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DRAFT REPORT

on the integration of migrants, its effects on the labour market and the external dimension of social security coordination
(2012/2131(INI))

Committee on Employment and Social Affairs

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on the integration of migrants, its effects on the labour market and the external dimension of social security coordination (2012/2131(INI))

The European Parliament,

- having regard to the Commission communication of 30 March 2012 entitled ‘The external dimension of EU social security coordination’ (COM(2012)0153),
- having regard to the Commission communication of 18 November 2011 entitled ‘The global approach to migration and mobility’ (COM(2011)0743),
- having regard to the Commission communication of 20 July 2011 on the European agenda for the integration of third-country nationals (COM(2011)0455),
- having regard to the Commission communication of 18 April 2012 entitled ‘Towards a job-rich recovery’ (COM(2012)0173),
- having regard to the opinion of the European Economic and Social Committee, of 22 February 2012, on the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – European Agenda for the Integration of Third-Country Nationals (SOC/427),
- having regard to the opinion of the Committee of the Regions of 16 February 2012 on ‘the new European Agenda for Integration’,
- having regard to the 2012 Joint Employment Report of 20 February 2012,
- having regard to the Commission report of 5 December 2011 on the results achieved and on qualitative and quantitative aspects of implementation of the European Fund for the Integration of Third-country Nationals for the period 2007-2009 (COM(2011)0847),
- having regard to the summary report entitled ‘Sixth meeting of the European Integration Forum: the involvement of countries of origin in the integration process’, Brussels, 9 and 10 November 2011,
- having regard to the study entitled ‘The integration of migrants and its effects on the labour market’, European Parliament, 2011,
- having regard to the study entitled ‘EMN Synthesis Report: satisfying labour demand through migration’, European Parliament, 2011,
- having regard to the study entitled ‘Gallup World Poll: the many faces of global migration’, IOM and Gallup, 2011,
- having regard to the conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, of 4 May 2010 on ‘Integration as a Driver for Development and Social Cohesion’,

- having regard to the opinion of the European Economic and Social Committee of 17 March 2010 on the integration of immigrant workers (SOC/364),
- having regard to the opinion of the European Economic and Social Committee of 17 February 2010 on the integration of immigrant workers (SOC/362),
- having regard to the Stockholm Programme ‘An open and secure Europe serving and protecting citizens’, adopted by the European Council of 10 and 11 December 2009,
- having regard to Directive 2009/52/EC of the European Parliament and of the Council of 18 June 2009 providing for minimum standards on sanctions and measures against employers of illegally staying third-country nationals¹,
- having regard to Council Directive 2009/50/EC of 25 May 2009 on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment (Blue Card Directive)²,
- having regard to Directive 2008/115/EC of the European Parliament and of the Council of 16 December 2008 on common standards and procedures in Member States for returning illegally staying third-country nationals³,
- having regard to its resolution of 14 January 2009 on the situation of fundamental rights in the European Union 2004-2008⁴,
- having regard to the Commission communication of 16 May 2007 on circular migration and mobility partnerships between the European Union and third countries (COM(2007)0248),
- having regard to its resolution of 6 July 2006 on strategies and means for the integration of immigrants in the European Union⁵,
- having regard to Council Directive 2005/71/EC of 12 October 2005 on a specific procedure for admitting third-country nationals for the purposes of scientific research⁶,
- having regard to the Commission communication of 1 September 2005 entitled ‘A Common Agenda for Integration – Framework for the Integration of Third-Country Nationals in the European Union’ (COM(2005)0389),
- having regard to the Commission communication of 10 May 2005 entitled ‘The Hague Programme: ten priorities for the next five years – The partnership for European renewal in the field of freedom, security and justice’ (COM(2005)0184),
- having regard to the conclusions of the Council and the Representatives of the

¹ OJ L 168, 30.6.2009, p. 24.

² OJ L 155, 18.6.2009, p. 17.

³ OJ L 348, 24.12.2008, p. 98.

⁴ Text adopted, P6_TA(2009)0019.

⁵ Text adopted, P6_TA(2006)0318.

⁶ OJ L 289, 3.11.2005, p. 15.

