

Migration of Highly Qualified Workers and Policies to Ensure Labour Market Sustainability in the European Union in 2013-2014

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Anotacija. *European Union is facing challenges of ageing societies and changes in structure of economy, thus labour shortages turn into an urgent issue that ultimately affects labour market sustainability. In its attempt to recruit highly qualified workers EU has strong international competitors, e.g. USA, Canada, Australia, New Zealand, and pursues a variety of initiatives at national level of the Member States and at the EU level in general. This article aims at assessing the EU policies related to migration of highly qualified workers. Statistical data analysis has revealed that labour mobility is increasing in EU. Thus the EU Mobility directive could be evaluated as bringing benefits, yet with a room for improvement, because highly qualified workers still make up just a small part in all the mobile citizens' population. National initiatives are more effective in fostering the migration of highly qualified workers, but this has the threat of unequal benefits in different EU regions; the effectiveness of EU Blue Card initiative is weak but with a high potential, thus it needs further improvements in its issuing policies.*

Raktažodžiai: *Migracija, darbo jėgos mobilumas, aukštos kvalifikacijos darbuotojai, tvarumas, Europos Sąjunga, Mėlynoji kortelė.*

Keywords: *Migration, labour mobility, highly qualified workers, sustainability, European Union, Blue Card.*

Įvadas

Importance of attracting highly qualified workers (HQW) became widely discussed in scientific articles as well as in political agendas, when the beginning of the 21st century brought shortages of qualified labour force in the European Union (EU) [32]. The Global Risks report 2016 [35] states that in the future the European region mostly will suffer from involuntary migration and unemployment or underemployment. For long employment policies of the EU have been used as

international relations measure [5]. Yet the EU labour market has strong international competitors, such as the United States, Canada, Australia, New Zealand. In order to meet the risks, to remain competitive, to increase the attractiveness and encourage migration of HQW within the EU and from non-EU countries, the EU has to pursue a variety of initiatives at national level of the Member States (MS) and at the EU level in general. These initiatives need to be assessed in more detail. The subject of this article is the EU labour market and the EU as well as National level initiatives for attracting HQW and dealing with labour mobility. The aim of this article is to assess the EU policies related to migration of highly qualified workers. In this article highly qualified worker is understood as “a person who is employed in an EU country, is protected as an employee under national employment law and/or in accordance with national practice, irrespective of the legal relationship, for the purpose of exercising genuine and effective work for, or under the direction of, someone else; is paid; and has the required adequate and specific competence, as proven by higher professional qualifications” [15]. Kelo and Wächter stress that this type of migrants usually move voluntarily and “since their qualifications and skills are in demand in the destination country (and increasingly immigration policies tend to attract them), the overwhelming majority of them are legal immigrants” [27].

The tasks of the article were set as follows: 1) to critically discuss the general EU labour market and its sustainability; 2) to compare highly qualified workers' movement and recruitment initiatives at the EU and national MS levels and to discuss the success of the recruitment initiatives. Labour market is treated as consisting of “labour supply of the population on the one hand and labour demand of enterprises and other production units on the other hand” [15]. Secondary quantitative data analysis was the overall strategy of the research. Research included descriptive analysis of statistical data and comparative approach.

The EU labour market was analysed by, among others, Gold, M. [24]; Blanpain, R. [4] and Barnard, C. [1]. Mobility and immigration of HQW were discussed by Boswell, C. and Geddes, A. [5] and Foti, K. [23]. Recruitment initiatives of HQW were investigated by Zimmermann, K. F. [37]; Mannila, S. et al [29] and Grove, C. [25]. These topics are not widely discussed among the Lithuanian authors, but at this point there are several important studies to mention: migration as an element of demographic changes was analyzed by Beržinskienė, D., Kairienė, S., and Virbickaitė, R. [3]; labour market segmentation – by Jakštienė, S. [26]; international labour migration – by Kripaitis, R. and Romikaitytė, B. [28]; active labour market policies – by Moskvina, J. and Okunevičiūtė-Neveauskienė, L. [31]. The comparative analysis and assessment of the national and EU level recruitment initiatives constitutes the novelty of this article.

General Labour Market Conditions in the EU and its International Competitors

Recent decades have witnessed changes in welfare and governance of social policies in many European countries, which are based on the need to cope with

societal and economic transformations [36, p. 280]. EU labour market suffers from labour resources shortage, unfavorable demographic situation as well as job vacancies. The flow of labour force into EU has helped the growth of economy and the sustainability of the labour force. Sustainability here would refer to the system's ability to comply with the always changing economic needs and ensured availability of the needed workforce. Unemployment rate in the EU in 2013 was around 11% [22], which was high, compared to other world countries. Since the EU has become a closely interrelated system and its directives, recommendations and regulations affect all policy areas of MS, national employment policies can only be studied taking into account the EU context. Much more, European integration processes influenced the erection of EU common labour market. At the moment the EU applies many different law rules that regulate the labour relations in the MS. The European Employment Strategy (EES) was launched (Luxembourg Jobs Summit/ Amsterdam Treaty) in 1997 with purpose to develop the co-ordination and convergence of employment policies in Europe in order to tackle the persistent unemployment levels in many MS and to be equipped to deal with macroeconomic shocks [7].

