if everybody stands together, the worker is not isolated' (TU1).

5.3 Conclusions

The future impact of migration will depend on a broad range of factors, including general economic conditions in Ireland and globally, and the socio-economic profile of migrants. Much will also depend on government policy and how migration is managed and Ireland will need to take a proactive

approach to migration management. While support from the Government seems to be forthcoming in relation to their proposals to foster integration among non-Irish workers, there is little evidence of financial support for either employers or employees in relation to the integration or training and development of these workers.

Despite Minister Lenihan's assurances about the provision of a 'one-stop-shop', which would ensure that all departments are working together and avoiding the policy clashes of the last number of years, there is continuing evidence of duplication and fragmentation of provision of information and support to non-Irish workers. There is an urgent requirement to put structures in place to facilitate this process and to have some centralization of the services. Currently there is no clear lead agency for migration and few policy co-ordination mechanisms amongst relevant departments and bodies exist. Under the Minister's department there is a proposal to appoint a Standing Commission on Integration, linked to the Government, to provide information and direction regarding the issues affecting both migrants and the indigenous population. A Task Force to provide a 'public consultation' forum is also envisaged which would make recommendations to the Minister for future development in the medium to long term. A Ministerial Council for Integration is also proposed as an informal consultative body, geographically spread throughout the country, with representatives of the ethnic groups meeting with migrant communities on their issues and concerns. While the Minister envisages a Local Authority role in the provision of information and training facilities, to date none of these facilities are forthcoming and there seems to be little willingness in Government circles to move these initiatives forward with no clear time line for commencement of this initiative. Indeed Minister Lenihan's vision for the future may not materialise if there is a downturn in the economy and the Irish Government decides to pull resources from this area. During his interview, Minister Lenihan acknowledged that while it is important to encourage migrants to participate fully in the Irish workforce, it is also important not to alienate our own workers and he hopes to 'keep them on side'.

While it is evident from the data that Irish organisations are aware of the importance of learning and development of all their workers, they are slow to provide specific training for the non-Irish workers and trainers in these organisations are not familiar with the differences in learning styles of these diverse workforces. There is an understanding that training in different languages may be necessary for some workers, particularly in the area of health and safety training, but there is a reluctance on the part of Irish organisations to provide this, with most training and information being provided in English. This is the norm whether there is English language proficiency among these workers or not and in fact employees are expected to arrive in Ireland with a level of proficiency in English to help them integrate and work in an Irish environment without further tuition. Neither it seems will English language classes be provided by the Irish Government, but employers do not feel that they have a responsibility for this type of training of their workers.

That organisations value their non-Irish workers was very evident from both the interviews conducted with employers and employees and from the questionnaires received. Many employers were quite vocal in their praise and appreciation of their multi-cultural staff with employees feeling supported and valued for their contributions. One employer in his appreciation of their non-Irish workforce described it as 'a richness and a different skill mix, which complement our own skills' and suggested that among non-Irish workers 'there is a willingness to work and an appreciation that they are being allowed to work' (ER12). This opinion was confirmed many times with comments to the effect that these employees are considered 'very good employees, very reliable, with less absenteeism' (ER9, E11)

Migrants rights, however, must continue to be protected and fostered. If properly managed, this new workforce can bring many benefits to Irish organisations and make Irish society a more tolerant and ultimately, more resilient and adaptive one.

The final chapter examines the findings for the Qualitative and Quantitative data and suggests implications for the theory and future policies and procedures. An indication of the limitations of the current research is given and an outline of proposed future research is provided.

Chapter Six

Conclusions

6.0 Introduction

Historically, according to Grillo (2007 p 1), 'the principal way of dealing with ethnic cultural difference was to abolish it'. Currently, the Assimilation or Nativist models preferred by countries such as the U.S. and France are being replaced by a more Integrationist approach in other European countries. Integration is the preferred migration policy of the Irish Government, however at present there is no single agency dealing with the integration of workers and while the Minister for Integration in the Irish Government is adamant that all Government departments with an interest in these workers are currently and will in the future work together, it is very important that all voices are heard. Research in the area should look to other countries where previous migration strategies have been less than successful with a view to avoiding the mistakes of the past. A cohesive EU approach to immigrants and their successful acculturation is required. In Ireland future research needs to focus on the plight of current migrants, as well as second and third generations who are directly affected by the actions of current Government, Regulatory and employer bodies.

Current integration strategies in the long term should ensure successful co-operation between Irish and non-Irish workers, however in order for migrant workers to be successful in their new host countries and for the benefits of diversity management, proposed by Monks (2007) and Flood (2008), to accrue, employers in Ireland must look to the learning and development of these non-Irish workers. They must be provided with opportunities to integrate into the workforces through induction programmes and training opportunities and they must be employed at levels within their organisations that correspond to the education levels attained by them in their own countries.

Until April, 2003, Ireland's migration policy was (as reported in the NESC report of 2006) employer-led only with very few restrictions being imposed on the recruitment of foreign workers. New employment permits and green card systems have changed this pattern. The shape of Ireland's future is contingent on whether Ireland embraces permanent or temporary migration. For integration

policies proposed by the Government to succeed, Trade Unions, Employers, Non-governmental Organisations and the Government themselves need to work together. Fears about the potential negative effects of migration on a country where the economy seems to be moving towards a recessionary period can be minimised if integration of those migrants is properly handled. Much of the research focuses on the fact that migrants must be able to communicate well in the language of their host country if they are successfully to integrate. The effectiveness of what Zakaria (2000, p 495) refers to as 'cross cultural training' facilitates the process of acculturation while still developing culturally specific and general workplace skills.

The current body of research identifies the challenges facing Irish employers in the management of their non-Irish workers, particularly in relation to their training and development. The management of the integration of non-Irish workers, and the current learning and development strategies in Ireland by Irish organisations was investigated. Requirement for proficiency in English in terms of the integration and development of these workers was also examined. Finally an exploration of the perceptions of non-Irish employees of current learning and development practices of Irish employers was carried out.

6.1 Summary of Findings

There is much in the way of legislation to protect workers in Ireland, and a National Employment Rights Authority has been established that will ensure that employers adhere to their responsibilities for the protection of all workers. Despite the legal protections in place, non-Irish workers are still under-developed, their qualifications are under-utilised and their integration into the workplace and society is limited. Trade Union groups spoke of a fear among non-Irish employees to 'speak up' for their own rights, and the relationship between this section of the workforce and their employers being 'unequal'. There was also a suggestion that full employment masks these problems and that a return to a period of economic recession will see migrant workers unprotected. Integration and

development of this cohort of the Irish workforce is therefore fundamental, particularly at a time when Ireland's economy is experiencing a downturn, in common with other world economies. A requirement to utilise this increasing section of the Irish workforce to best advantage is imperative. Workforce integration can be successful if approached not in terms of a complete acculturation of the migrant population or 'full identificational assimilation' with the decline of nationalities, identities and professional specializations, but what Gordon (1964, cited in Brubaker, 2001, p 541) refers to as 'structural assimilation', where all workers have the same rights, pay and conditions, and where the host population is comfortable with 'difference'.

While the Government of Ireland is developing integration strategies proposed by the Minister for Integration, employers and employees must carry on with the business of work. Interviews conducted with Irish employers have provided much evidence of challenges facing them in the management of their non-Irish workers. Further, interviews conducted with Trade Unions, Regulatory bodies, employees, consultants and the Minister for Integration have provided confirmation of these challenges and some suggestions as to best practice.

6.1.1 Current migration strategies

Numbers of non-Irish workers are increasing and while numbers of these are returning Irish workers, there are also large numbers arriving from both EU and non EU countries. Most are young workers and all are welcomed by the Government who sees their arrival as positive in terms of Ireland's economy. The Government has decided on an Integration strategy for migration of non-Irish workers in Ireland, and this is in line with best practice in acculturation of migrant workers in the United States, Australia and Europe. While there is an understanding that there is an adjustment period on the part of the migrating group, as well as on the part of the host society (Zakaria, 2000), it is imperative that these workers become part of the organisations by which they are employed and embrace their new host country. While the Government continues to propose strategies to 'optimise productivity', employers are finding that the responsibility of integrating their workforces is being left

to them and that this they argue is too great a burden for them. Social integration particularly they feel is an area outside their control, such as work permit situations, organising bank accounts and issues concerning rental accommodation. Participants in the research, while agreeing with the Minister that an integration strategy is best practice, are finding it is difficult to ensure that their employees are well integrated and there is a sense of frustration among stakeholders that the Government is not engaging with implementation of this strategy.

