East-West Migration in the European Union

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Edited by

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INTRODUCTION

NICOLAE MARINESCU

This book offers a structured view of the delicate problem of migration from Eastern Europe to the Western European Union countries in the recent international context, paying attention to some particular features of migration flows.

The Eastern European perspective on migration to the West, including emigration and return migration, will be attentively examined in the light of the new EU context, given that the implications of the migration phenomenon are far from being fully recognized and understood.

The main aim of the book is to promote innovative contributions to the study of contemporary migration inside the EU, with a focus on Eastern Europe, taking into account that this region brought a novel European landscape, with significant economic, political and cultural heterogeneity and sometimes with the aspect of a multi-speed integration process.

The book focuses on specific aspects related to East-West migration such as the importance of migration for economic development and the multi-faceted impact of migration on sending countries as well as recipient countries. It also includes an overview of the myriad of reasons which stand for the fundamental decision whether to emigrate or not and in what conditions.

The book investigates the challenges confronted by the European Union as an international actor deeply influenced by the phenomenon of migration in the context of the latest economic and political developments, with particular attention to the East-West migratory flows.

However, recently we have seen overwhelming changes concerning migration that challenge the EU's role as a global player and call for a reconfiguration of the priorities of EU actions. Bringing attention to these latest evolutions and their impact for internal and external policy-making in the EU is a distinctive feature of the book.

The EU badly needs to find a sustainable, long-term solution for the problem of migration, a key phenomenon in recent years which holds great political, economic and social importance for the future of the whole European continent.

The novelty of the book consists in the Eastern European perspective on migration, a hotly debated topic inside the EU, whose final effects are yet unknown. Migration has become a matter of paramount importance, especially considering its significant role in the recent result of the vote of UK citizens in June 2016 to leave the EU, the process in short called Brexit.

Migration is a very sensitive political issue in the EU and it is vital to ensure that all European citizens are granted the same rights and responsibilities. While the free movement of workers is a milestone for EU integration, economic development and social cohesion, the book intends to debate and analyze some specific issues of East-West migration inside the EU.

The authors explore the profile of Eastern European emigrants and their occupations in the host countries, linked to potential disturbances of Western national labour markets, the demographic effects of migratory flows and the problem of ageing populations, as well as the labour restrictions on Romanian nationals, including work permits.

The contributions in the book answer typical questions related to East-West migration like these:

- Are Eastern workers a threat for Western economies?
- Have they significant effects on the wages and unemployment rates of the host countries?
- Do they cheat the social benefits system of the Western countries?
- What are the consequences of the international economic crisis on Eastern labour flows?

Polls in the Western part of Europe continue to show that the free movement of people is viewed by most EU citizens as one of the best accomplishments of the EU. But, pressure mounted after Syrian refugees as well as other non-European refugees started to flock to Europe in the wake of the Arab turmoil beginning in 2015, thus adding to the traditional flow of migrants from Eastern Europe to Western member countries of the EU. Even after the refugee crisis is eventually settled, the future of the Schengen area will still remain in a frail balance, considering security reasons.

The chapters of the book cover the following interest areas:

- Economic, political and social reasons of East-West migration;
- Estimates of the current and anticipated migration flows;
- Migration as a cross-border commute or a permanent settlement;

- East-West migration and the implications of presumably cheap labour;
- Educational migration derived from the under-funding of academic scientists;
- Impact of the global financial crisis on migration from Eastern Europe to the Western EU countries;
- East-West migration: an obstacle on the road to European integration or an opportunity for deeper integration?