With Lisbon Strategy (in 2000) the European Council made an agreement on new goal for the EU in order to foster economic reform, employment and social cohesion as part of a knowledge-based economy. As originally conceived, Lisbon was about harnessing the internal market strategy, the Broad Economic Policy Guidelines and the Employment Guidelines to enable the Union to regain the conditions for full employment, not just a high level of employment as envisaged by Article 2 EC" [1, p. 112].

The Europe2020 as adopted after the economic crisis, accomplished further steps towards more coordinated and integrated EU policies. Still most of the responsibility remains at the MS level, because employment policy belongs to supporting policies of the EU. The implementation of the Europe2020 strategy follows, in the framework of the European Semester, a set of priorities defined in the Annual Growth Survey [38]. The Survey arranges the general economic and social priorities for the EU for the upcoming year. The EU employment priorities and targets for MS policies are set by the most significant employment policy mechanism – the Employment Guidelines [38], which are not obligatory for the MS.

European labour market always expressed the need for more skilled workers [38]. The development of education and health, communication and information technology sectors caused HQW shortage in the EU countries. Intense demographic changes, such as aging populations, stagnating economic development, money shortage in social-security systems and low innovation potential can be solved with HQW immigration [37]. EC [12] states, that by 2015 it will be huge shortage of professionals in ICT sector. By 2020 the significant shortage of HQW will be felt in the health sector. Much more, it is agreed that in order to achieve smart, sustainable and inclusive economy based on innovations, the EU needs more that 1 million researchers.

Traditional point of view focuses on the economic benefits that influence the

HQW, however other crucial issues should be mentioned. Nathan [32] stated that HQW boost innovations and play important role in the development of knowledge based economy including knowledge creation, dissemination and commercialization. For this reason, countries should pay big attention to HQW attraction to country or region.

The EU strives to make its' labour market more attractive for HQW, but it has to deal with other international competitors such as, Switzerland, New Zealand, Canada, etc. that attract the highest numbers of HQW. The global competitors have also introduced some instruments to ensure the sustainability and growth of their labour markets. For example, Switzerland implemented the Aliens Act entered into force since 2008 [11] which regulates the access to the labour market for HQW from the third countries. From 1990's New Zealand focused on the attraction of HQW and used such criteria as English language proficiency, qualifications and prior work experience [30, p. 6]. Canada grants permanent residence in two ways: the Family Class and the Economic Class. The Economic Class programs for permanent residence of skilled workers are the following: the Canadian Experience, the Federal Skilled Worker program and the Federal Skilled Trades Program [20].

In 2008/2009 the Australian government evaluated the HQW migration and approved a greater demand of such workers. There are 2 distinct streams of immigration programs in Australia: the Humanitarian Programme for Refugees and the Migration Programme for Skilled and family migrants [20]. The Migration Programme for Skilled and Family Migrants first of all pays attention to the needs of the national labour market, while the family stream tries to help people to bring their families to live in Australia. There are categories that do not require points based assessment: the Temporary Skilled Visa – high qualified workers can work in a country up to 4 years. It is the comparable to the EU Blue Card. The Skilled-Independent Visa – a permanent visa that needs applicant interest before applying through Skill Select. The line between temporary and permanent migrants has become blurry, but the temporary migration is still dominating. According to the recent statistics it becomes clear that temporary migration for study and work purposes became the most popular reasons to settle in Australia [34]. Comparing the number of Blue Cards and the number of relevant Australian visas, it is clear that Australia gives twice as many high qualified permits in three months as the EU grants in 1 year.

Highly Qualified Workers' Mobility Regulations and Recruitment Initiatives across the EU

In traditional immigration countries such as Australia, New Zealand, Canada and the USA, HQW recruitment initiatives have been carried out for decades. Meanwhile the EU for a long period did not have any special initiatives to attract HQW from the outside. Alongside attracting HQW from 3rd countries, national governments have strategies for attracting the workers from the EU MS.

The right of free movement of persons is fundamental for the EU. Yet there are

opinions that EU labour mobility is too low [2]. Labour mobility helps to solve problems related to skill gaps and labour shortages. From economic point of view, it helps to deal with unemployment disparities between MS and even distributes efficient human resources. Incoming workers benefit the local economy by helping to deal with labour market problems. It also boosts competitiveness and helps to widen the range of services. By taking care of families left in the home countries and helping them by sending remittances migrants help their home country's economy. Labour mobility for sending countries brings both disadvantages and advantages. Home countries suffer from brain drain and skill shortages in specific sectors. HQW get high wages, pay more taxes and are less dependent on social benefits, their integration is easier.