Aside from social integration of workers, other issues which present themselves include lack of knowledge of the English language, misunderstanding as a result of this lack of knowledge, and retention issues resulting in the return of migrants to their own countries after short stays in Ireland. Cultural misunderstandings and communication failures result according to Moran *et al* (2007) and it is therefore important that cultural diversity training is provided for all employees, particularly at management and supervisory level, in order to ensure an understanding of cultural differences within these workforces, and this will ensure the employees' integration into the organisation's culture. From the research it appears that cultural differences are not understood and with 420,000 immigrants in Ireland it is important to foster an understanding of different cultures in the Irish population. Information and advice for these newcomers is imperative but to date there is no state body providing such information. Government departments must move towards the 'one-stop-shop' policy outlined by the Minister, which would avoid conflict between departments such as Education and Enterprise and Employment, or the Health and Safety Authority and the Equality Authority. This would also provide easier access to information for migrant workers. Positive action, state funding and advice centres are being proposed by agencies outside of the Government, but with little success to date. Provision of diversity training to enhance the understanding of the indigenous population is vital, but employers are reluctant to provide such training, primarily due to the costs of such initiatives.

6.1.2 Learning and development strategies

Learning and development for non-Irish workers is also seen as a problem by many of those participating in this research. Sloman (2007), Routledge and Carmichael (2007) are among those who emphasise the importance of continually developing the skills of the workforce. Employers in this research provide a great deal of training to all of their workers. However, most of the employer organisations in the survey seem to base their decisions to develop their staff and provide training on the expected retention rate of these employees. Two types of non-Irish national workers were identified: those who intend to stay in Ireland and develop their careers with an organisation, and those intending to return after just a short period in Ireland. Most organisations in the survey were reluctant to give anything but the basic training to those short-stay workers.

Much of the training provided to non-Irish workers is induction training and legally required health and safety training, and while these are both extremely important, there only seems to be an emphasis on statutorily required training for these workers. Indeed some Regulatory bodies and Trade Unions interviewed for the research suggested that learning and development initiatives were not high on the employer's list, except, in the case of health and safety training and other legally required training.

Monks (2007) and Flood (2008) assent that for organisations to be successful in the global marketplace, responsiveness to differences in values and work related attitudes of individuals from different cultures must be considered to ensure satisfactory development of skills and knowledge for the workplace. Much of the literature concerning the learning and development strategies necessary for culturally different workers emphasises an understanding of different styles and preferences (Witkin et al, 1960, Jackson, 1995, Lucas et al, 2006). Studies focus on 'teacher-centered' versus 'student-centred' approaches to training, and an understanding that a training approach effective in one culture may be wholly inappropriate and unsuitable in another (among these are Schommer,

1994, and Roderigues et al, 2000). Research carried out by Roderigues *et al* for example examined the differences in approach used by trainers in different parts of the world, and explored the differences between what they refer to as a 'teacher-centred' versus a 'hands-on', 'student-led' approach. In the current research, both qualitative and quantitative data has established that trainers in Irish organisations do not have an understanding of these approaches. Their understanding of different styles of learning is confined to those proposed by Kolb, Honey and Mumford which largely ignore the differences in learning among different cultures. While some employees suggested that the trainers in their organisations understood different cultures, the researcher now believes that the questions in this data collection method were not explicit enough to reveal the truth behind their levels of understanding of the concept. Qualitative interviews provided more of an insight, but while some organisations indicated that their trainers, particularly those from outsourced training companies, did have an understanding of the differences in styles of learning among different cultures, this was not the case for most organisations. It is imperative that trainers understand the cultural differences of their learners if learning is to be successful for these workers, and academic institutions providing 'train the trainer' programmes must provide trainers with the necessary skills and knowledge to address this challenge.

It is important that workers are provided with learning and development opportunities, and while it is understandable in a downturn in the economy that organisations look carefully at the success of their training and development initiatives, it is necessary to provide appropriate courses to all workers. Reducing learning and development opportunities for this cohort of workers will ultimately prove to be an increased risk for the Irish economy according to the Minister, but organisations are becoming more aware of their need to reduce their training budgets as they face into financial constraints in a recession. With a reduction in learning and development as a results of cuts in budgets, Irish organisations should engage in strategise to maximise their training initiatives. Irish organisations, according to employees surveyed for this research, seem reluctant to conduct Training Needs

Analysis which would identify training requirements of their workforce (only 30% providing a TNA), and while 54% of those surveyed had received performance appraisals in their companies, these figures suggest a lack of commitment to best practice HR policies and procedures within organisations. Good HR practices translate into good cultural diversity practices, and Irish organisations should identify and put these best practices in place to ensure successful integration and a more useful and competent workforce. Irish organisations should also ensure that they are not underutilizing their non-Irish workers in terms of their own qualifications. Making best use of Human Resources, both our Irish and non-Irish, should be seen as best practice.

6.1.3 English language acquisition

Much research on the subject of integration has found that social and economic integration requires that migrants should be able to communicate well in the language of the host country (NESC, 2005, CEC, 2007) and literature in this area suggests that speaking the host country's language can be a useful way of breaking down the cultural barrier experienced by some migrants (Mannon, 1995, Birman et al, 2002). Trade Union and Regulatory bodies point out that migrant workers in Ireland are quite vulnerable if their proficiency in English is poor. Generally organisations included in this research suggested that knowledge of the English language is a 'must' for safety critical industries and for those personnel who are 'customer facing'. However, organisations are finding that despite an apparent ability to converse in English, some employees are still not able to communicate well with staff or external customers.

The more important issue is that of the provision of training in different languages. Most training is provided in English with only a few of the organisations providing training in other languages. Employees are expected to have a good knowledge of English on recruitment, but despite this, employers, employees and other groups involved in this research have found that training courses are not always successful for this cohort of workers, because of their lack of understanding of technical and industry specific terms which are not easily understandable if explained in English.

Employers are reluctant to provide training in other languages because of the prohibitive costs involved. However, these same employers are finding it difficult to pass the 'reasonably practicable test' which requires them to provide statutorily required Health and Safety training that is understood by all of their workers. Arguments arose as to who should provide this training with employers and Trade Unions suggesting that the funding for English language training should be forthcoming from the Irish Government. However the Minister for Integration is adamant that no such funding is available now and he does not envisage a change in that stance in the foreseeable future.

Therefore, while all of the organisations involved in the research agreed that proficiency in English is very important, no consensus was reached among the participants as to who should provide English language training. One regulatory body suggested that the countries of origin should in fact be providing English classes before migrants leave. There was a strong push from Trade Unions, Regulatory bodies and employers for Government funding to be made available, and this will need to be discussed further when the Government Standing Commission on Integration, the Task Force and the Ministerial Council for Integration are set up. But employers need some guidance on this important issue in the very near future.

6.1.4 Provision of Health and Safety Information and Training

In terms of the requirement under Health and Safety legislation to provide information and training in a form, manner and, as appropriate, language that is reasonably likely to be understood by the employee concerned, employers were unhappy with the level of advice available to them regarding their obligations in this area. While the Health and Safety Authority is advising an approach that is 'reasonably practicable', this advice was felt to be inadequate with employers confused as to their obligations in the area. Some felt that training provided in English was appropriate, while others had used interpreters for their training, and had translated health and safety documents in an attempt to ensure compliance with health and safety requirements. The Health and Safety Authority will need to provide more extensive guidelines to employers. Following their research in the Construction

sector, guidelines may be forthcoming. Sharing of information and facilitation of learning between companies could develop synergies that would benefit the organisations and their employees.

