



## IMMIGRATION POLICIES

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### Study Materials and Reading List

- Slides of the lectures
- All materials provided on: <http://home.cerge-ei.cz/pytlikova/LaborSpring19/>

#### **Compulsory Readings:**

- Bansak, Simpson and Zavodny: The Economics of Immigration Chapters 13 and 14.

#### **Other Relevant Literature (optional):**

- Borjas 6e, Chapter 8 labor mobility; and Chapter 4 (policy application 4-5).

## IMMIGRATION POLICIES

*Different immigration policy regimes; e.g.:*

- Anglo-Saxon countries - more selective immigration policy
- Western European countries - mostly entry of tied movers and refugees
- a point system – Australia, Canada and New Zealand; now in a number of other countries such as DK, Hong Kong, Japan, Sweden, UK...
- In the past, immigration policy based on national origins,
- E.g. US up to 1960s. Then a shift, as national origins not in line with civil right movements – in 1965 via the new law, Hart-Cellar Act – a preference category system that prioritized family ties + an annual cap on the total No of permanent resident visas (system in place for permanent residence until now) => a large shift in origins of migrants.
- in the next table, current preference categories and their caps in the US
- In 1990 – a diversity lottery – a way to receive permanent residence status (massively oversubscribed, dominated by African region),
- A system of temporary visa (e.g. H1B for occupation with at least Bs degree; student visa F-1)- evaluation of policy in 2004, that adjusted the number of H1B visas from 195000 to 65000 on average SAT scores of applicants and find an average math score fell by about 8.5 points, and verbal score by 10 points – top foreign students were deterred from applying (Kato and Sparber, 2013)

## IMMIGRATION POLICIES

*Table 13.2 Preference classes and annual caps for legal permanent resident status*

<i>Class</i>	<i>Annual cap</i>	<i>Average number, 2009–2013</i>
Immediate relatives of U.S. citizens (spouses, unmarried minor children and parents)	None	476,673
<i>Family-sponsored:</i>		
Unmarried adult children of U.S. citizens and their minor children	23,400	24,656
Spouses, minor children and unmarried adult children of legal permanent residents	114,200	99,619
Married children of U.S. citizens and their spouses and minor children	23,400	25,899
Siblings of U.S. citizens and their spouses and minor children	65,000	64,565
<i>Employment-based:</i>		
Priority workers: persons with extraordinary ability, outstanding professors and researchers, and multinational managers or executives	40,040	37,105
Professionals holding advanced degrees and persons of exceptional ability	40,040	56,063
Skilled workers, professionals and unskilled (or "other" workers)	40,040	40,047
Certain special immigrants (broadcasters, ministers and certain former U.S. government employees overseas)	9,940	8,588
Immigrant investors	9,940	4,936
<i>Other:</i>		
Diversity lottery	55,000	46,737

Source: U.S. Department of Homeland Security (<http://www.dhs.gov/yearbook-immigration-statistics-2013-lawful-permanent-residents> [22 July 2014]).

Source: Bansak, Simpson and Zavodny

## IMMIGRATION POLICIES

Immigration policy and changes hard to measure – effort to document changes -Mayda 2008 index (updated by Ortega and Peri)