The first chapters deal with the macroeconomic phenomenon of East-West migration inside the European Union. Chapter 1 intends to compute the risk score of migration based on risk management methods, to build a forecast model for the EU migration phenomenon and to conceive an adequate model for the EU migration carrying capacity. Chapter 2 proposes an econometric approach for building a gravitation model available for Western developed countries so as to forecast migration trends. Chapter 3 analyzes the impact of corruption, tax evasion and migration on economic growth, but also on investments. The security challenges and the ability of institutions to adapt to the new challenges posed by migration are dealt with in chapter 4. Chapter 5 brings an in-depth analysis of the role played by Turkey in the new context of ensuring security in the European Union and its valuable contribution for sharing the burden of problems related to the new wave of non-European migrants. Some of the effects of migration are investigated in the next chapters. Chapter 6 shows the magnitude of the impact of migration on unemployment in Western Europe, a much-debated issue. Germany, a major destination for emigration is treated as a case study in chapter 7, which analyzes and forecasts the trend of asylum seekers in Germany. A plethora of effects caused by migration inside the European Union is explained in chapter 8.

The next chapters investigate various issues, debates and cases based on the Romanian experience with migration. Chapter 9 for example shows the impact of migration on the demographic process of ageing in Romania. A distinctive feature of the book is the valuable insight on Romanian emigration to the Western part of the EU. In recent years, Romania has become the second largest outgoing nation for migrants to Western Europe. Following the liberalization of borders and the significant political, economic and social changes in the countries of Eastern Europe, labour mobility has increased and is becoming a mainstay inside the European Union of today. The arrival of many Eastern Europeans, and especially Romanians, has led to important concerns on immigration in

some of the more reluctant Western European countries.

The following chapters analyze the main reasons for emigration, with a focus on Romania. Chapter 10 deals with education as a solution for return migration, chapter 11 underlines the importance of student mobility programs as a first step to emigration, chapter 12 shows the critical situation of researchers and employees in R&D activities who choose to emigrate due to under-funding, and chapter 13 establishes a link between the quality of life and migration. Chapter 14 sheds light on the complex reasons for repatriation and chapter 15 proposes changes to the Romanian Law concerning the status of migrants.

The book concludes with a chapter which investigates comparatively the migration flows of Romania and Ecuador in a tale of two countries situated in two different continents.

Pooling the research interests of several academics in Romania and some researchers from abroad, this book provides a valuable and focused insight into South Eastern migration to Western Europe. Although the material gathered is a collective effort, the responsibility for its content belongs to the authors of each individual chapter.

The book is a publication included in the EU Jean Monnet Centre of Excellence “Challenges and Prospects of EU Integration in South Eastern Europe”, Project Number 2015-2403, EACEA, European Commission, coordinated by Prof. Ileana Tache, PhD and Jean Monnet Ad-Personam Chair Holder.

CHAPTER ONE

RISK MANAGEMENT OF THE EAST-WEST MIGRATION PHENOMENON

NICOLAE BARSAN-PIPU AND ILEANA TACHE

Summary

Taking into account the present magnitude of the migration phenomenon, the European Union (EU) created institutional structures for its coordination: EMN—The European Migration Network from DGs of Migration and Home Affairs and Frontex, the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the EU.

Based on the components of risk management in EU migration, on Frontex risk analysis diagrams, models and risk matrix, in this chapter we intend to compute the risk score, to build a forecast model for the EU migration phenomenon and to conceive an adequate model for the EU migration carrying capacity.

Our chosen model for forecasting EU migration is exponential triple smoothing, including seasonality. The data used refer to the indicator Asylum applications (AA) and were extracted from Eurostat data about asylum applicants. The result of our forecast is about 1.9 million migrants yearly, seeking asylum by the end of 2018.

Defining the migration carrying capacity, we then build a model for the EU migration carrying capacity. The chosen model is the logistic function, usually used for population growth. The data used also refer to the AA indicator. With the exponential forecast, and the logistic forecast, at the end of 2017 there will be around 500,000 quarterly asylum applicants, which will tend towards almost 800,000 quarterly asylum applicants at the end of 2021!

Our conclusions are rather worrisome:

a) The flow of East-West migration in Europe has an exponential growth;
b) The migration carrying capacity of the EU can be reached in the next two to five years;
c) Limiting factors of migration must be identified and applied;
d) Risk management of the migration phenomenon is a critical activity at present.