6.1.5 Trade Union membership

While employment legislation in Ireland is well advanced, and protection of non-Irish workers is afforded through the Employment Equality and Equal Status legislation, membership of a Trade Union was seen as important, particularly for the protection of migrant workers (TU1). From the quantitative data it is apparent that membership of Trade Unions in Ireland for non-Irish workers is confined to older workers, with only 2 out of 46 workers under the age of 30 becoming members of any Trade Union. Availability of multi-lingual Union Organisers would encourage non-Irish workers to join, and would provide a forum for such workers to air their grievances and be represented to their employers.

6.2 Implications for Theory

Historically, the focus of education in Ireland has been traditional, with organisations slow to embrace the concepts of the learning organisation or the management of knowledge in the Knowledge Management literature (Garavan, 2007). It is evident from the research that traditional learning and development strategies used by Irish organisations have not embraced such concepts as learning styles in diverse cultures, and so have not been aware of the implication for trainers and HRD specialists. Our academic institutions need to develop expertise in these areas to ensure successful development of our increasingly diverse workforce.

Approaches to cultural diversity training, learning and development strategies must be considered in light of the incipient economic recession in Ireland. Training budgets have already been cut in some organisations (Garavan, 2007) and this must be addressed if Ireland is to sustain its

competitive edge as a knowledge-based global economy. Gaps in diversity training should be addressed even in the face of economic recession.

Good HR practices translate to good cultural diversity practices, and key activities in HRM must pay sufficient regard to contextual factors such as cultural and country variation (Lucas et al, 2006). Irish organisations must look at the practice of HRM in terms of their culturally diverse workforces and put policies and procedures in place to ensure the successful integration of migrant workers.

6.3 Implications for Policy and Practice

Case studies and articles on diversity overwhelmingly endorse its importance for both public and private sector organizations. However, according to the NESC Report (2006), policy makers have limited knowledge, data and understanding of the social situations of migrants, and this in turn has implications for economic and social policy planning (p 144). There is, however, a wide variety of approaches being taken to find solutions to the problems that need to be tackled.

General policy lessons from the NESC Report include social and economic integration and require that immigrants are able to communicate well in the language of the host community, are economically independent and able to find work commensurate with their abilities and qualifications (2006, P 153). This research also indicates that providing for this integration is important if migrants are to become part of our society and of the organisations in which they live and work.

Sectoral initiatives should be considered, where co-operation among industries in the area of diversity, learning and development for non-Irish workers, legal issues, and integration strategies, will benefit all. Rather than attempting to achieve these goals alone, industries and sectors must collaborate and share information and knowledge to best advantage of all.

The Government role should be extended beyond the labour market issue and the Minister for Integration should consider social issues of integration, including the social and education issues facing 2nd and 3rd generation migrants. However integration cannot remain solely a government project and other concerned parties must be included as part of the Social Partnership groupings to ensure success of current migration initiatives. Streamlining of Government Department involvement is important as currently no one agency has taken responsibility for Integration. The 'one stop shop' initiative with a local authority role in integration could achieve the policy approach envisaged by the Minister, but the Irish Government must engage with this issue and move the strategy forward without further delay.

Strategies for integration and training and development should focus on long term objectives, with attraction, retention and protection of workers in the event of a downturn in the economy becoming a priority. In a social Europe, a poor strategy would allow competition on workers wages and terms and conditions of employment.

Provision of affordable high quality English language classes is vital, as is the promotion of these classes to migrant workers. Employers should encourage workers to attend these classes with either financial support or time off to attend. Learning and development initiatives are dependent on the English language supports which will be central to the success of learning and development of non-Irish workers.

6.4 Limitations of the Research

Gandz (2001) suggests that doing good empirical research in any field relating to organizational effectiveness is both difficult and expensive, requiring large samples of companies for useful sampling and statistical techniques. In the current research a larger sample would be required to appreciate all of the challenges facing Irish organisations in the learning and development of their

non-Irish workers. However, as Gandz (2001 p 35) suggests 'It is possible to research a moving target' and while the influx of migrants to Ireland is ongoing, much can be accomplished within organisations where these challenges are being met and dealt with on a daily basis. This study, while very interesting in its findings, was limited in scope and time. Further time would have enabled the researcher to increase the numbers of in-depth interviews, which would have benefited the analysis.

Some of the questions posed did not illicit the required information and would require rephrasing if further research in this area was to be conducted. Questions, for example, to employees regarding the training styles of their trainers might have been more specific, particularly in terms of their understand of the concepts and this is where a Focus Group may have been useful with employees discussing the different approaches of their trainers, allowing examination of the issues and developing the understanding of the participants.

6.5 Further Research

Much of the research carried out in Ireland has been in the area of Learning and Development with respect to the Irish worker, with little in the way of study carried out in the new diverse migrant population. Several areas of further research could guide policy and practice in relation to the successful integration of migrant workers in Ireland.

Areas of research could include:

- An investigation into the attitudes and behaviours in the workplace in a multicultural workplace *post* 'Celtic Tiger' in Ireland
- An investigation into the levels of transfer of learning on completion of Health and Safety training programmes for non-Irish workers in Ireland
- Some measurement of the levels of English proficiency shown by non-Irish national workers upon their arrival in Ireland.

- Extension of the current Health and Safety Authority Research to all industry sectors (that is, perception of risk and language understanding among non-Irish nationals in other industry sectors)
- An evaluation of understanding of culture styles of learning among trainers in Ireland.
- An assessment of the gender specific approaches taken in the management of cultural differences in male versus female orientated industries in Ireland

While Ireland continues to encourage and welcome foreign workers, the Government strategies for integration and employers approaches to the management of their workforces will remain key issues in retaining Ireland's competitiveness in a global environment, and much can be accomplished through development of appropriate strategies. These strategies both require funding and commitment to research from government and academic institutes.

6.6 In conclusion

While there is much to be done by the Irish Government and Irish organisations in responding to the needs of migrant workers for their integration and future training and development, it is also important for immigrants to realise that they too must play a part by being culturally prepared, and by interacting with the host nationals on their arrival in Ireland. It will be useful if they are culturally sensitive, recognise the complexities of the host culture and are realistic in their expectations of their hosts. Employers must ensure that employees are integrated into the fabric of the organisation by providing them with appropriate training and development opportunities, including English language training if this is seen to be necessary. General cultural orientation, language orientation, culture specific orientation and organisation orientation should be provided to both indigenous populations and newcomers to Ireland. Funding for this type of training needs to be provided whether through Government agencies or by employers themselves. There is no 'one best way' for organisations to manage learning and development for international workers, and contextual factors including culture must be considered. 'It is beyond the capacity of government to make integration happen; it cannot

compel integration nor can it legislate for it. It will happen because people, long-term resident and newcomer alike, consider it essential to ensure a worthwhile and cohesive future' (NESC 2006, p 187).

As Ireland grapples with these issues, it should be remembered that it is heartening to have the challenge of managing immigration, since immigration reflects the fact that foreigners want to come and work or settle in Ireland. However, *'We cannot solve the problems we face with the same mindset that created them.'* Einstein

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Appendices

Appendix 1 – Employee questionnaire

Survey of experiences of non-Irish national workers

This survey is part of a research project for Mary Prendergast, Dublin Institute of Technology on aspects of Training and Development for non-Irish national workers.
Please complete the questionnaire and return it in the reply-paid envelope provided.
All information will be completely anonymous and treated in strictest confidence.

Please tick the appropriate boxes

Q1. Are you

Female

Male

Q2. What is your nationality?

Q3. What is your age in years

Q4. Which of the following best describes the highest level of Education completed?

2nd Level

3rd Level

Apprenticeship

Other Please specify

Q5. How would you describe your level of English?

	Excellent	Very good	Good	Not Good
Spoken English.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Written English.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Q6. Type of Organisation
Is your organization**

- Public Sector
- Semi-State
- Commercial Semi-State
- Private Sector

Q7. How would you describe your organization

- Retail.....
- Wholesale.....
- Aviation.....
- Banking.....
- Transport.....
- Construction.....
- Civil Service or Government Department.....
- Services.....
- Health Care.....
- Other..... Please specify

Q8. How many years have you been in Ireland?

Q9. How many years have you been with your current organization?

- Less than 1 year
- 1 to 2 years
- 3 to 4 years
- More than 4 years

Q10. What is your current position in the organization?

Q11. Is your position?