The initiatives for attracting HQW in the EU are carried out in two ways: at national level of MS and at general level of the EU. The group of countries that have wider national migration policies is: Belgium, Estonia, Finland, Greece, Hungary, Lithuania, Luxembourg, Slovak Republic, Slovenia and Sweden, others have separate policies developed to target HQW: Austria, Czech Republic, Germany, France, Ireland, Netherlands, Spain and the United Kingdom.

Between 2006 and 2009 France has signed bilateral agreements with some non-EU countries (Senegal, Gabon, Congo, Benin, Tunisia, Mauritius, Cape Verde, Burkina Faso and Cameroon). Such agreements were signed in order to distribute migration flows and to help people to integrate in the society. These agreements are valid for HQW of those sectors that suffer from shortages. This also helps to prevent immigrant flows from those sectors that are unnecessary [13]. The French Tech Ticket – a program for non-French entrepreneurs from all over the world that want to create their business in Paris. This program target is to contribute a fast development of innovations and start-up systems inside the country.

Belgium labour migration policy is shaped by the Federal authorities. There are two systems that allow HQW from non-EU countries employment in Belgium: the work permit type B and Belgian Blue Card. The main principle of Belgium migration policy is that a foreign worker is allowed to work in Belgium only when a labour market test shows that any possible candidate cannot be found inside Belgium. In order to attract foreign investment, various categories of workers are dismissed from the work permit requirement or can get work permit without the need of a labour market test.

Spain's migration policy always has focused on unskilled labour migration with negative effects on international trade. Over the years many different measures have been introduced in Spain to attract HQW even bilateral agreements have been signed (Canada and New Zealand) to promote mobility among youth [14]. The Ley de Emprendedores, launched on September 2013, was created to attract foreign investment and young entrepreneurs for innovation and competitiveness in Spain. This kind of start-up policy offers five visa categories to entrepreneurs, investors and highly qualified workers.

In 2008, a tiered system to manage immigration to the UK was introduced. It is a

hybrid type immigration system that is based on demand and point's base, as well as limit on certain categories of migrants [14]. Tier 1 is for HQW who contribute to the growth and productivity of the country's labour market. This tier consists of Entrepreneur, Exceptional Talent, Graduate Entrepreneur and Investor routes. Tier 2 – for qualified workers that have a job offer. The main aim of this tier is to fill the skill gaps in the UK labour market. This tier consists of the General, Intra-Company Transfer, Minister of Religion and Sportspersons routes. Tier 3 is for low-skilled workers that are needed for temporary shortages in labour market. Tier 4 is for students. Tier 5 is for youth mobility programmes [14].

On the EU level, labour mobility promotion is used only for certain categories of workers. EURES the EU job search network is ready to help with mobility for those citizens, who are ready to explore all possible opportunities of working abroad. EURES helps to make the cooperation between the EC and the Public Employment Services of the EU MS (also Iceland, Liechtenstein and Norway, together with all other partner organisations) [18]. To make the exchange of information easier, the Commission together with the European Centre for the Development of Vocational Training and others have developed classification of competences, qualifications, skills and occupations.

All HQW in the EU can move across its borders, practise their occupation or just provide their services abroad. Directive 2005/36/EC governs the system of recognition of HQW qualifications in the EU, recently it was amended by Directive 2013/55/EC [10]. A modern EU system of recognition of professional experience is provided by the directive and promotes automatic recognitions of HQW professional experience across the EU [16]. Directive 2005/36/EC [8] brings a modern EU system that recognises the professionals' experience, helps to make labour market to be more flexible and liberalise the provisions of services and promotes automatic recognitions of HQW qualifications in the EU MS. The Professional Qualifications Directive was improved in 2013, when the European parliament and the Council of the EU adopted Directive 2013/55/EU [10] that partly amended Directive 2005/36/EC [8]. The transposition period was 2 years and it was implemented by 18 January 2016.

There is a huge need for cooperation among the EU MS. The National authorities can use the Internal Market Information System (IMI) in order to facilitate the cooperation with each other, when there is a need to consider the recognitions of HQW qualifications. National authorities decide whether to recognise the HQW qualifications obtained in other EU MS or not. There are common rules set out in the Code of Conduct that they need to be followed. HQW who have problems in getting their professional experience recognised, may contact national courts, the SOLVIT network and public authorities, or complain to the Commission.

The Directive 2005/36/EC [8] enables the free movement of professionals, such as architects or doctors. But professions, e.g. aircraft controllers or sailors do not fall under this Directive and are governed by other specific legislation. There are also special laws for commercial agents and lawyers. In order to better understand the regulated professions in the EU and the conditions applied to accessing them, EU MS

agreed to carry out a transparency and mutual evaluation exercise in the period of 2014-2016 [19]. Transparency exercise means that each EU MS has to give a list of professions that it regulates, also including those at regional level. Mutual evaluation exercise shows the conditions to access professions, because it may be different between the EU MS. This process invites EU MS to make mutual evaluation, so that there would be no barriers to access certain professions.