### *More restrictive and selective over time*

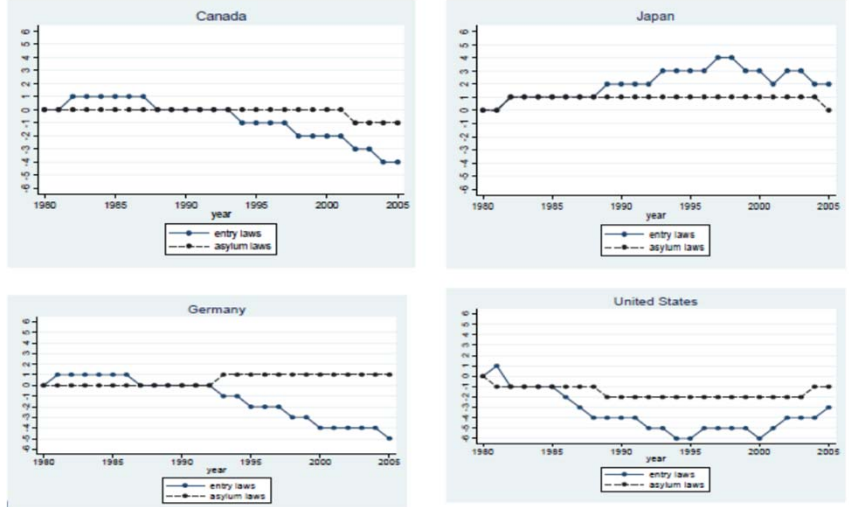
Differences across countries in rights of immigrants

Differences across countries in rights of immigrants – the higher rights of immigrants (employment, welfare, edu) wrt natives in a given destination, the higher migration to that destination (Palmer and Pytlikova, 2016)

## How did receiving countries laws changed?

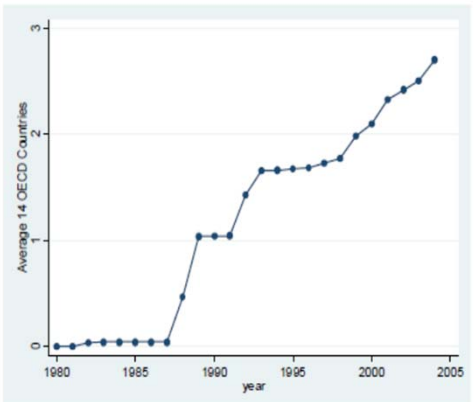
- From Mayda – updated measure by Ortega and Peri, 2009  
Immigration laws changes 1980-2005 in 14 OECD countries (total 250 reforms)
- Measure defined as (from Ortega and Peri, 2009):
  - **Tightness of Entry laws**
    - -1 (+1) if lower/increase requirement-documents-fee for entry
    - +1 (-1) Decrease/increase the number of visa, temporary entries
  - **Tightness of Stay Laws**
    - (-1/+1) Decreases (increases) the number of years needed for permanent stay
    - (-1/+1) Eliminates/introduces residence, registration constraints
  - **Tightness of Asylum**
    - Same a Entry, for Asylum seekers

**Tightness of immigration laws (from Ortega-Peri 2009)**



Source: Ortega and Peri, 2009

**Immigration policy becomes more selective based on skills - preference for highly educated migrants**



Index increasing by 1 each time a pro-skilled reform is passed in one of the 14 OECD countries, weighted by population of the country.

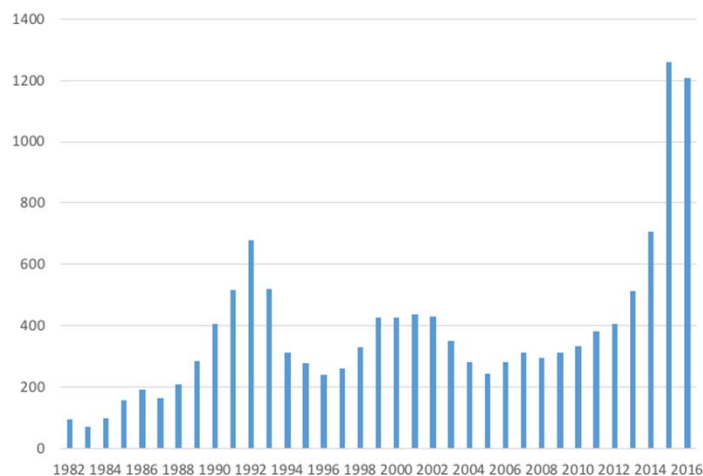
Source: Ortega and Peri, 2009

## Naturalization policies

- Empirical evidence of positive naturalization premiums:
  - DeVoretz and Pivenko (2004). (United States)
  - Fougere and Safi (2008). (France)
  - Bevelander and Veenman (2008). (the Netherlands)
  - **Mattias (2011)**. (Sweden)
  - Steinhardt (2012). (Germany)
- Cross-country comparisons:
  - Bevelander and Pedakur (2012). (Canada-Sweden)
  - Helgertz, Bevelander and Tegunimataka (2014). (Denmark-Sweden)
- Naturalization has a positive impact on both the employment probabilities and relative earnings of immigrants, and that this impact is stronger in countries with softer naturalization policies.

