

EMN study on “Satisfying Labour Demand through Migration in the European Union”

A preliminary comparative analysis

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Structure

- **Brief introduction to the EMN**
- **Background to the EMN study**
- **Preliminary findings**
 - Overall approach of Member States to migration, vision & policy
 - Implementation of economic migration
 - Trends
 - Cooperation with third countries

Brief introduction to the EMN

- Established by Council Decision 2008/381/EC, with from 2008 to 2013 onwards, a budget of €6-8M/year
- Objectives:
 - ✓ Meet information needs through provision of up-to date, objective, reliable and comparable information, with a view to supporting policymaking in the EU
 - ✓ Provide this information also to the wider public
 - ✓ Focus on third-country nationals

Brief introduction to the EMN

- Tasks:
 - ✓ Collect/exchange information and undertake analysis of this, providing it in a readily-accessible format
 - ✓ Contribute to development (with other EU bodies) of indicators and criteria to improve consistency of information, as well help development of Community activities in migratory statistics
 - ✓ Periodic reports on migration and asylum situation in EU and the Member States
 - ✓ Create and maintain internet-based information exchange system for access to relevant documents
 - ✓ Through this, and also dissemination of outputs, raise awareness of EMN, including to wider public
 - ✓ Co-ordinate and co-operate with other relevant European and international bodies
- EMN must ensure its activities are consistent and coordinated with other relevant EU instruments

Brief introduction to the EMN

- **Structure:**
 - ✓ EMN National Contact Points (EMN NCPs), consisting of at least three experts, to be nominated in all Member States (DK not included)
 - ✓ The Commission, assisted by two Service Providers, is to coordinate the work, to adopt the EMN's annual work programme and to grant financing to EMN NCPs
 - ✓ EMN Steering Board, is to provide political guidance to EMN activities, approve the annual work programme, to review progress, to advise EMN NCPs on how to improve their operations
- **Activities:**
 - ✓ Annual Policy Reports
 - ✓ Annual Report on Migration and International Protection Statistics
 - ✓ Two studies per year, in 2010:
 - Satisfying labour demand through migration
 - Temporary and circular migration: empirical evidence, current policy practices and future options in EU Member States
 - ✓ EMN meetings, Information Exchange System, Ad-Hoc Queries, National Migration Networks

Background to the EMN study on Satisfying Labour Demand

- Joint Study Topic proposal from EMN NCPs – 2010 work programme
- High relevance to EU policy context, considering the EU’s aging population and move towards a “knowledge society”
- Prioritised in the European Pact on Immigration and Asylum
 - ✓ “Organise legal immigration to take account of the priorities, needs and reception capacities” of the Member States and “encourage integration”
- Specific action in the Action Plan implementing the Stockholm Programme
 - ✓ A Commission Communication on addressing labour shortages through migration in EU Member States is planned for 2011.
- Potential of migrant workers addressed within the EU’s 2020 Strategy
- EU instruments relating to economic migration

Summary

- Based on 15 National Reports
- “Sneak preview”: First version of Draft Synthesis Report
- Some obstacles
 - Difficulties in ensuring comparability of statistical data
 - Concepts vary between Member States
 - Great variety of policies, legislation and approaches
- Some positive points
 - Key definitions consistently used (Highly-skilled, Skilled, Low skilled, Researchers, Seasonal Workers)
 - Very interesting National Reports
 - Allows for a first overview of whether and how migration is used to address labour demand.

Structure of report

- Member State Vision of Labour Migration
- Institutional and legislative frameworks
- Mechanisms for identifying and managing labour shortages
- Statistical overview
- Member State Cooperation with Third Countries
- Preliminary findings

Overall approaches of Member States - Vision

- Most Member States have considered using migration to address labour demand in their national vision / strategy towards employment
- Around eight Member States have a clear vision to stimulate the skills and knowledge base of their country through migration
- Others have elements in their vision, or these are under development
- Effects of the economic crisis

Overall approaches of Member States - Policy

- Member States have different historical experiences of immigration
- National labour policies focus either on short or longer term labour needs, or may address both. Policies also differ in their use of migration to address these needs
- Key commonalities of migration in labour policy:
 - Short-term needs can be met through temporary migration, often low skilled
 - Longer-term needs preferably met by domestic workforce, in combination with 'selective' immigration
 - Categories of immigrants targeted are primarily highly qualified and highly skilled, followed by seasonal / temporary workers
 - In addition there are sometimes needs in particular sectors
 - Proximity and Diaspora also play a role
 - Re-migration of nationals

Policy and public debate and recent changes to national vision

- Political and public debate
- Stakeholders involved:
 - Labour organisations
 - Regional authorities
 - Labour interest groups
 - Employer organisations
- Some Member States have adapted their labour and migration policies in response to shortages in the labour market
- The impact of the economic crisis

Overall approaches of Member States – Institutional and legislative framework

- Main Ministries / public stakeholders involved in labour migration policy: Interior, Employment and Social Affairs, Immigration, PES, regional authorities
- Transposition of EU Acquis
- Two Member States make specific reference to addressing labour demand through migration in legislation
- All Member States have regulated admission and access to employment of economic migrants
 - In a comprehensive piece of legislation (often immigration)
 - In separate acts (e.g. Immigration and Labour law) and pieces of legislation