The European professional card (EPC) is available since 18th January 2016 just for 5 professions: general care nurses, mountain guides, real estate agents, physiotherapists and pharmacists [19]. There is a plan to extend availability of this card to other professions in the future. The EPC makes the free movement of HQW in the EU much easier. It is an electronic certificate issued via the first EU-wide fully online procedure for the recognitions of HQW qualifications. This procedure based on the Internal Market Information System (IMI), allows professionals to communicate with relevant institutions inside a secure network. The EPC does not change any traditional recognitions procedures (under professional Qualifications Directive), but offer a useful option for professionals, who want to get a temporarily or permanently job in other EU MS [16].

The main EU level initiative is a Blue Card initiative. Directive 2009/50/EC [9] or Blue Card is the newest and well known initiative to attract HQW to Europe. The creation of this card was based on other traditional immigration countries systems (Australia, Canada or USA) [6]. EU Blue Card is applied in 25 out of 28 EU MS to non-EU HQW. Although the EU Blue Card is recognized by 25 EU MS, each of them has additional criteria for its own. For example, Denmark, Ireland and the United Kingdom are not issuing the EU Blue Card. Blue Card's distinctive characteristics, that should position EU as a desirable destination for the global HQW: entitlement to social and economic rights, freedom of association, perspective of permanent residence, all needed conditions for family reunification, working and wages conditions the same as to nationals, free movement in the Schengen area.

On 7th of June 2016, the EC presented an action plan to assist MS to integrate non-EU nationals and encourage their contribution to the EU's economic and social life. Blue Card reform aims at helping to attract and retain non-EU HQW. It is estimated that the new annual Blue Card positive impact on the economy will be from 1,4 to 6,2 billion EUR.

Data Based Analysis and Recommendations for Fostering the Mobility of Highly Qualified Workers within EU and from non-EU Countries

This part seeks to evaluate the labour mobility in the EU and the effectiveness of recruitment initiatives of HQW from EU and non-EU countries. To investigate the issues, the secondary data analysis was carried out on the basis of Eurostat, OECD data, EU Single Market database, and the EU Labour Force Survey.

7 million people made use of the EU 'free movement of people' right and

worked in other MS than their own in 2013 [21]. The countries that have suffered the greatest loss of labour force through intra-EU mobility were Romania, Poland, Italy and Portugal (see Figure 1).

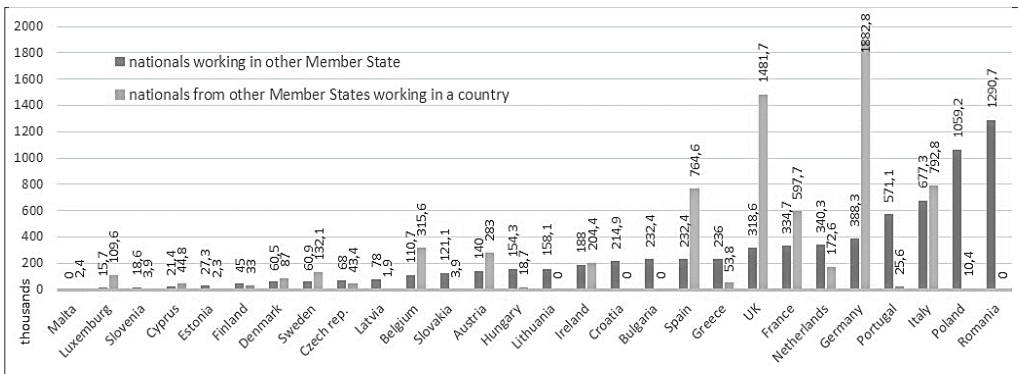


Figure 1. The EU nationals working in other MS than their own, by nationality and nationals from other MS working in a country (in thousands), 2013

Source: created by the authors, based on Eurostat [21].

Top 5 countries that received the highest number of workers from other MS were: Germany, the United Kingdom, Italy, Spain and France. Comparing departure and arrival statistical data, it is worth mentioning that there is no balanced distribution. Countries like Bulgaria, Croatia, Lithuania and Romania suffer from brain drain, while in countries like Germany, the United Kingdom and Spain the numbers of migrant workers are higher than the numbers of nationals that decided to leave the country.

If we considered the sizes of the populations and if we recalculated the data accordingly (absolute numbers recalculated into percentages as of general working population), we would find that the greatest loss as % of working population was experienced by Croatia (15,5% of working population), Romania (14%), Portugal (12,7%), Lithuania (12,2%) and Ireland (10%). The smallest loss has been in: Germany (1%), the United Kingdom (1,1%), Sweden (1,3%), France (1,3%) and Spain (1,4%) (based on 2013 data from Eurostat) [21].