Background and introductory remarks

The East-West migration phenomenon, the largest movement of humanity since World War II, addresses at present an unprecedented emergency situation demanding a comprehensive approach. The thousands of migrants risking their lives in order to cross the Mediterranean Sea have become extremely alarming. According to Frontex, the EU's external border force and IOM (International Organization for Migration), in 2015 more than a million migrants and refugees arrived in Europe, generating a crisis as countries struggled to cope with the huge influx. The main tensions were provoked by the disproportionate burden faced by some countries, especially those where the majority of migrants have arrived: Greece, Italy and Hungary.

The biggest driver of migration is Syria, followed by Afghanistan, Iraq, Kosovo, Albania, Pakistan, Eritrea, Nigeria, Iran and Ukraine. Migration is explained by ongoing violence, abuses or poverty in the origin countries, leading people to look for a better life in Western Europe.

This is the reason that migration now represents one of the political priorities of the European Commission.

The European Commission's agenda on migration outlines an immediate response to the crisis situation and sets out longer term steps to manage migration in all its aspects.

According to the New European Agenda on Migration (European Commission, 2015a), migration needs to be better managed. Migration management becomes a shared responsibility, not only among EU member states, but also for non-EU countries of transit and origin of migrants. By combining both internal and external policies, the European Agenda on Migration provides a new approach grounded in mutual trust and solidarity among EU member states and institutions.

The EU migration policy areas of action for managing the migration phenomenon are the following.

Reducing the incentives for irregular migration

Investigating, disrupting and prosecuting smugglers networks and helping align the return practices of EU countries. The Commission will also aim to build stronger partnerships with key countries outside the EU.

Saving lives and securing external borders

Setting a revised proposal on smart borders, financing initiatives in North Africa to help the region become stronger in search and rescue activities, and considering whether a European border guard system should be established.

A strong common asylum policy

Ensuring a full and coherent implementation of the common European asylum system. This would be achieved by promoting identification and fingerprinting, seeing how a single asylum decision process would ensure the equal treatment of asylum seekers in Europe, and evaluating the Dublin system[1] by mid-2016.

A new policy on legal migration

Keep Europe an attractive destination for migrants in a time of demographic decline, through actions such as reviewing the Blue Card scheme[2], re-prioritizing integration policies, and making migration policy work better for the countries of origin, for example by easing remittances.

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[1] The Dublin Regulation establishes the criteria and mechanisms for determining which EU Member State is responsible for examining an asylum application. The rules aim to ensure quick access to asylum procedures and the examination of an application in substance by a single, clearly determined Member State, an objective which remains valid. The Dublin system, however, was not designed to ensure a sustainable sharing of responsibilities for asylum applicants across the EU, a shortcoming that has been highlighted by the current crisis.

[2] In October 2007, the European Commission adopted two proposals. The first was to establish a Framework Directive for the purpose of the admission of skilled and educated migrants to the EU, later known as the *EU Blue Card directive*. The second proposal is a directive to simplify migration procedures by funneling applicants into a single application procedure, the *single permit directive.* In May 2009, the European Council adopted the *EU Blue Card directive*. Then, in December 2011, the *single permit directive* was adopted. Together, they establish the EU Blue Card Scheme: a demand-driven, residence and work permit.

The European Commission (2015b) sets out the operational and budgetary steps to provide the support needed to bring the EU's migration system back to an orderly approach. Below is a summary of the EU-specific measures decided for managing the present migration issues:

- Member states should rapidly submit their contribution to meet the EU Agencies' needs assessment for the implementation of the "Hotspot" approach[3];
- Italy and Greece should increase their reception capacities;
- Member states should notify their reception capacity to host relocated people;
- Member states should provide clear commitments as to the number of people they will relocate from now until the end of the year;
- Member states should now provide the Commission with information on the number of people they will resettle over the next six months and from where;
- Member states should swiftly implement the EU action plan on return proposed by the Commission, for an effective system of return at EU level;
- Member states should support the EU Civil Protection Mechanism with substantial contributions;
- Member states should make available sufficient assets for the Frontex joint operations Triton and Poseidon;
- Member states should contribute to and match the EU funding in the efforts made to support the UNHCR[4], World Food Programme and other international organizations, the EU Trust Fund for Syria and the EU Trust Fund for Africa;
- The European Parliament and the Council should adopt the draft amending budget for 2016, as proposed by the Commission;
- The Commission will continue to pursue swiftly and effectively infringement procedures, where necessary, to ensure full compliance with the acquis in the area of Asylum and Return;
- The Commission will finalize its opinion on the prolongation of