- Permanent
- Temporary
- Part-time
- Agency
- Contract
- Other Please specify

Q12. What was your occupation in your own country?

Q13. Which of the following training courses have you received in this organization (tick as many as appropriate)

- Induction training.....
- Health and Safety training.....
- Computer skills training.....
- Management or Professional training....
- Cultural classes
- English classes
- Specialist or Technical training.....
- Other training courses..... Please specify

Q14 Which of the following best describes the training sessions (tick as many as appropriate)

- Courses were delivered in English.....
- Courses were delivered in other languages.....
- Trainer used videos in English.....
- Trainer used pictures
- Interpreter attended training sessions.....
- Notes/training manuals were provided in English.....
- Notes/training manuals were provided in other languages.....
- Trainer used Role Play.....
- Trainer provided relevant list of technical words to trainees.....

Q15. Which of the following Health and Safety Courses have you received in this organization (tick as many as possible)

- Health and Safety at Induction.....
- Manual Handling training.....
- First aid training.....
- Fire Safety training.....
- Chemical safety training.....
- Machinery Safety training.....
- Other training courses..... Please specify

Q16 Please say to what extent to agree or disagree with the following statements

Disagree	Strongly Agree	Agree	Disagree	Strongly
Training was easy to understand.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Training has helped with my work.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Training makes my work safer.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I would prefer training in my own language.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trainer should use pictures/videos.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trainer was very helpful	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trainer understood different cultures....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q17 Please say to what extent to agree or disagree with the following statements

Disagree	Strongly Agree	Agree	Disagree	Strongly
Training is seen as important in my organization.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Health and Safety training is seen as important in my organisation.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I enjoy working in my organization.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I can request training at any time.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel that my work is safe.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I do not need to take risks at work.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q18. Are you a member of a Trade Union? Yes No

Q19. How would you describe training in your organisation?

Very effective	Effective	Fairly effective	Not effective
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Q20. Which of the following are used by your organisation
(tick as many as appropriate)**

- Performance Appraisal/Performance Management system.....
- Training needs identified in Performance appraisal.....
- Interpreters.....
- Policies in different languages
- Standard Operating Procedures in different languages
- Check to see if training is working

Any further comments

Thank you very much for taking the time to participate in this study

Appendix 2 – Letter/email requesting interviews

Name,

Address

Date

Dear

You may remember from our recent discussions (date inserted here) that as part of a Doctoral thesis at the University of Leicester, I have been conducting research on challenges facing organisations in the management of their non-Irish national workforces, particularly in the area of Training and Development. This work has included a series of semi-structured interviews with concerned stakeholders, including Regulatory Authorities, Trade Union groups, Employer organisations, Human Resource Managers and Training Managers. To ensure as broad a spectrum as possible, I would like to include your organisation in these interviews. I have already had some interviews with the xxxxxx sectors, as well as agreement to participate from other groups.

I would very much appreciate an opportunity to interview you (or your nominee) as part of this work. The interview will last no more than 45 minutes and all information collected shall be treated as strictly confidential and be used in aggregate form only and in strict compliance with Data Protection legislation.

I shall contact you in the next few days with a view to arranging an appropriate time and place and I am prepared to be completely flexible in the choice of time and place for the interview, and will be sending you (or your colleague) full briefing material in advance. Also, I am fully prepared to share with you the insights that current research and literature have given to date in the management of this important and – potentially – difficult resource.

Thank you in advance, and kind regards

Mary Prendergast

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Appendix 3 – Questions for Employers

Questions for interview (prior to and during interview)

Please complete prior to telephone interview

Question	Please indicate number of workers in each category
Numbers of Non-Irish National Workers currently employed	
Number of Male non-Irish Workers	
Number of Female non-Irish Workers	
Trade Union Membership Yes <input type="checkbox"/> No <input type="checkbox"/>	
If yes please specify which Union	
Nationalities (Please specify)	
Ages of non-Irish workers	
18-29	
30-39	
40-49	
50-59	
59+	
Education Levels of non-Irish workers	
Below 2 nd level	
2 nd level	
3 rd Level	
Apprenticeship	
Other	

Years in your organisation	Please indicate Number of workers in each category
<1 year	
1-2 years	
3-4 years	
4 + years	
Position in organisation	Please indicate Number of workers in each category
Staff	
Team/Line Managers	
Supervisors	
Senior Management	
Other	
Level of English expected	Please specify - Good written/spoken/or Qualifications expected
Staff	
Team/Line Managers	
Supervisors	
Senior Management	
Other	
Type of employment	Please indicate Number of workers in each category
Temporary	
Part-time	
Permanent	
Agency	
Contract	
Other	

No of days Training given in your organisation (per person, pre annum)	Please indicate Number of workers in each category
Staff	
Team/Line Managers	
Supervisors	
Senior Management	
Other	
T&D budget (per person) if known	Euros per annum
Training Needs Analysis carried out	Yes <input type="checkbox"/> No <input type="checkbox"/>
Coaching and Mentoring provided	Yes <input type="checkbox"/> No <input type="checkbox"/>
Please specify	
Training Courses received by non-Irish workers in this employment	
Please specify	

Are training courses delivered in English	Yes <input type="checkbox"/>	No <input type="checkbox"/>
Are courses delivered in other languages	Yes <input type="checkbox"/>	No <input type="checkbox"/>
If yes, Please specify		
Are interpreters used for training purposes	Yes <input type="checkbox"/>	No <input type="checkbox"/>
Is signage used in training	Yes <input type="checkbox"/>	No <input type="checkbox"/>
Are videos used in training	Yes <input type="checkbox"/>	No <input type="checkbox"/>
Are other training aids used? (example case studies, role plays, e-learning)	Yes <input type="checkbox"/>	No <input type="checkbox"/>
If yes, Please specify		
Are there barriers to training for non-Irish workers?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
If yes, Please specify		
How do you evaluate your courses		
Please specify		

Qualitative – questions for use during telephone interview

What challenges are currently facing you as an employer in relation to the employment of non-Irish national workers?

In what way does your non-Irish national workforce have an affect on or influence the organisation's productivity?

Do you believe your organisation values diversity?

When you advertise what % of your applicants are non-Irish national workers?

Learning and Development

What are challenges your organisation faces in relation to the provision of information and the training and development of your non-Irish national workers?

What are your organisation's current learning, training and development practices in relation to your non-Irish national workforce?

How does your organisation assess the effectiveness of current practices?

What level of difference do you find among different nationalities.

Are there differences in terms of levels in the organisation, e.g. management versus workers?

Approaches to induction/cultural orientation/ training – how long, what is covered, is it different for migrant workers?

Does your organisation provide language orientation or classes. Do your trainers take cultural differences into account in their training, i.e. student centred –v- teacher centred learning, group –v- individual?

What training (including Health and Safety training) is in place for non-Irish national workers specifically?

What career development initiatives are in place for non-Irish national workers?

Appendix 4 - Questions for Regulatory bodies

Qualitative – questions for use during interview (Regulatory bodies)

What are the problems being experienced by organisations– reported by managers/organisations

What are the problems being experienced by employees – reported by staff/employees/trade unions

What advice does your organisation provide to employers regarding the training and development of their workforce?

Are there any guidelines/Codes of Practice currently being examined by the HSA in relation to the issue of training and development of international workers?

What suggested policies and procedures are provided in relation to the management of international workers by your organisation?

What Research is currently being undertaken?

When is the HSA expecting to provide a guidelines/Code of Practice on the issue of training and development for international workers for organisations?

For Information Only

The following are some of the questions being raised with Organisations for this research:

- What problems do organisations face in relation to the provision of information and the training and development of their international workers?
- What are organisations current learning, training and development practices in relation to their international workforce?
- Are organisations assessing the effectiveness of current practices? Has there been any evaluation of courses provided to international workers to date?
- What are current approaches to induction/cultural orientation/ training – are health and safety issues covered?
- Are language classes provided?
- Do trainers take cultural differences into account in their training, i.e. student centred –v- teacher centred learning, group –v- individual?
- What career development initiatives are in place for international workers?
- What other general issues are currently facing employers in relation to the employment of international workers?
- Do organisations value diversity?
- Worker empowerment and participation are seen by some as the way forward in the management of a multicultural workforce. Do companies empower employees and ensure employee participation?
- How does your organisation promote exchange of ideas?
- Does the organisation provide policies and procedures/SOPs in multiple languages? Which documents, which languages and at what cost?
- Has the organisation tried 'easy to read English' for its documents, policies and procedures?
- What training courses are provided for international workers?