Overall approaches of Member States - Legislation

- Member States have different admission conditions and procedures for economic migrants in place. They differ with respect to :
 - Permit types (e.g. single, joint)
 - Labour market tests vs. quota
- New permits have been introduced by several Member States to address specific groups, in recent years
 - Talents
 - Seasonal work
 - Exceptional contributions
 - “transitional” EU-15 Member States

Overall approaches of Member States - Legislation

- Other aspects regulated include family reunification and return
- Family reunification legislation also addresses their right to access the labour market in at least seven Member States
 - Access granted in most Member States
 - No work permit needed in four
- Legislation also directly or indirectly addresses return
 - Obligation to leave at end of work permit
 - Obligation to leave in case of loss of employment
 - Specific measures to encourage return

Overall approaches of Member States – Programmes, initiatives and practical measures

- Programmes generally aim at facilitating the entry of highly-skilled workers:
 - Austria and Czech Republic
 - Finland (universities and healthcare sector)
 - Germany
 - Netherlands (points-based schemes)
 - Ireland (highly skilled non-EU students)
- In Italy, quotas for annual inflow of migrant workers are set on the basis of long-term forecasting of labour needs outlined officially in Flow Decrees

Mechanisms to identify and manage labour shortages – methods

- Main methods: labour market analysis and setting of quota
 - **Drawing up of lists of occupations** by at least three Member States – third country-nationals who have such professions often benefit from facilitated access
 - OR based on case-by-case / employer needs analysis
 - **Quotas** set by at least three Member States, based on consultation, analysis

Mechanisms to identify and manage labour shortages – tools

- Main tools:
 - Surveys of National Labour Shortages
 - Forecasting (technical, statistical)
 - Analysis of registered supply and demand (vacancies, unemployment)
 - Administrative data (census, social security, population registry)
 - Occupation matrixes (regional demand)
 - Analysis by employers associations, research institutes and other stakeholders
 - Consultation

Mechanisms to identify and manage labour shortages – Job matching, skills assessment, recognition

- Job-matching
 - **Employer-driven** – meeting the requirements of the company in terms of training, qualification and language skills
 - **Assistance** by employment services, immigration services, other stakeholders
 - **Databases** for registering vacancies and job matching
 - **Pre-selection** as part of agreements with third countries
 - **Supported** by specific tools, e.g. Databases, profiles, lists
- Skills assessments and recognition of qualifications
 - **Skills assessments** are undertaken by at least three Member States, focusing on identifying and validating vocational and ‘life’ experiences
 - **Recognition of qualifications** take place in all Member States, but in varying degrees, possibly giving rise to ‘uneven’ treatment of third-country nationals

Statistics

- Germany and Italy have large numbers of migrant workers
- In almost all Member States skilled workers form the largest group of stock of migrant workers
- Certain third-countries have large numbers of nationals working in EU Member States, e.g. Ukraine, Russia, Turkey, China
- Inflow of migrant workers in general corresponded to the statistics for stock of migrant workers, except in Malta where it fluctuated.
- Certain industries employ higher proportions of migrant workers than other sectors, e.g. Healthcare and Construction, although this varies country to country

Trends

- Occupations and professions with labour shortages: engineering, healthcare, construction, IT
- Quantitative and qualitative shortages
 - **Quantitative:** identified in at least seven Member States, due to low (and lowering) wages, better wages in other EU Member States, poor working conditions, 'unattractive' type of work
 - **Qualitative:** identified in at least 11 Member States, due to deficiencies in national educational system, high professional requirements, emigration
- Sectors in which labour migration is being used:
 - Temporary: construction, agriculture, transport
 - Longer-term: social and healthcare sector, research, specialist occupations (e.g. Ukrainian nationals in the ship-building industry in Latvia)
- Little data on return (often unmonitored), some initiatives
- Irregular employment higher amongst third-country nationals: construction, agriculture, social and healthcare
- Intra-EU mobility

Cooperation with third countries

- Many cooperation agreements cover labour migration as part of a series of other aspects, only few focus exclusively on labour migration
- Often based on proximity and historical ties
- Agreements include:
 - Facilitated admission procedures, visa / work permit exemptions
 - Funding for mobility
 - Priority to certain third countries
 - Information and advice
 - Mediation
 - Pre-selection
 - Preparation of job-profiles
 - Temporary work experiences
 - Local recruitment centres
 - Wage levels, working conditions, social security arrangements

Cooperation with third countries

- Specific categories addressed:
 - Specific occupations / migrants with specific skills
 - Seasonal workers
 - Holiday workers
 - Youth
 - Seconded workers
- Mechanisms to prevent brain drain and brain waste
 - Limitations on duration of employment / work permit
 - Training also adapted to needs of country of origin
 - Re-migration
 - Skills assessments and recognition of qualifications to ensure that third-country nationals are not over-qualified

Preliminary findings

- Some Member States have identified a positive link between their approach taken to using immigration to satisfy labour demands and the impact on the labour market
- Others have identifies some problems with regard to filling gaps in the labour market:
 - Restrictive conditions and inflexibility on entry of migrants
 - Low level wages and lack of job security discouraging migrant workers to take up jobs in Member States
 - Difficulties in validating qualifications and skills of workers from third countries
- Several Member States emphasised the need to further develop policies and measure in the future:
 - Changing attitudes towards immigration
 - Improving integration / working conditions for migrant workers
 - Improved information provision to migrant workers

THANK YOU FOR YOUR ATTENTION

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