[3] As part of the immediate action to assist frontline Member States which are facing disproportionate migratory pressures at the EU's external borders, in the European Agenda on Migration the European Commission proposed to develop a new Hotspot approach. The operational support provided under the Hotspot approach will concentrate on the registration, identification, fingerprinting and debriefing of asylum seekers, as well as return operations.

[4] United Nations Refugee Agency.

temporary controls by Germany, Austria and Slovenia on the basis of the Schengen Border Code;
- The Commission will finalize the Action Plan with Turkey.

As a response to the migration issue, EU ministers decided to relocate in other EU countries 160,000 of the migrants who arrived in Greece, Italy and Hungary, but the UK and Denmark did not accept taking part in the relocation scheme. At present Europe is split over how to manage the crisis. Doubts emerge over the formula that mass migration into Europe is just a part of globalization that cannot be resisted.

In this context, anti-immigration politics and a brand of angry nationalism have surged over the continent.

The EU, its institutions and its member states have specific legal obligations to individuals on its territory. EU governments should apply human rights and protection imperatives at the core of the refugee crisis and respond according to the fundamental values of the EU's *acquis communautaire*. Unfortunately, at present, EU policy is torn between two conflicting agendas: on the one hand the core narrative of EU integration revolves around democracy, rule of law and respect of human rights; on the other hand, security and the protection of borders are equally important (Von Helldorff, 2015). Finding the right balance between security and human rights becomes an extremely difficult task.

The Human Rights Watch (HRW) Report (2015) recommends action by the EU and its member states in four broad areas: (1) reducing the need for dangerous journeys; (2) addressing the crisis at Europe's borders; (3) fixing the EU's broken asylum system; and (4) ensuring that EU cooperation with other countries improves refugee protection and respect for human rights.

This chapter intends to analyze the risk management of the East-West migration phenomenon, computing the risk score, building a forecast model for migration in the years to come and studying the EU migration carrying capacity.

In order to attain these objectives, the remainder of the chapter is organized as follows: the next section defines migration risk management, introduces the coordinates of a quantitative approach in assessing the migration risks and puts together the qualitative and quantitative risk components evaluation. Then the push and pull factors of the East-West migration are analyzed.

The following two sections proceed to the forecasting of the East-West migration flow for the period 2016-2018 and to the investigation of the EU carrying capacity of the migration phenomenon.

At the end we introduce and define the "migrant effect" by analogy with the well-known "butterfly effect". The last section presents the concluding remarks.

Risk management of migration towards the EU

In the East-West migration flow to Europe, the main risk management activities are coordinated by Frontex. In its methodology the risk is defined as

> the magnitude and likelihood of a threat occurring at the external and internal borders, which will impact on the EU internal security, on the security of the external borders or on the optimal flow of regular passengers, or which will have humanitarian consequences.[5]

This approach can be extended to the risk associated with the migration flows: migration risk management is the process of understanding, analyzing and managing the risks associated to migration flows—the likelihood that a threat or vulnerability will affect a destination country with some severity or consequences—and deciding on implementing actions to control it.

The risk analysis process usually consists of:

(a) Assessing the risk;
(b) Assessing any uncertainties in its measurement and identifying any intelligence gaps;
(c) Recommending priorities where multiple threats exist;
(d) Contributing to prevention by analyzing post-incident reports;
(e) Presenting this information to decision-makers who take appropriate action based on the analysis.

The steps of this analysis are meant to understand and explain what constitutes migration risks, to evaluate the risks in order to capture assessment information, to provide a numerical rating for risks, and to identify top migration risks in order to mitigate and reduce their impacts.