Governments of the Member States of 19 November 2004 on the establishment of common basic principles for immigrant integration policy in the European Union,

- having regard to the Tampere Programme of 15 and 16 October 1999,
 - having regard to Council Directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation¹,
 - having regard to Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin²,
 - having regard to Regulation (EC) No 883/2004 of the European Parliament and of the Council of 29 April 2004 on the coordination of social security systems³,
 - having regard to Regulation (EU) No 1231/2010 of the European Parliament and of the Council of 24 November 2010 extending Regulation (EC) No 883/2004 and Regulation (EC) No 987/2009 to nationals of third countries who are not already covered by these Regulations solely on the ground of their nationality⁴,
 - having regard to the Commission proposals of 30 March 2012 relating to the coordination of social security systems (COM(2012)0156), COM(2012)0157, COM(2012)0158 and COM(2012)0152),
 - having regard to the judgments of the European Court of Justice in cases nos C-214/94, C-112/75, C-110/73, C-247/96, C-300/84, C-237/83 and C-60/93,
 - having regard to Articles 48, 78, 79 and 352 of the Treaty on the Functioning of the European Union,
 - having regard to Rule 48 of its Rules of Procedure,
 - having regard to the report of the Committee on Employment and Social Affairs and the opinions of the Committee on Civil Liberties, Justice and Home Affairs, the Committee on Foreign Affairs, the Committee on Development and the Committee on Women's Rights and Gender Equality (A7-0000/2012),
- A. whereas the working-age population of Europe will decline from 2012 onwards and, in the absence of immigration, will fall by 14 million over the next 10 years;
- B. whereas, despite an unemployment rate in the EU of approximately 10% (i.e. 23.8 million people out of work), this human resources crisis is already evident and it will become more acute over the next few years: in 2015, for example, between 380 000 and 700 000 IT posts will be unfilled;
- C. whereas, while the EU can expect to receive a steady inflow of migrants, it has to compete

¹ OJ L 303, 2.12.2000, p. 16.

² OJ L 180, 19.7.2000, p. 22.

³ OJ L 166, 30.4.2004, p. 1.

⁴ OJ L 344, 29.12.10, p. 1.

globally for the best brains;

- D. whereas the factors that make Europe attractive include an active approach to employment, the prospect of real integration, and success in education and training for students from a migration background in the context of a 'welcome culture' minimising administrative barriers;
- E. whereas, figures in the Gallup World Poll 2011 indicate that, worldwide, potential migrants who would prefer to work in a foreign country for a limited period of time outnumber those who want to emigrate permanently by two to one;
- F. whereas employment is the key to successful integration;
- G. whereas it is estimated that between 1.9 million and 3.8 million immigrants are living and working illegally in the EU;
- H. whereas, approximately a quarter of the new jobs created since 2000 have been established through the contribution of immigrants;
- I. whereas students from a migration background continue to be disadvantaged in the education system and are more likely to leave without completing their studies;
- J. whereas globalisation of the economy goes hand in hand with social globalisation and this has particular consequences in relation to external social security coordination for nationals of both EU Member States and third countries;
- K. whereas it will be impossible for individual Member States to conclude reciprocal, bilateral social security agreements with all third countries, and seeking to do so would result in a fragmented system with inequalities in the treatment of EU citizens; and whereas action at European level is therefore necessary;
- L. whereas responsibility for the integration of third-country nationals into the labour market, and for integration generally, is split between several Commission directorates-general and the European External Action Service;
 - 1. Emphasises that integration into the labour market and into society requires commitment on both sides, especially in relation to language learning and familiarity with the law, political system, customs and usage and patterns of social interaction in the host country;
 - 2. Takes the view that the Member States' integration policies and measures must be better differentiated and tailored and of higher quality and, most importantly, that they must thus draw distinctions, for example, between the well qualified and the poorly qualified, between EU citizens and third-country nationals and between migrants with and without offers of employment;
 - 3. Calls, therefore, for a holistic gender-mainstreaming-type approach to be adopted at local, national and European level; calls for the principle of 'integration mainstreaming' to be introduced, whereby account is taken of integration-related issues in all political, legislative and financial measures; calls on the Commission to set up a cross-departmental

integration group to tackle the issues of integration, (labour) migration and integration into the labour market, involving all the relevant directorates-general and the European External Action Service;