People leave their home countries for a number of reasons. The widely used theory of push and pull factors [33] might also be applied for analysis of labour force migration. The Table 1 below lists the most common push and pull factors leading to labour force migration within and to the EU.

The labour mobility is not equal across different economic sectors. According to the 2013 statistical data [23], the biggest percentages of that year movers across the EU were employed in these sectors: manufacturing 14%, construction 11,4%, accommodation and food services 11,4% and wholesale and retail trade 10,7%. Sectors dominated by nationals were agriculture 3,7%, arts 2%, financial and insurance 2% and public administration 1,6%. The least attractive sectors were real

estate 1%, electricity 0,5% and mining 0,2%.

Table 1. The most common push and pull factors for EU and non-EU citizens

PUSH FACTORS	EU citizens	Non-EU citizens
<i>Low wages</i>	✓	✓
<i>High unemployment rates</i>	✓	✓
<i>Weak and unstable country economy</i>	✓	✓
<i>High prices</i>	✓	
<i>Tax system</i>	✓	
<i>Weak education systems</i>	✓	✓
<i>Employment opportunities</i>	✓	✓
<i>Living and social conditions</i>	✓	✓
<i>Natural disasters</i>		✓
<i>Wars</i>		✓
<i>Shortages of food</i>		✓
<i>Poverty</i>	✓	✓
<i>Lack of safety/fear</i>		✓
PULL FACTORS	EU citizens	Non-EU citizens
<i>Higher wages</i>	✓	✓
<i>Greater employment opportunities</i>	✓	✓
<i>Strong and stable country economy</i>	✓	✓
<i>Better work conditions and equipment</i>	✓	✓
<i>More attractive tax system</i>	✓	
<i>Better education system</i>	✓	✓
<i>Opportunities for the improvement</i>	✓	✓
<i>Better living and social conditions</i>	✓	✓
<i>Safer atmosphere</i>		✓
<i>Political security</i>		✓

Source: created by the authors, based on OECD [33].

During the period of 2013-2014 only 131 538 of all movers were HQW in the EU and EFTA countries [17]. All these countries in that period of time received 132 057 applications from EU and EFTA countries, in order to recognize the professional qualifications of HQW [17]. Decisions were expressed in three options: positive, negative and neutral. From all those 132 057 applications for recognition of professional qualifications, 84% were positive, 11% neutral and 5% negative. The top 5 countries (with the highest numbers) where migrating professionals obtained their professional qualifications were: Spain (18 416), Romania (11 503), Germany (11 501), Poland (11 391) and Italy (9 742). The top 5 host countries that recognized the biggest number of professional qualifications of HQW were as follows: the United Kingdom (35 184), Norway (22 693), Switzerland (17 705), France (16 254) and Belgium (11 588).

Comparing results of free movement of labour force and free movement of HQW, it could be concluded that among top countries which have lost the biggest part of their labour force and in which the biggest number of migrating HQW obtained their qualifications we can find Romania, Poland and Italy. The countries that welcomed the biggest number of workers from other EU MS and the ones that

recognized the highest number of professional qualifications were: the United Kingdom and France.

According to the 2013-2014 statistical data, across the EU and EFTA countries the biggest number of HQW professions by number of decisions taken on recognition of professional qualifications were as follows: nurse (29 882), doctors of medicine (28 401), secondary school teachers (12 430), physiotherapists (8 990) and electricians (6 213) [17]. Mid 5 professions in hundreds of HQW were: radiographer (891), social worker (736), painter (420), optician (266) and car painter (101). The bottom 5 professions in tens of HQW were: fisherman (90), car mechanic (50), biologist (37), manager (22) and shoemaker (1). This does not only mean, that these professions are least mobile, but it may also mean, that employees of that profession do rarely need a recognition and do not apply for it.

According to the statistical data of 2013, more than 2,3 million people from non-EU countries have immigrated to the EU MS [21]. The biggest amount of immigrants was received by the United Kingdom (724,2K). Also, many people immigrated to Poland (273,8K), Italy (243,9K), France (212 K) and Germany (199,9K). Taking into account the population of each MS, the highest numbers of immigrants in 2013 were recorded in Malta (24,1 immigrants per thousand inhabitants), Cyprus (13,3), the United Kingdom (11,3) and Sweden (10,3). Numbers below 1 immigrant per thousand inhabitants were in four MS: Bulgaria (0,9), Croatia (0,8), Slovakia (0,8) and Romania (0,6). Total in 2013, 4,7 immigrants per thousand inhabitants were registered in the EU-28 [21].