- What Health and Safety training is in place for international workers specifically?
- Are training courses delivered in English or other languages?
- Has the organisation used signage to any great extent in training?
- Has the organisation used videos or other training aids?
- What other methods, aids, supports has the organisation used for training?
- Which methods has the organisation found most useful?
- What are the perceived barriers to training for this group of workers?
- Does the organisation carry out a Training Needs Analysis as part of their Performance Management programme?
- Does the organisation feel that their diverse workforce offers learning opportunities?
- Would following initiatives help with integration of international workforce
 - Integration with local staff
 - Reducing language barriers
 - Celebrating all holidays
 - Encouraging integration with local community

Appendix 5 – Information and questions for Government Minister

Information for Minister Conor Lenihan in advance of meeting at 11.30 on

Wednesday, 18 June, 2008 in Leinster House, Government Buildings, Dublin.

As part of a Doctorate in Social Science at the University of Leicester, I have been conducting research on challenges facing organisations in the management of their non-Irish national workforces, particularly in the area of Training and Development. This work has included a series of semi-structured interviews with concerned stakeholders, including Regulatory Authorities, Trade Union groups, Employer organisations, Human Resource Managers and Training Managers. Already the Health and Safety Authority, IMPACT, SIPTU, ICTU, the Equality Authority, the Small Firms Association and employers from both the public and private sectors have participated in the study.

My Research Question for Doctorate is as follows:

‘What are the challenges facing Irish Employers in relation to the management of their multicultural workforces and in particular in the provision of information and the training and development of their non-national workers?’

Please find below questions/themes which might guide the discussion.

Questions/Areas for discussion during interview

1. What are achievements of your Department to date?
2. In the Integration Statement 'Migration Nation' new structures are mentioned, what can we expect from the Commission on Integration, the Ministerial Council on Integration and the Task Force.
3. Under the Common Basic Principles (CBP) for Immigration Integration Policy in the EU and under the Common Agenda, initiatives such as the Education and Training 2010 programme are being proposed. Might this include language training as suggested under CBP4.
4. Under the CBP4 a 'basic knowledge of the host society's language...is essential to successful integration, other than
5. Some countries are suggesting introduction programmes which might include compulsory language and civic orientation courses for the newly arrived. Will this be something available for non-Irish national workers in the future?
6. FAS do not provide funding for English language courses, Skillnets provide some, can employers expect any financial help/funding from the Government in the future for this training?
7. Some countries are drafting personal integration plans for every refugee, some are giving compulsory classes, some have set up websites, what plans have we got to deal with CBP4.
8. Has your Department links with the Department of Justice and the Irish Naturalisation and Immigration Service and the setting up of the Integration Unit, and Department of Education in relation to training?

For your information

The following are some of the questions being raised with Organisations for this research:

- What problems do organisations face in relation to the provision of information and the training and development of their international workers?
- What are organisations current learning, training and development practices in relation to their international workforce?
- Are organisations assessing the effectiveness of current practices? Has there been any evaluation of courses provided to international workers to date?
- What are current approaches to induction/cultural orientation/ training – are health and safety issues covered?
- Are language classes provided?
- Do trainers take cultural differences into account in their training, i.e. student centred –v- teacher centred learning, group –v- individual?
- What career development initiatives are in place for international workers?
- What other general issues are currently facing employers in relation to the employment of international workers?
- Do organisations value diversity?
- Worker empowerment and participation are seen by some as the way forward in the management of a multicultural workforce. Do companies empower employees and ensure employee participation?
- How does your organisation promote exchange of ideas?
- Does the organisation provide policies and procedures/SOPs in multiple languages? Which documents, which languages and at what cost?
- Has the organisation tried 'easy to read English' for its documents, policies and procedures?
- What training courses are provided for international workers?

- What Health and Safety training is in place for international workers specifically?
- Are training courses delivered in English or other languages?
- Has the organisation used signage to any great extent in training?
- Has the organisation used videos or other training aids?
- What other methods, aids, supports has the organisation used for training?
- Which methods the organisation found most useful?
- What are the perceived barriers to training for this group of workers?
- Does the organisation carry out a Training Needs Analysis as part of their Performance Management programme?
- Does the organisation feel that their diverse workforce offers learning opportunities?
- Would following initiatives help with integration of international workforce
 - Integration with local staff
 - Reducing language barriers
 - Celebrating all holidays
 - Encouraging integration with local community

Appendix 6 – Sample final summaries of interviews

Interview with Minister – 18 June, 2008

Issues	Comments
<p>Minister Conor Lenihan</p> <p>Initial Phase</p> <p>Current Integration Strategy</p>	<p>Minister of State with special responsibility for Integration Policy at the Department of Community, Rural and Gaeltacht Affairs, the Department of Education and Science, the Department of Justice, Equality and Law Reform</p> <p>Work conducted over the last 10 months with a cross departmental mandate/remit. Initial phase included setting up the office, meeting the sector including non-governmental organizations (NGO's), migrants.</p> <p>Preparation and publishing of 'Migration Nation'_a Statement on Integration Strategy and Diversity Management on 1 May, 2008, to give a degree of certainty as to the direction in which State Policy was going.</p> <p>Structures in place</p> <ul style="list-style-type: none"> • Standing Commission on Integration – standing body, linked to Government, under the Minister's department. Role to outreach and harvest timely information, research with regard to issues affecting migrants and the indigenous population. An expert body, giving direction to people in the sector who have an interest, anxiety or concern around immigration issues. <p>This standing body will develop an expertise and be a reliable source of advice for those who may have issues around immigration. It should be a source of direction for the public (to help eliminate 'the myths' surrounding migrant workers and the reported unease, concern and phobias around immigration) but will also help migrants who may not fully understand how the Irish system works</p> <ul style="list-style-type: none"> • Task Force – short term (1-1½ years – work to start in final quarter of 2008) – a public consultation exercise, report and recommendations for the Minister within this timeframe for future development and medium to long term policy in the area • Ministerial Council for Integration – Informal consultative body, geographically spread throughout the country, representative of the ethnic groups, primarily from people who are active in their migrant communities, meeting three times a year, to consult directly with migrants on their issues and concerns. <p>Migrant led group to bridge the gap that exists at the moment in representational terms to allow migrant voices to be heard. Must be 'migrant led', not employer, trade union or NGO led. It is not envisaged that this would be a representative model in terms of membership – not really necessary to model these groups on the partnership process at a national level.</p> <ul style="list-style-type: none"> • Partnerships Trade Unions, non-governmental organizations (NGOs) as well as other civic groups will continue to work with the Government in a partnership approach with all interested parties.