The migration risk can be viewed as having three components:[6]

(1) The threat that will be assessed in terms of magnitude and likelihood;

[5] See Frontex, Common Integrated Risk Analysis Model (CIRAM), 2014.
[6] See Frontex, Common Integrated Risk Analysis Model (CIRAM), 2014.

(2) The vulnerability to the threat, namely the level and efficiency of response to the threat;
(3) The impact**,** in other words the influence, should the threat occur, on EU internal security and on the security of the external borders, as well as the humanitarian impacts and the consequences for the efficient management of the migration flows.

The Frontex methodology refers only to a qualitative assessment of the risks. Threat, vulnerability and impact are classified as High, Medium and Low, and the risk levels are Severe, High, Moderate, Intermediate and Low. It is relatively difficult to qualify the risk levels based only on the attributive approach.

The risk management standards also include the quantitative risk analysis, and this is our proposed approach. The quantitative procedure can be considered using the following scales:

- A linear scale for threat;
- A moderate exponential scale for vulnerability;
- An increasing exponential scale for impacts.

The common risk code colours used in the qualitative assessment (green, light green, yellow, orange and red, from top to bottom) and the values of the three scales are presented in Table 1-1.

Table 1-1: Qualitative and quantitative risk components assessment

Qualitative assessment	**Quantitative assessment**		
	Threat	**Vulnerability**	**Impacts**
Very low	1	1	1
Low	2	2	2
Medium	3	4	5
High	4	7	10
Very high	5	10	20

Source: Elaborated by the authors

We calculate the risk score as:

$$Risk\ score = Threat \times Vulnerability \times Impact$$

We can now classify in Table 1-2 the risk levels intervals, based on the risk score. The result of this quantitative approach is a three-dimensional

risk cube, presented in Figure 1-1.

We have obtained a range for the risk score from 1 to 1000. This wide range is similar to well-known FMEA (Failure Mode and Effect Analysis) methodology.

The risk levels intervals from Table 1-2 and the three-dimensional classification of the risk cube from Figure 1-1 allow a refinement of the quantitative migration risk analysis.

Table 1-2: The risk level intervals

Qualitative assessment	Quantitative assessment	
	Min	Max
Low risk level	1	7
Intermediate risk level	8	59
Moderate risk level	60	139
High risk level	140	279
Extreme risk level	280	1000