In order to legally enter and stay in the EU, non-EU citizens must obtain permits to prove their legal presence in the host country. The most common reasons for which permits are issued: family, education and employment. Other reasons, such as asylum, volunteering and etc. are indicated as other reasons. According to 2013 data, the biggest part of permits was issued for other reasons (685 151 units). The smallest part of permits was issued for education reasons (464 040 units). For family reasons 672 914 permits were issued and for employment reasons – 535 478 permits. This accounted 28,5% and 22,7% of all permits issued in 2013 [21]. In two years, permits to enter the EU were mostly given to these main citizenships – Ukrainians (539 463), Americans (371 044), Indians (335 725), Chinese (335 226), Moroccans (198 243), Belarusians (157 242), Russians (146 928), Turkish (116 125), Brazilians (112 119), Philippines (107 848) and Syrians (81 899). Most of Moroccans, Russians and Turkish migrated to the EU for family reasons; for education reasons – Chinese and Brazilians; for employment reasons – Ukrainians; and for other reasons – Americans, Philippines, Syrians and Belarusians.

For non-EU citizens to enter the EU preference is given to HQW (of which among the arrivals is not so much). In order to identify HQW immigration flows, the EU uses data, provided by MS about their issued National initiatives and the EU Blue Card. Directive 2009/50/EC [9] from 25 May 2009 (or in other words - Blue Card) must not only attract higher number of HQW from non EU countries, facilitate the

search for job but also facilitate their integration into society. The EU Blue Card directive is not applicable in Denmark, Ireland and the United Kingdom.

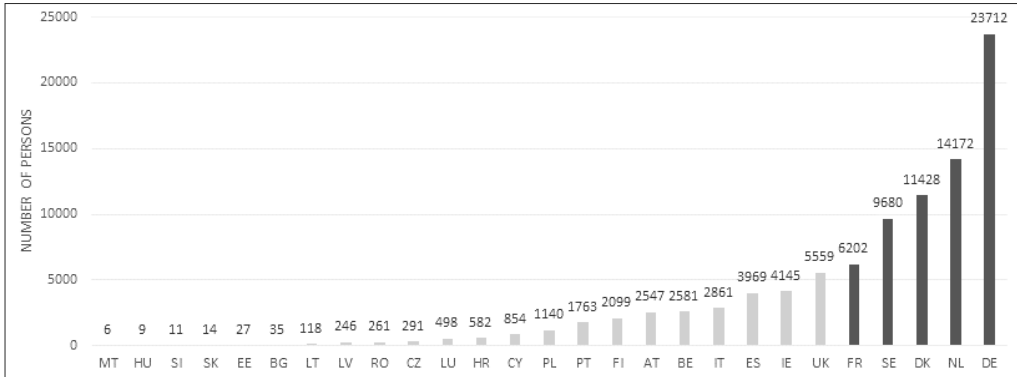


Figure 2. HQW immigration in the EU, 2013-2014
Source: created by the authors, based on Eurostat [21].

Statistical data of 2013-2014 show that during that period 94 810 HQW have immigrated into the EU [21]. Abundant flow of HQW over the two years has been into Germany, Netherlands, Denmark, Sweden and France. The biggest part of HQW evaluating by number of immigrants per 100 000 inhabitants has been accounted for Denmark (101 immigrants), Cyprus (51), Sweden (50), Ireland (45) and Luxembourg (45).

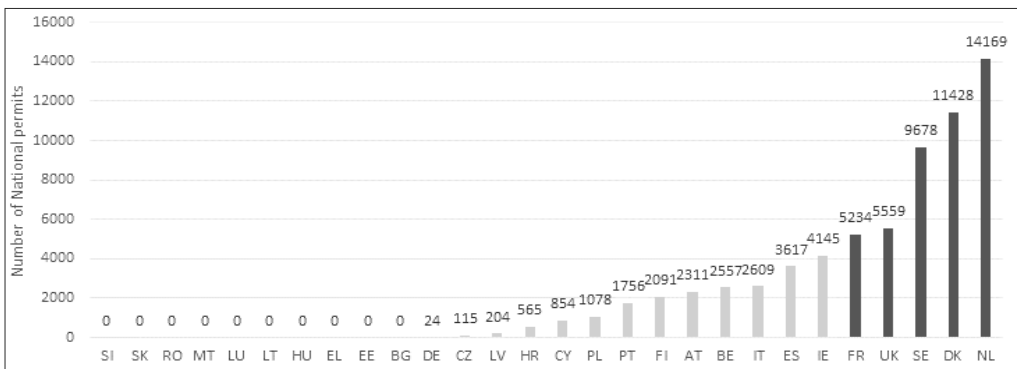


Figure 3. National permits by the EU countries, 2013-2014
Source: created by the authors, based on Eurostat [21].