	<ul style="list-style-type: none"> • Main Barriers 75% of migrants have no issues or barriers and find it very easy to negotiate the Irish bureaucracy <p>Three main barriers for the remaining 25%</p> <ol style="list-style-type: none"> 1. Language, understanding of the Ireland and its legislation and public services. 2. Recognition of the migrant workers skills. 3. Self imposed barrier – postponing the decision to stay in Ireland for the long term
<p>English Proficiency</p>	<ul style="list-style-type: none"> • Language Acquisition The debate at European Level about adult English language learning is ongoing. Countries seem to be divided between when can be referred to as the mandatory requirement approach and the voluntary approach – the Minister feels that Ireland would lean towards the mandatory side. <p>‘We will legislate for knowledge of English as being a requirement for citizenship, for permanent residency and hopefully I would like to see that trickle down further into the work permits and the green cards as well – that there would have to be some conditionality around the acquisition of all these categories – right to stay and have citizenship should be linked to the acquisition of language’</p> <ul style="list-style-type: none"> • EU citizens Does not cover the EU citizens who have a right to access our labour market. The Minister is looking closely at the idea of legislating for ‘employer responsibility in this area as part of the probationary period of employment - in order to become fulltime, you might have to demonstrate a sufficient knowledge of the English language’. He feels that ‘Integration is hugely important and language is the key to unlocking the door of integration’. • Knowledge economy Ireland is moving up the value chain everyday, with low skill employment and low value added services in manufacturing leaving. ‘In becoming a knowledge economy it does not make sense in a labour market development perspective to have a significant cohort of your workforce unable to communicate effectively in English, and it is hugely important for the success of businesses and exporting and domestic extension of service’. • Mandatory Requirement The Minister suggested that he was ‘increasingly looking down the line of making this a mandatory requirement, whether it is in terms of giving them time off to learn English or to conditionalise their retention of the job after the probationary period and linking it to proficiency in the English language’. <p>He believes that if migrant workers want to ‘negotiate or navigate Ireland from a job progression point of view, they must have English, and if we are encouraging them to do that then it is a responsibility for themselves to pay for it’. He understands that</p>

	<p>there are vulnerable workers on low incomes who may not be able to afford this, which may have to be looked at, but 'it is not entirely acceptable to come here and expect to do well without an English proficiency'.</p> <ul style="list-style-type: none"> Policy in the UK The UK went a voluntary route, spending a billion pounds on language tuition. Programmes in the UK however were cancelled because they could not meet the demand and resources could not be found to meet the demand. <p>The Minister asked 'Is it really the states job to provide training of this kind?' In the current tightened circumstances in exchequer terms, the funding is not available for training. The role of the state as he sees it is 'to set a standard of English proficiency but it is the employers' responsibility to achieve that target'.</p> <ul style="list-style-type: none"> Current provision and uptake 12,000 people are now attending VEC courses. But one of the challenges for Central and Eastern European workers is that they are not likely to go to night classes, given the pattern and lifestyles of some of the workers, even if the state were to provide them. The Minister feels that there is a need for alternatives such as on line learning, which might be delivered by NGOs or by businesses or the public library services. Some bodies are already providing free access to language learning over the internet and this might be extended. <p>The Minister realizes that the 'issue of making it an employer obligation or making it part of the probationary period of employment will have to be examined from a legal perspective'.</p> <ul style="list-style-type: none"> Language tuition/training sector There is a very dynamic language tuition sector and the Minister feels that if the state creates the market, the market players will meet that demand. 'There may be shortages, but the on-line approach could help with this'. Employer choice The Minister feels that employers must make a choice, 'they are enjoying a productivity benefit from non-Irish workers, if they wish to continue with that in the medium to long term there must be some element of development of that workforce, and they cannot be treated in a casual transactional manner'.
<p>Streamlining of Government Departments</p>	<ul style="list-style-type: none"> One Stop Shop model There is evidence of duplication and fragmentation of provision of information. Important to have some centralization of the services. Through the GNIB (Garda National Immigration Bureau) there are the rudiments of a 'One Stop Shop'. Plan is to provide a 'One Stop Shop or contact point for migrants which might be moved down to local contact points as well, with the local authorities'. <p>The Minister has investigated the model of a 'One Stop Shop' in Lisbon which is very successful, where the state service providers</p>

	<p>such as the GNIB and immigration authorities and NGO service providers such as providers of information, rights and entitlements, are in the same building dealing with all of the issues under one roof. The Minister likes this idea of a one contact point approach, streamlining the services to avoid confusion and duplication. Training is also in Lisbon provided for employees from the state sector so that they can return to their own departments with an understanding of the concept of cultural intermediation which would, he feels, be a very useful approach in Ireland.</p> <p>'One Stop Shop' will address the needs of the 25% of migrant workers who are experiencing problems or barriers.</p>
<p>Future progress</p>	<ul style="list-style-type: none"> • Move towards implementation of the cross-departmental remit, liaising with other ministries, e.g. Department of Justice, Department of Education, Department of Community, Rural and the Gaeltacht Affairs • Department of Justice – Immigration Bill – administrative regulations flow from the passing of the Immigration Bill in a way that enhance the potential for migrants to integrate into Irish life – streamlining of the process to avoid needless bureaucracy in terms of access for migrants to employment – enhancement of the 'One Stop Shop' model is important • Department of Education – Adult English language outcomes but also in the Primary/Secondary education – effectiveness of language support, diversity in the classroom – research is ongoing in these areas. Integration Unit will reside in the Ministers own office. • Department of Community, Rural and Gaeltacht Affairs – Funding now available for the secondment from the Tallaght Partnership as a Policy Advisor, who will provide advice regarding the streamlining of funding programmes under the local development mandate to ensure effectiveness and fairness of provision of funding. • Other Government Departments – Department of Environment – looking at the role that Local Authorities will play in integration i.e. a statutory obligation to factor integration into their social inclusion policies. In the area of housing and housing allocation practices and policies to avoid the creation of urban ghettos • No Racist Agenda in the Political system In other countries there are political parties who have very defined policies that are anti-immigrant, Ireland however has a very centrifugal consensus based political system, with similar ideologies between the three main parties, that has been very helpful to integration. <p>The consensus approach is very beneficial in the area of integration because no explicitly right wing anti-immigrant party has emerged.</p>

	<p>In France the mere presence of a party of that kind with some support, either parliamentary or municipal, pulls everyone to the right including the centre parties. Years of that particular policy, while seeming to control immigration, produces a control agenda which has its own limits unless there is a very strong social policy engagement with the immigration issue, and the country ends up with ghettos and riots as in France and a very unhappy indigenous population who feel immigration is not being handled well and is not to their advantage to encourage more of it.</p>
<p>Achievements of office</p>	<ul style="list-style-type: none"> • Leadership in terms of interaction with the public – to dispel some of the misinformation regarding migrants in our community • Contact with the migrant communities – to reduce feelings of isolation, allowing them to speak on their own behalf • Publishing of the Integration Statement of Strategy within the first year • Prompting substantial debate around integration issues in the past year
<p>Integration of workers</p>	<ul style="list-style-type: none"> • Moving towards Integration of workers, as opposed to acculturation, assimilation or multiculturalism models. • Needs to be a moderating influence on the public debate on integration in Ireland – public media present a polarity of positions which is forcing a division on issues that affects integration. • Numbers of employers have coped quite well already, therefore main focus is an identification of best practice and the Commission should provide leadership in this area of managing diversity in terms of productivity, social stability and retention of highly skilled workers. • ‘Simple issue of social policy and managing a socially stable society and optimising the productivity that is implicit in migrant labour’ • ‘Keep our own population on side for inward migration.....avoid problems experienced in other European countries where the indigenous population are not managed well in terms of the communication process from Government to the ordinary citizen’. <p>‘Communicate to the public very clearly why migration is happening, how it is happening and the context wherein migration is occurring...to avoid confusion and ultimate anger, rejecting migration as a phenomenon. Because for the next 50 years Ireland is going to require migration’.</p>
<p>END OF INTERVIEW</p>	<p>Thanks to the Minister</p>

Employer 1 - Public State Sector

Issues	Comments
<p>Current numbers employed</p>	<ul style="list-style-type: none"> • 15% of workforce – between 400-500 • Mostly male • Average age – 30 - 39 • Workers from 62 different ‘countries of origin’, must be legally entitled to work in Ireland. • ‘Don’t do ethnic monitoring, only monitor country of origin’. • Some would include people from UK. <p>Majority of them are from Africa/Nigeria – most highly represented. Then Romanian would be next highest grouping Generally African countries and Eastern European countries Big numbers Romanian, and some Lithuanian, Polish. Very few from old Europe 1 or 2 French 1 or 2 Spanish 2 or 3 Portuguese 1 or 2 German</p> <p>Include people whose country of birth is UK but would be ‘from an Asian community in the UK. ‘</p> <p>Recruitment</p> <ul style="list-style-type: none"> • Lots of applicants from Eastern European countries – some ‘don’t get through – mainly around English language requirements’ – very high % of applicants are non-Irish • Have an English language standard • Don’t organize Visa’s – ‘not in that area of employment – our workers are not in that category’ • Regularly get requests from other countries looking for offer of employment so they can get a Visa, but organization does not seek Visas for people. • Only exception – Mechanics. when we experienced difficulty in recruiting mechanics from Ireland we recruited a small number of mechanics directly from Poland. <ul style="list-style-type: none"> – they had almost no English – problems with communication. • Problems with a medical prior to recruitment and medical department have trouble with communication of terms. 1st stage of recruitment process is aptitude test, then written English test (report writing exercise – for purposes of reporting accident/incident – 100 words) • Levels of education – some degrees not relevant for current recruitment positions in organisation.. • All staff are offered Permanency after a probationary period <p>Ethnic Monitoring</p> <ul style="list-style-type: none"> • Organisation is part of Equality Diversity Network • Have received advice from Equality Authority around ethnic monitoring – do not monitor or gather statistics unless you have a reason for doing so. • ‘In 10 years time when we have a lot more ethnicity in Ireland coming into the labour pool...we may need to work towards having a form at recruitment where people identify themselves based on categories in census’

