

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

Background to the study and 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
- **Next steps**

Brief introduction to the EMN

- Established by Council Decision Council Decision 2008/381/EC, with from 2008 to 2013 onwards, a budget of €6-8M/year
- Objectives:
 - ✓ Meet information needs thru' 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 Provide this information also to the wider public
 - ✓ 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
- 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.
- Taken up in several EU Presidencies (e.g. BE Presidency Conference in November 2010).

Preliminary findings

- Based on 15 National Reports
- “Sneak preview”: Draft Synthesis Report not yet submitted to DG Home Affairs
- 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.

Overall approaches of Member States - Vision

- Most Member States have considered using migration to address labour demand in their national vision / strategy towards employment
- At least five 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
- Visions focus on:
 - Highly-skilled and skilled
 - Temporary and circular migration
 - Increasing attractiveness of the Member State / competitive position
 - Addressing specific shortages versus attracting excellence
 - Supported by policy , legislation and programmes
- Effects of the economic crisis

Overall approaches of Member States - Policy

- National labour policies focus either on the short or the longer term, or both
- This also depends on the methods used to identify and forecast shortages
- 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
 - Sectors addressed are research and development, health and social care sector
 - Proximity and Diaspora also play a role
 - Re-migration of nationals

Overall approaches of Member States - Policy

- Labour demand leading to increased integration of migration into labour policy, i.e. Labour migration policy, noted in at least four Member States:
 - Facilitating admission procedures
 - Facilitating applications for work permits
 - Developing 'selection' and 'labour matching' mechanisms
 - Removing barriers
- Some Member States have included a return dimension in their policy
- A few focus on re-migration of their own citizens
 - Labour policy influenced by economic downturn (delayed policy implementation, quota stops, return)
 - Transposition and implementation of European Directives

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)
- 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
- Two Member States make specific reference to addressing labour demand through migration in legislation
- More Member States are considering to include addressing labour demand through migration in legislation

Overall approaches of Member States - Legislation

- Member States have different admission conditions and procedures for economic migrants in place, with two main categories
 - Member States with ‘general’ admission conditions and exemptions, which vary according to the category of economic migrants (e.g. Highly-skilled, Researcher, etc).
 - Member States in which conditions and exemptions are specifically linked to the needs of the labour market and the employer (e.g. When jobs cannot be filled by EU citizens, specific sectors, etc)
- New permits have been introduced by several Member States, in recent years
 - Talents
 - Seasonal work
 - Exceptional contributions

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

Mechanisms to identify and manage labour shortages – Main methods and tools

- 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 / direct employer demand
 - **Quotas** set by at least three Member States, based on consultation, analysis, consultation
- Main tools:
 - 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
 - Surveys
 - Short and long-term forecasting

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
 - **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

Trends

- Occupations and professions with labour shortages: engineering, healthcare, construction, IT
- Highly-skilled and skilled most in demand
- 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
- Little data on return, some initiatives
- Irregular employment higher amongst third-country nationals: construction, agriculture, social and healthcare,

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

THANK YOU FOR YOUR ATTENTION

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