The HQW from non-EU countries can either choose national permits or the EU Blue Card. In 2013-2014 period 67 994 National permits were issued to HQW from non-EU countries (see Figure 3). The majority of permits were issued by the Netherlands – 14 169 permits. Also, quite significant amount of National permits was issued in Denmark (11 428 permits), Sweden (9 678 permits), UK (5 559 permits)

and France (5 234 permits). Ten countries: Bulgaria, Estonia, Greece, Hungary, Lithuania, Luxembourg, Malta, Romania, Slovakia and Slovenia have not issued any considerable amount of national permits.

Statistical data show that 26 816 EU Blue Cards were issued to HQW from non-EU countries in 2013-2014 (with increase in 2014) [21]. The majority of cards were issued in Germany (23 688 cards). France issued 968 Blue cards, and Luxembourg – 498 cards. Germany, differently than, e.g. the Netherlands, Denmark and Sweden, rely on issuing Blue Cards instead of national permits to HQW. The analysis showed that HQW from Asia are most often granted the EU Blue Card (see Figure 4). The most active were HQW from India and China. The second continent by the number of issued Blue Cards is Europe. The biggest part of workers was from Russia and Ukraine. For the American continents in 2013-2014 period, the most active were citizens of the United States and Brazil. The biggest amount of HQW from Africa came from Egypt and Tunisia.

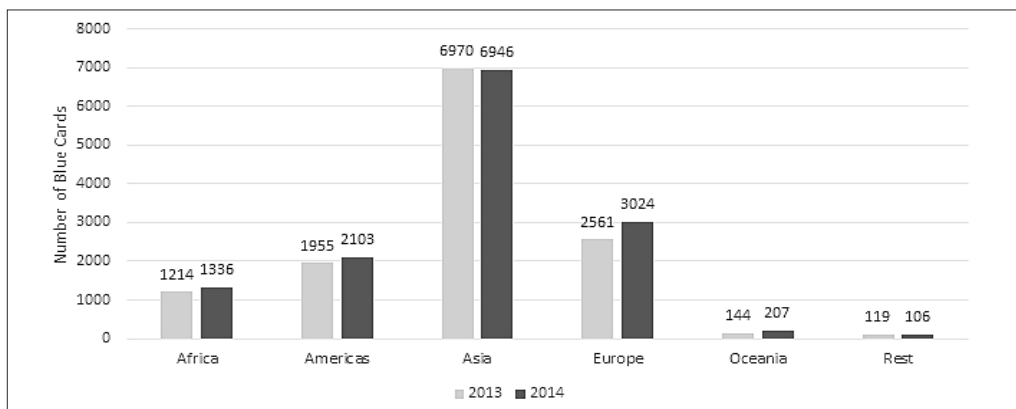


Figure 4. Blue Card holders by continent of origin, 2013-2014

Source: created by authors, based on Eurostat [21].

Most of the 2013-2014 Blue Card holders were HQW from science and engineering sectors (943 cards in total). Also, many of the EU Blue Cards were received by manufacturing (362 cards), public administration (242), administrative and support (258), and IT and communications specialists (202).

In order to evaluate the effectiveness of the EU initiatives for attracting HQW from non-EU countries, it is necessary to compare the number of HQW attracted by national initiatives and the EU Blue Card. Data show (see Table 2 that 12 EU MS attract HQW more effectively through national initiatives. Only in one country – Germany the EU Blue card (23 688) is much more effective than Germanys initiatives carried out at national level (24). In Czech Republic in a two-year period 115 national permits and 176 Blue cards were issued. According to this, it could be stated that in this country both recruiting initiatives are effective. Based on the comparison of the statistical data of the EU MS, it could be said that effectiveness of the EU Blue Card

is low. Notably, Denmark, Ireland and the United Kingdom do not apply the EU Blue Card directive and rely solely upon national initiatives.

Table 2. The effectiveness of initiatives in the EU countries (2013)

Country	National directives	EU Blue Card	More effective
<i>Austria</i>	2 311	236	National directives
<i>Belgium</i>	2 557	24	National directives
<i>Croatia</i>	565	17	National directives
<i>Czech Republic</i>	115	176	Both
<i>Finland</i>	2 091	8	National directives
<i>France</i>	5 234	968	National directives
<i>Germany</i>	24	23 688	Blue Card
<i>Italy</i>	2 609	252	National directives
<i>Latvia</i>	204	42	National directives
<i>Netherlands</i>	14 169	3	National directives
<i>Poland</i>	1 078	621	National directives
<i>Portugal</i>	1 065	7	National directives
<i>Spain</i>	3 617	252	National directives
<i>Sweden</i>	9 678	2	National directives

Source: created by the authors, based on Eurostat [21].

After completing a research on the current EU labour market situation, and in order to sustain the competitiveness of the EU labour market, to increase its attractiveness and recruit more HQW the following recommendations to the EC can be given.