	<ul style="list-style-type: none"> • Feels that the organization is currently attracting new emigrants – but in 5/10 years time we may need to be more specific and monitor more ethnicity carefully – ‘In 10 years time the labour force will include higher numbers of people, born in Ireland, who are from ethnic minorities!’
<p>English Proficiency</p>	<p>English Language proficiency</p> <ul style="list-style-type: none"> • Generally staff are required to have a good level of spoken English • 12 Polish very skilled mechanics recruited 12 months ago had very little English – can be very isolated in terms of communication – • In terms of instructions and reading of documents – faults on machinery/transport are identified by another worker who fills out a defect sheet, mechanics unable to read the English form – therefore an Irish mechanic was having to interpret for the Polish mechanic. • Problems with the health and safety issues for the Polish workers – problems understanding • Problems particularly with instructions over radio/telephone • Some eastern european workers even though they are highly educated – English levels not so good
<p>General issues with migrant workers</p>	<ul style="list-style-type: none"> • Polish mechanics did not have Irish drivers license – ‘don’t have enough English to do it, they can’t do the theory test because they cannot study’. • Provided a translator but found problems with studying. • Organisation was obliged to get the theory test study materials for drivers translated at great cost. • Provided Polish driving instructor. • Because of language difficulty polish workers were not able to do same duties (driving to break-downs) there was a danger that two different tiers were emerging – workers paid the same, but difference in duties. • Because we are a trade unionised company and, have long-standing agreements that ensure people are treated the same there is less tendency for different tiers of workers to develop : the principle of people being treated the same is crucial to integration. • Retention is not a problem in this organization – started recruiting non-Irish workers in 1998 – letter from Department allowing workers waiting for refugee status to apply for jobs – lots of workers under that – lots of Eastern Europeans and Romanians. <p>Communication</p> <ul style="list-style-type: none"> • Communication meetings are run every two years (half day with senior management) – workers in some instances had felt isolated. ‘Very positive feedback from this’ • Now carried out at regional offices/local areas by Area

	<p>Managers – information regarding the organization - all staff are rostered to attend</p> <ul style="list-style-type: none"> • Organisation have plasma screens in different locations for staff information, and an internal magazine. <p>Performance/Disciplinary issues</p> <ul style="list-style-type: none"> • Because of English language requirement at recruitment this is not a big issue. • HR manager feels that they need to remind Managers when they are speaking with non-Irish nationals that they need to be very clear, not use jargon, use plain words.
<p>Learning and Development</p>	<p>Training</p> <ul style="list-style-type: none"> • All go to an induction period of 4 weeks plus peer mentoring for 4 additional weeks. (bus drivers) • Other training includes health and safety, refresher training. • Some non-Irish staff progress to become Mentors • All training is in English • Organisation ‘do not interpret stuff into different languages’ - feel that there are too many languages represented – use Plain English. • All videos, signage in English – too many nationalities • Use Pictorial versions <p>Training Needs Analysis</p> <ul style="list-style-type: none"> • There is on-going skills training for bus drivers and engineering staff, as well as opportunities for development under an Education Support Scheme for all staff. <p>Cultural Orientation Programmes</p> <ul style="list-style-type: none"> • Did at one point carry out – 5 years ago, now get some of it at induction– under review • More Cultural Awareness training given to Managers – try to ‘play it down a bit – make it normal’. ‘Some companies think they can change people’s attitudes in one day!’ • HR Manager examines ‘Culture in the context of broader Diversity....taking all issues [gender, ethnic background] into account’ Focus on cultural differences can it is felt be ‘counter productive’ • Have also given some cultural awareness training for Supervisors • Rather than having cultural diversity training, this organization tries to put this into context. ‘If there is customer service training, then we put in cultural diversity, or training the trainers – put it in there....so it has a context!’ • Have occasionally included articles about different cultures or workers from different cultures in their Newsletter. • HR involves non-Irish workers in a Focus Group on a regular basis – different groups each time • The next Focus Group will discuss the Year of Intercultural Dialogue • Ensures diversity is represented in various groups in the organisation – i.e. Quality Service group. <p>Types of H&S Training available for employees</p> <ul style="list-style-type: none"> • All statutory types of training, driver training, Manual Handling.

	<ul style="list-style-type: none"> • Assessment of training or for promotion • Depends on training and who it is for. Testing for some, revision. • Happy sheets are also used – evaluation of each module – they do get good feedback from these.
<p>Policies and Procedures</p>	<p>Translations</p> <ul style="list-style-type: none"> • Usually documents were not translated for non-Irish workers – ‘felt it was too complex’ • For Polish mechanics recruited last year – all health and safety documents were translated into Polish. • Despite classes in English, Polish workers find difficulty understanding instructions given over radio – find biggest problem is that ‘Irish people mumble!’ <p>Easy to Read English</p> <ul style="list-style-type: none"> • Send all policies and procedures to NALA – National Adult Literacy Association – they carry out Plain English campaign. In UK it is the Crystal mark. • Brilliant editing tool – makes things very clear • Have had the Crystal Plain English trainers in to the organization – found it to be excellent <p>English classes</p> <ul style="list-style-type: none"> • Brought in English classes specifically for Polish Mechanics from the VEC. • Released these workers twice a week to go to English classes – 2 hours, now down to 2 hours once per week. • VEC trainer suggested that a lot of the problems with speaking English was about confidence – very successful classes. • Agency had promised English classes for these Polish workers – but trainer was a female Polish trainer and was providing training in workers’ own home – not very successful. • English classes are not successful – trainers are not properly qualified. • Agency is now suggesting that English classes will be provided in Poland before workers leave for Ireland. <p>Cultural differences in styles of training</p> <ul style="list-style-type: none"> • Training Manager understands the concept of cultural differences in terms of training and some outside trainers employed would also take this into account in their training. <p>Career Development</p> <ul style="list-style-type: none"> • Have an education support scheme – give 50% return of fees – has to be business related • Progression route for most is limited – lateral progression is more usual. • Non-Irish staff are very focused, very ambitious, and would be expected to progress to Inspector. Some have made that progression. <p>Barriers in training</p> <ul style="list-style-type: none"> • Trainers (particularly external trainers) made aware that english may not be the first language of all employees.
<p>Integration of workers</p>	<p>Social events</p> <ul style="list-style-type: none"> • From the discussions at the Focus Groups – developed some social events – all nations Gaelic football games, cultural poster in 5 languages, otherwise Poster becomes very

	<p>complicated – ‘Focus Group decided 5 languages on the poster would do’ – French, English, Romanian, Irish, and Polish</p> <ul style="list-style-type: none"> • Do not do ‘special “nationality” days.. Tend to shy away a bit from ‘special days’ • Do articles in the internal magazine on Holidays – <p>Unionised</p> <ul style="list-style-type: none"> • All members of a Trade Union – SIPTU and NBRU and some engineering staff go to a smaller TU. • ‘There is a strong sense that people are treated the same because of the Trade Union’ <p>General comments</p> <ul style="list-style-type: none"> • Key to it is ‘Keeping it simple’. ‘It is about having good recruitment procedures that are good anyway’. Everyone is treated the same. Also it is about awareness of Managers in dealing with stuff. Being on top of conflict if it arises. It is important to have procedures where people can raise grievances and can feel comfortable with raising those’. • There is an awareness within this organization that people from other countries may be more vulnerable and may not feel in a position to make complaints • Big issue is that the organisation’s customer base is also non-Irish national – and that there is an obvious business link between having the customer base represented in the workforce.
END OF INTERVIEW	Thanks to interviewee.