Source: Elaborated by the authors

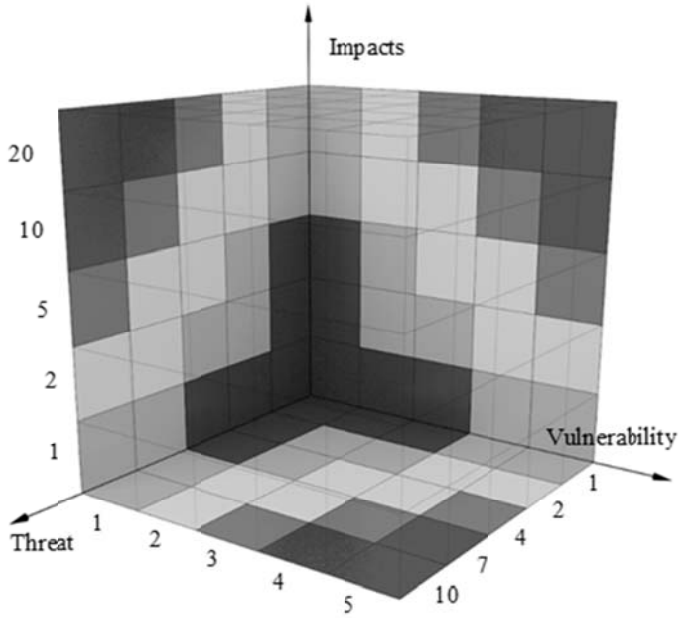


Figure 1-1: The risk cube

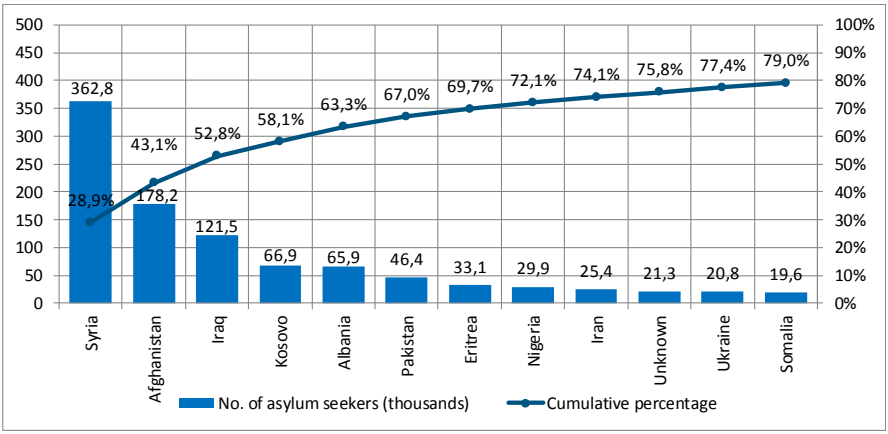
Source: Elaborated by the authors

East-West migration push and pull factors

In the analysis of the migration phenomenon, the push and pull factors have to be discussed. Push and pull factors are forces that can either induce people to move to a new location or oblige them to leave old residences. Push factors are conditions that can drive people to leave their homes; they are forceful, and relate to the country from which a group of persons migrates. We consider here the SPEED model for the migration push and pull factors, as follows:

- **S—Social** factors: factors affecting human rights and discrimination due to ethnicity, religion or gender;
- **P—Political** factors: factors affecting the safety and security of people, and also some factors related to the political life of migrants;
- **E—Economic** factors: factors affecting the economic life of migrants;
- **E—Environmental** factors: geographical factors affecting the climate in the origin country of migrants;
- **D—Demographic** factors: factors related to population growth.

Figure 1-2: The countries of origin of 80% from non-EU asylum seekers in 2015



Source: Elaborated by the authors

In Table 1-3 we summarize, using the SPEED model, the push and pull factors mentioned in the literature, which are also applicable in East-West migration. In Figure 1-2 we see that for Syria, Afghanistan and Iraq the

driving push factor was Political (war, conflicts, insecurity, and violence), for the African countries there were mainly some Economic and Environmental push factors, while for the European non-EU countries, we can consider Social and Economic push factors.

Table 1-3: Pull and Push factors of migration in the SPEED model

Class	Push factors	Pull factors
S Social	• Human rights abuses • Discrimination due to ethnicity, religion or gender • Family dispersion	• Better human rights • No social discrimination • Family reunification
P Political	• War, conflicts, insecurity, violence • Poor governance • Corruption	• Life safety and security • Better governance • Political freedom
E Economic	• Poverty • Unemployment • Low wages • Bad health conditions • Bad or lack of education systems	• Perspective of personal and professional development • Higher wages • Better conditions for health and education
E Environmental	• Drought, deforestation, desertification • Distance to destination country • Number of borders to be passed	• Better climate conditions • Distance from origin country • Common or few borders to be passed
D Demographic	• Population growth • Overpopulation	• Population decline • Repopulation

Source: Adapted from Ramos and Surinach (2013) and Praussello (2011)

The Western world (Europe, USA, and Canada) has a major demographic challenge, linked to the population that is ageing and in decline and decreasing fertility rates combined with the increase of life expectancy. All these aspects will have severe impacts on social, healthcare and education systems.

In these circumstances, is migration a reliable and also a long-term solution? What will be the level of the migration flow over Europe? Is

there a critical number of migrants that the European countries can accept and manage? The next sections try to answer all these questions.

Forecasting the East-West migration flow

The modelling and forecasting of migration flows is a complex and difficult task, because there are many social, political, economic, environmental and demographic drivers which can influence them.