The EU's internal labour market equalizing measures have to be developed. Within the EU there is a huge disparity among the MS economies, resulting that each year some of the countries receive huge numbers of HQW, while others lose huge numbers of working population. In order to manage migration flows and reach equal and sustainable distribution of HQW in the MS, it is recommended to: a) offer more initiatives and support for creation of new jobs for HQW in EU MS experiencing brain-drain; b) promote the harmonisation of national initiatives for recruitment of HQW in all the MS, through offering cooperation schemes and financial measures.

The free movement of professionals within the EU should be further fostered. In order to improve the free movement of professionals within EU, it is recommended to: a) expand the list of professions to which the European professional card that makes the free movement of HQW in the EU much easier, is applied; b) increase the cooperation among the EU MS, in order to facilitate the recognition of HQW qualifications.

The improvement of the initiatives at general level of EU (Blue Card) are necessary. It is recommended to: a) create more temporary residence schemes for HQW (e.g. the International Mobility Program/Temporary Foreign Worker Program); following the good examples of New Zealand and Australia, it would be possible to give visas for workers with low qualifications for 1 year and for HQW for up to 5 years; b) improve conditions of family reunification, by shortening the period of documents approval; c) carry out a more intensive information dissemination campaign, in order to attract more HQW; d) encourage more students from non-EU

countries to come to study or have traineeships in the EU with Erasmus+ or other relevant programs; e) support signing more bilateral agreements between EU and non-EU countries; the EU – India agreement might be used as an example; after more detailed feasibility studies priority could be put on Turkey and Ukraine because of high numbers of young people already coming to EU from those neighbouring countries.

Conclusions

1. The global competition for economic growth and leadership defines the growing need for HQW. Many countries around the world are developing international recruitment strategies. The main tools to foster international migration of HQW in the EU are the Blue Card directive, the pan-EU system of recognition of qualifications, the MS national initiatives for recruitment of workers and the immigration regulations. Since its establishment in 2016, The European professional card is only available for general care nurses, mountain guides, real estate agents, physiotherapists and pharmacists. This together with other factors amounts to only small numbers of mobile highly qualified workers, if compared to general mobile labour force in the EU.

2. In the period of 2013-2014 the number of granted national permits was significantly higher than the number of the EU Blue Cards. In 12 EU MS National initiatives were more effective in attracting HQW from non-EU countries. Only in Germany the EU Blue Card was much more effective. The analysis showed that national initiatives were more effective and helped recruiting larger numbers of non-EU HQW than the EU wide Blue Card.

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Aukštos kvalifikacijos darbuotojų migracija ir darbo rinkos tvarumo užtikrinimo politikos Europos Sąjungoje 2013-2014 m.

Abstract

Europos Sąjungai (ES) susiduriant su senėjančių visuomenių, besikeičiančios ekonomikos struktūros iššūkiais darbuotojų migracija ir ypač – aukštos kvalifikacijos darbuotojų pritraukimas tampa vis aktualesne problema, apsprendžiančia darbo rinkos tvarumą. Aukštos kvalifikacijos darbuotojų poreikis skatina tiek vidinę, tiek išorinę (tarptautinę) migraciją. ES darbo rinka turi stiprių tarptautinių konkurentų, pvz. JAV, Kanada, Australija, Naujoji Zelandija. Siekdama ir toliau išlaikyti konkurencingumą, didinti patrauklumą ir skatinti aukštos kvalifikacijos darbuotojų mobilumą ES viduje ir iš ne ES šalių, ES vykdo įvairias iniciatyvas šalių narių nacionaliniu lygmeniu ir bendru ES lygmeniu. Straipsnio tikslas: įvertinti ES politiką susijusią su aukštos kvalifikacijos darbuotojų pritraukimu ir migracija. Dalykas: ES darbo rinka ir bendrosios Europinės bei nacionalinės iniciatyvos aukštos kvalifikacijos darbuotojų pritraukimui. Tyrimas remiasi antrine kiekybinių duomenų analize kaip viso tyrimo strategija. Tyrimas apėmė aprašomąją statistinių duomenų analizę ir laikėsi palyginamosios perspektyvos.

Atlikta analizė rodo, kad kiekvienais metais mobilių ES gyventojų daugėja, todėl ES mobilumo direktyvą galima būtų laikyti sėkminga, tačiau tobulintina, todėl kad iš visų mobilių ES gyventojų, tik labai maža dalis yra aukštos kvalifikacijos darbuotojai. 2013-2014 metais, aukštos kvalifikacijos darbuotojams iš ne ES šalių buvo išduoti 67 994 nacionaliniai leidimai ir 26 816 ES Mėlynosios kortelės. Populiariausi traukos centrai buvo Vokietija, Nyderlandai, Danija, Švedija ir Prancūzija. Empirinis tyrimas parodė, kad palyginus nacionalinių iniciatyvų ir Mėlynosios kortelės veiksmingumą, pastaroji galėtų būti įvertinta tik kaip dalinai veiksminga.

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