	<p>Racism - Racism in the workplace is only reported in a very few cases. 'Marginal cases where people would be picked on because of their nationality, just incidental.....other workers might be a bit more sensitized to them because they are not Irish. Very few instances of people being single out. No consciousness within the union that are people are being treated badly because of their race.</p> <p>Some bullying and harassment cases – Union 'carefully' ask the question 'Do you think it is anything to do with your nationality?' – 'without being over-sensitized to it' – not finding that this is the case.</p> <p>No racism in the workforce, but it is 'not acceptable to behave in a racist way'. No exclusion, not being treated differently or being excluded for promotion – personal experience.</p> <p>May be complacency however, 'everything is fine 'cos we not hearing that it's not fine!'</p> <p>'Racism is bad policy'. Most of the major Irish organizations, certainly in the services side were very quick off the mark - agreed with TU on policies to avoid racism in the workforce (All Ireland Anti-racism seminar in Armagh, 2001)</p> <p>May have a cultural legacy, because we might feel we were treated badly ourselves.</p> <p>Anti-Racism Training -</p> <ul style="list-style-type: none"> • Strong anti-racism training courses run at the end of the 90's and in this century for staff around sensitizing to the spectrum of racism. • Encouraging organizations to avoid the both ends of the spectrum from 'patronizing to genocide'. <p>Organizations valuing diversity – not that deep</p> <ul style="list-style-type: none"> • Multiculturalism and sensitivity to people from different backgrounds is there in the system in most of the organizations, certainly among the middle management and most workers
<p>Courses delivered by TU</p>	
<p>Valuing Diversity</p>	<ul style="list-style-type: none"> • No resistance to the new workers • A lot of the diversity may be simply saying the right thing without any great depth to it • Some organizations do open days, they have staff parties – formal and informal inclusive things • Acceptance that Ireland is different now – 'we are the West Germans now!'
<p>Recruitment</p>	<ul style="list-style-type: none"> • Shortages of workers in Residential child care, social work and nursing – 'early response was to seek favoured professions!' • Statutory employers put huge effort in recruiting abroad – social workers from Finland and Australia • No unique difficulty once people are qualified • Lot of graduates working in basic entry jobs

	<ul style="list-style-type: none"> • May be issues around recruitment and retention – not only encouraging workers here but encouraging them to stay. • No need for a ‘positive action’ approach – especially for anyone from EU or EEA where there is no conditionality on their stay. But cannot discriminate against other workers in terms of promotional opportunities.
English Proficiency	<ul style="list-style-type: none"> • English is definitely an issue – but more in relation to clients rather than colleagues. • Can find gaps in understanding – perhaps in reporting • Workers in the Public Service or major voluntaries are expected to have some proficiency in English • Often have worked outside their own countries in other English speaking countries
General issues with non-Irish staff	<ul style="list-style-type: none"> • Lack of familiarity with Irish employment legislation • Lack of cultural buzz words • Nervous about ‘joining a Union – usually without cause’ • When staff arrive here they are just sent to the general maelstrom of the workplace • Reasonable sensitivity racist issues and to cultural issues • Nothing exceptional being done with non-Irish workers once they have been recruited, after their induction
Learning and Development	<p>Induction for Nurses</p> <ul style="list-style-type: none"> • Because numbers coming are small, group induction is meaningless – not that well organized except for large concentrations of staff • In medical and para-medical grades there is a policy of professional supervision and support systems – issues being resolved at very low level • Nurses inducted consciously as a group – some hospitals have major induction programmes • Focus of orientating training is training to deal with a new population rather than a new workforce • Group from same country working together during early weeks • Handbook for organization, etc should be provided • Some formal welcome to groups is appropriate • May have to go the extra difference with an individual <p>Qualifications</p> <ul style="list-style-type: none"> • Some have part qualifications for another profession that are not recognized here. <p>Language Training</p> <ul style="list-style-type: none"> • Within civil service – training in foreign languages for work or dealing with clients • Upskilling in order to be able to respond to clients • In terms of translating policies, procedures and other materials it is either all in Irish or English, or in all other languages <p>Health and Safety</p> <ul style="list-style-type: none"> • Basic health and safety training • Not much evidence • Nothing focused on new workers – not sure if it is required – people may not want to be separated even for favourable treatment, should be an openness. • Should be asked the question – what do you need rather than be told what they need, based on express need. • Most new people are very robust – learn informally • Responsibility on trainer to make sure all in group understand the training – ‘can only be around adequate explanation, so if you need to train some staff to have a language skill – then that is what you do’.

	<ul style="list-style-type: none"> • Have a translator if necessary • It is down to what is reasonable and sensible • Bullying and harassment are also included – but a lot of what is reported is not actual bullying <p>Tailored courses</p> <ul style="list-style-type: none"> • HR and management should tailor courses if required. • Non-Irish workers however may not need as much as might be assumed except for normal socialization into the city and place of work needed <p>Training approaches</p> <ul style="list-style-type: none"> • Without over concentrating on the different person just to be conscious of it – awareness and sensitivity rather than singling out • HR departments should be training managers to be alert to the possibility that a person is having a difficulty/sensitivity to Ramadam – but flexible use of annual leave should deal with such holidays
<p>Policies and Procedures</p>	<p>Organisation Policies</p> <ul style="list-style-type: none"> • No pathology of mistreatment – maybe because statutory organizations are more sensitized • A lot of voluntary organizations have their own basic ethics • If workforce is not multicultural (i.e. no Irish people) there can be problems especially if one nationality is dominant, however if professions dominated by one nationality (i.e. Filipino or Indian nurses 50%) people learn off their own colleagues • Taxation officials branch – found language difficulties – particularly with Polish workers – drew up translated material • Principles of good management should apply <p>Trade Union Policies</p> <ul style="list-style-type: none"> • Challenge to the TU movement was ‘what actually is happening’. • Culture shock – number of asylum seekers coming into Ireland – because of experience of other countries Ireland reacted early (experience in Homeless Unit – numbers grew from 1 or 2, to 100s and then 1000s) • Flagged to all institutions, health, social welfare, police. • Irish Labour Organisation (ILO) produced a Policy • ICTU – produced good Migration Policy quickly – recognizing that not every asylum seeker is a refugee, what Ireland was seeing was Economic Migration – but providing an efficient, fair treatment and an appeals system is all important • Not everyone is ‘fleeing a machete’ but we have a natural justice responsibility to these migrants too. • Our concentration is on workforce and the operation of a ‘fair migration policy’ (reunification of workers families, the habitual residency clause, social welfare payment of €19.00 for asylum seekers, which the TU oppose) • ICTU position is understood by the Employers and IBEC. <p>Government Policy</p> <ul style="list-style-type: none"> • Multiculturalism is official policy borrowed from the British model – so we are meant to be ‘clued into the social or national needs of others in the workforce’. It is to do with scale and also to do with ‘class issues’. New workers in our workforce are coming from ‘elite, middle class backgrounds in their own countries, certainly from non-European countries – so they are not that bothered or able to mediate on their own behalf. • Religious issues – People from Poland or the Philippines are predominantly Catholic and it is easier to integrate, whereas other religions, Hindu, Muslim, or Buddhist there are issues of alienation – but

	scale is a huge issue, we don't have the same scale as UK/France
Integration of workers	<ul style="list-style-type: none"> • No racist incidents to speak of (less than half a dozen in TU official's experience) • Day to day inclusion is important – informal things • No special requirements for non-Irish national in TU membership policy
END OF INTERVIEW	Thanks to interviewee.

Appendix 7 – Final approval and thank you letter

Name
Address

Date

Dear XXXXXX,

Re: Summary for your approval

Please find attached the summary of our interview for your approval. Please feel free to make any amendments or changes that you feel are necessary.

Thank you again for allowing me the opportunity to speak to you, I found our discussion to be extremely interesting and it has been most useful for me in my research for the doctoral programme. Much appreciated.

Kind regards

Mary Prendergast

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