4. Emphasises that countries of origin have a responsibility for promoting integration into the labour market by means of language and other preparatory courses, the provision of information, and contacts with diaspora or the relevant departments of their embassies in host countries;
5. Calls for language and integration programmes to cover the history, values and principles of European democracy and the rule of law, highlighting the role of women, minority rights and the rights of LGBT people;
6. Calls on the Member States to facilitate foreign students' access to their labour markets because people who have lived and completed their studies in a country and have mastered its language are thus already integrated; points out, moreover, that it makes no economic sense for the EU that resources invested in university graduates should be wasted because they cannot find jobs in the Union;
7. Calls on the Commission to draw up and introduce a common, criteria-based European points system open to the Member States on a voluntary basis; asserts that it should be possible to adjust such a system to labour-market conditions so as to make it easier to attract urgently needed skilled workers;
8. Calls on the Commission, in connection with the proposed points system, to consider developing an international platform on EURES for standardised job and skills profiles, in order to facilitate the recruitment of job-seeking migrants and the comparison of their capabilities;
9. Emphasises that by participating in the points system Member States would become more attractive to qualified third-country nationals, for whom it would constitute a simplification;
10. Emphasises the importance of needs-orientated migration by qualified people, and calls on the Commission and the Member States, together with their regions and municipalities, to introduce a joint system of coordination at European level to identify labour-force needs and direct labour migration more effectively;
11. Recommends that such a system should at least include a list of occupations in deficit and an analysis of needs based on data provided by employers;
12. Calls on the Member States, in spite and because of the constant shortage of skilled workers, not to lose sight of mobility within the EU and thus to place the recruitment and integration of EU citizens from other Member States in the forefront;
13. Asks that migrants should have easier access to the labour market and that they should be able to rely on the quick and inexpensive recognition and validation of their diplomas, qualifications and skills;

14. Calls on the Commission and Member States to link refugee and labour market policy as far as possible and to give asylum seekers access to the labour market as quickly as possible;
15. Calls for migrants to be prepared for the domestic labour market right at the start of their period of residence; points in this connection to best practice in the field of integration into the labour market, e.g. mentoring for migrants, integration pilots and ‘migrants for migrants’;
16. Proposes that the Member States should exchange and further develop best practice on promoting diversity at work, e.g. coaching, support for start-ups, integration programmes, subsidised work, focus groups, diversification plans, individual counselling, language and skills training and anti-discrimination campaigns;
17. Recognises the potential of circular (labour) migration for producing a ‘triple win situation’ in which migrant, guest country and home country all benefit, and calls on the Member States to open the door to this type of migration;
18. Calls on the Commission and Member States to strengthen cooperation with third countries in the field of circular migration and to include them in negotiations and treaties, in particular the Global Approach for Migration and Mobility and the associated Migration and Mobility Dialogues and mobility partnerships;
19. Calls for action to promote intelligent strategies on circular migration that have the necessary resources and legal guarantees and conditions to create secure jobs and prevent illegal immigration;
20. Stresses that language and skills training before arrival in the host country and preparation for return are useful measures in this connection, and notes the possibility of setting up pre-departure desks in the home and host country;
21. Calls on the Commission, in this context, to strengthen and give priority to links between labour-market demand, circular migration, development policy and foreign policy;
22. Points out that many potential migrants face lengthy waiting times in Member States' consulates in their home states and that rapid, reliable and smooth placement in a circular employment relationship is extremely difficult in these circumstances; therefore calls on the Commission and Member States to give more consideration to developing a common European consular service in the EU delegations;
23. Calls on Member States to open up a route into legality for people without papers who can earn their living through employment;
24. Welcomes the existing EU agreements on social security coordination;
25. Welcomes, in this context, the Ibero-American Convention on Social Security and proposes providing a possibility for further Member States to join this Convention, alongside Portugal and Spain, as a platform for European coordination;

26. Points out that, even though the adoption of Regulation (EU) No. 1231/2010 allowed rights provided under Regulation (EC) No. 883/2004 to be extended to third-country nationals, these rights can be claimed only in the case of cross-border activity within the EU, which means that most third-country nationals are excluded;
27. Stresses that the rights of EU citizens must also be protected outside the EU and in cases where they work or have worked in third countries;
28. Calls, therefore, for a uniform and reciprocal EU approach to social security coordination vis-à-vis third countries to be adopted, covering all EU citizens and third-country nationals;
29. Proposes that consideration should also be given in this connection to an optional, voluntary and overarching '28th regime' for immigrants and EU citizens in other EU countries;
30. Stresses that the attractiveness of the European labour market also depends on whether pension and social entitlements can be transferred and remain valid in the event of return;
31. Instructs its President to forward this resolution to the Council, the Commission, the Committee of the Regions, the European Economic and Social Committee and the national parliaments.

EXPLANATORY STATEMENT

The European Union is at a turning point in employment policy. Since 2012 the working-age population has been declining for the first time in peace time in the 20th and 21st century. If there is no increase in immigration, the working-age population will fall by a further 14 million people in the next ten years.

As well as having a negative impact on the balance of European pension systems in the long term, this is also leading to a shortage of skilled workers in the short and medium term. This is already making itself felt – despite an EU unemployment rate of around 10% (23.8 million people) – and the situation will become more serious over the next few years. For example, between 380 000 and 700 000 IT posts will be vacant across Europe in 2015.