The main uncertainty in forecasting migration flows is due to data, the errors in data being generated by different sources. Also, the data series usually cannot include some short-term events, such as wars and local conflicts, political changes and weather conditions, all determining shocks in migration movements and therefore making forecasting very imprecise.

An important class of models used in the analysis of the migration phenomenon is deterministic, such as the well-known gravity model. Using deterministic scenarios, and a large variety of economic, demographic or geographical indicators, these models did not demonstrate their accuracy over time.

The other class of forecasting models for migration is the class of probability models, usually based on time series and econometrics methods, which try to include the uncertainty scenarios.

The problem is that for both classes of forecasting models the quantitative indicators are often unavailable or inaccurate.

At the EU level, the Central European Forum for Migration and Population Research (CEFMR), created in 2002, has as its main objective research on various aspects (sociological, political, demographic, geographical, economic, legal, etc.) of internal and international migration. There are some important studies, books and reports regarding the methods used in international migration forecasting.[7]

In a recent paper, Disney et al. (2015) proceed to an evaluation of the existing migration forecasting methods and models. The final conclusion of this study refers to the selection of the appropriate model used to forecast migration, taking into account the length of the available data series, the stability and the stationary aspect of their characteristics. In order to make decisions from forecasts, one should explain the levels of uncertainty in terms of probabilities. Because there is not a "best" model for migration forecasting, the decision-maker has to translate the uncertain forecasts into risk management strategies for migration, in order to assure the continuity of all systems and processes associated to the migration

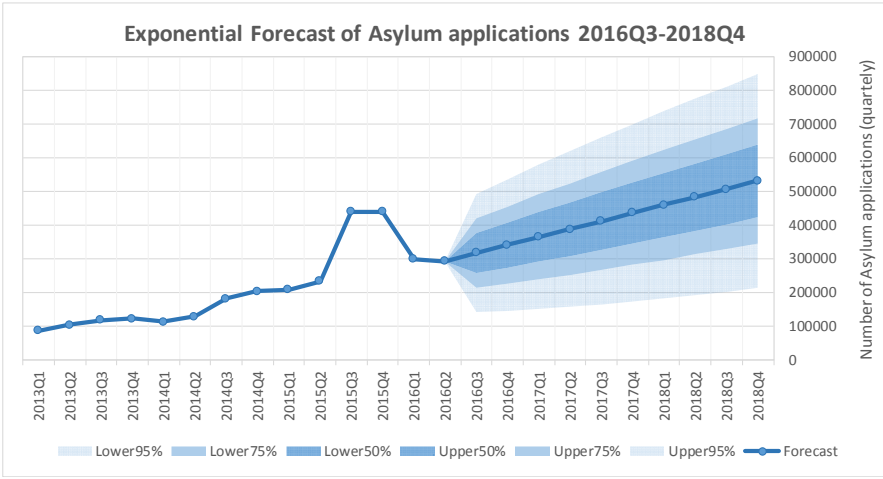
[7] See Bijak and Wisniowski (2009), Bijak (2005) and Bijak (2006).

phenomenon.

Having in mind all these ideas, we propose here an empiric forecasting model for migration, based on the exponential triple smoothing method. The exponential algorithm also provides the confidence interval, taking into account the seasonality. The analyzed indicator was the Asylum applications (AA) and the source of data was the portal Eurostat > Statistics Explained > Asylum applicants.[8]

The forecast for a 95% lower and upper confidence bound of the number of asylum applications is presented in Figure 1-3. The fan-type chart shows an increasing tendency for 95%, 75% and 50% lower and upper confidence bounds.

Figure 1-3: Exponential forecast of the number of quarterly asylum applications, 2016-2018



Source: Elaborated by the authors

Table 1-4 below indicates that the forecasted values for the number of asylum applications will rise to 1.25 million in 2016, 1.60 million in 2017, and 1.98 million in 2018, i.e. 50% more than in 2015!

[8] http://ec.europa.eu/eurostat/statistics-explained/index.php/Asylum_statistics.