Qualified migration can make a key contribution to resolving this dual dilemma – decline in the working-age population and shortage of skilled workers. European citizens have understood this, and Eurobarometer surveys show that 70% of them consider immigrants necessary for the European economy.

Nevertheless, it is equally clear that immigration without a strategy leads to difficulties and poses a risk to the EU's competitiveness. The EU must assert its position in the global competition for the best brains. The goal of the Member States must be a qualitative rather than a quantitative migration policy. It is already clear today that the inward migration of highly skilled workers will pose a challenge. Integrating other EU citizens and third-country nationals with a migration background will be the social issue of our time.

However, it is precisely in this area that the problems are still felt. For too long, the Member States have simply let immigration happen without any clear strategy. This has been frustrating for the host country and above all for immigrants themselves. Immigrants are now far more likely to be affected by unemployment, skills mismatch, low-wage jobs or school dropout than nationals. For example, the employment rate among third-country nationals between the ages of 20 and 64 is on average 10% lower than the corresponding rate for nationals across the EU.

However, the contribution that immigrants make to our society cannot be overestimated. Since 2000, around a quarter of new jobs have been created thanks to the contribution made by immigrants. In 2011, 48.9 million people who were born abroad lived in the 27 EU Member States (9.7% of the total EU population).

Retroactive integration and managed migration therefore need to take place at the same time. Both can succeed only if Europe establishes itself as a continent with a welcoming culture. Social exclusion, racism and discrimination have no place in such a Europe.

It must also be clear that employment is the key to successful integration.

The rapporteur would therefore like to see a high-quality, differentiated and tailored integration policy in the Member States. Differentiation among target groups is particularly important here. A holistic approach to integration matters must be chosen at local, national and European level, and these issues must be taken into account in all policies, legislation and

financial instruments (integration mainstreaming).

The Commission's existing measures must therefore be grouped together and communicated more effectively. A first step would be the creation of a cross-agency group for integration that would address the topics of integration, (labour) migration and integration in the labour market, including all the relevant directorates-general and the European External Action Service.

An integration network of local and regional authorities should also be created, involving all social players at local level in fostering integration through the bottom-up principle.

With a view to promoting needs-driven migration, the rapporteur calls for the Commission and Member States, together with their regions and cities, to introduce a common European system to identify labour market needs, with a view to the improved targeting and management of labour migration.

The Commission should introduce a criteria-driven European points system on a voluntary basis. Where Member States do not have their own points system, they could participate in the European system and thereby supplement and optimise their own national migration policy. It should be possible to adapt such a system to labour market conditions in order to facilitate the inward migration of urgently needed skilled workers.

Migrants must have equal access to the labour market and be able to rely on the quick and inexpensive recognition and validation of their diplomas, qualifications and skills.

The Commission should also develop an international skills framework with standardised job profiles and skill profiles to facilitate the recruitment and comparison of migrants who are seeking employment.

Circular migration is another model that offers great potential for the future. It can and should lead to a triple win situation which will benefit migrant, host country and home country.

The Commission and Member States should therefore strengthen cooperation with third countries in the field of circular migration and include them in negotiations and treaties. A holistic approach should be taken, and links should be established between labour market requirements, circular migration, development policy and foreign policy. This should lead to an intelligent strategy on circular migration that has the necessary resources and legal guarantees and conditions to create secure jobs and prevent illegal immigration.

A holistic approach should above all include language and skills training before arrival in the host country and preparation for return. The establishment of pre-departure desks in the home and host country and the planned introduction of migration and mobility resource centres (MMRCs) in partner countries as part of mobility partnerships and common agendas are therefore useful steps in this direction. Another option would certainly be to consider the expansion of a common European consular service in EU delegations that could deal centrally with the administrative aspects of circular migration.

Finally, it is clear that economic globalisation necessarily goes hand in hand with social

globalisation and that this has a particular impact on external social security coordination for EU and third-country nationals. The attractiveness of the European labour market also depends on whether pension and social entitlements can be transferred and remain valid in the event of return.

The rapporteur therefore calls for all possible steps to be taken to create a uniform transparent system at EU level. The Union must follow an EU approach to social security coordination vis-à-vis third countries in its external relations, covering all EU citizens and third-country nationals.

A first step would be to learn from existing EU agreements on social security coordination and/or to open up the Iberoamerican Convention on Social Security to other European countries and to use it as a platform.

The rapporteur also proposes giving consideration to an optional, voluntary and overarching '28th regime' for immigrants and EU citizens in other EU countries.