## Illegal migrants, asylum and amnesties

Fig: Applications for asylum in the EU 27 countries, in thousands



Source: Alessandra Casarico, Giovanni Facchini, Tommaso Frattini, VOX 2018

### Illegal migrants, asylum and amnesties - Estimates of undocumented immigrants and number of amnesties

	As a % of total population		As a % of immigrant population		Amnesties (1980-2008)
	Min	Max	Min	Max	
Austria*	0.22%	0.65%	2.20%	6.50%	1
Belgium*	0.82%	1.24%	9.40%	14.20%	0
Denmark	0.02%	0.09%	0.30%	1.70%	0
France	0.28%	0.63%	4.90%	11.00%	2
Germany (2014)	0.22%	0.64%	2.57%	7.41%	0
Greece* (2011)	3.51%		41.74%		3
Ireland*	0.68%	1.41%	6.70%	13.80%	0
Italy*	0.47%	0.77%	9.50%	15.70%	5
Netherlands*	0.38%	0.80%	9.10%	19.20%	0
Portugal*	0.75%	0.94%	18.40%	23.00%	1
Spain* (2009)	0.65%	0.84%	5.57%	7.24%	6
Sweden*	0.09%	0.13%	1.60%	2.40%	0
UK	0.68%	1.41%	11.40%	23.60%	0
EU 15 (2008)	0.46%	0.83%	6.60%	11.90%	
US (2016)	3.40%		25.86%		2

Notes: The table reports minimum and maximum estimates of the size of the undocumented immigrant population for each country in 2008 (except when differently indicated), expressed as a share of the total country population or as a share of the total immigrant population. The last column reports the number of immigration amnesties adopted by each country over the period 1980-2008. \* denotes low-quality estimates

Source: Alessandra Casarico, Giovanni Facchini, Tommaso Frattini, VOX 2018

### Illegal migrants, asylum and amnesties – Empirical evidence on legalization of undocumented immigrants

Most academic research has focused on understanding how legal status affects immigrants themselves (e.g. Devillanova et al.(2017, Pinotti 2017, Mastroboni and Pinotti 2015, Amuedo-Dorantes and Bansak 2011, Amuedo-Dorantes et al. 2007, Kaushal 2006) => granting legal status is beneficial to immigrant workers in a number of ways.

Monras et al. 2018 study how the mass legalisation of immigrants affects the overall host economy – they use A natural experiment of the Zapatero reform in Spain in 2004 (after the terrorist attack) legalisation of nearly 600,000 immigrants already living (and working illegally) in Spain – the authors show that the legalisation of a large number of mainly low-skilled immigrants meant that:

- newly legalised workers started to contribute to the social security system, thus increasing public revenues;
- immigrant low-skilled workers became more than 30% more expensive, while still remaining cheaper than low-skilled natives; and
- immigrant low-skilled workers became closer substitutes for native low-skilled workers as they gained work permits.

And based on that they explore the impact of legalization on public revenues and the labor market using detailed administrative data and survey data on wages and employment. They find that the legalized immigrants increase revenues at provinces, but only 55% of what would legal migrants contribute. Further the legalization affected the labour market outcomes of workers in high-immigrant locations relative to low-immigrant locations. In particular, it worsened employment opportunities for both low-skilled natives and immigrants, while it improved them for high-skilled workers.

## IMMIGRATION POLICIES

*An exercise*

### The case of Czech rep. -a design of immigration policy?

#### Demographic and labour market situation in Czech Republic:

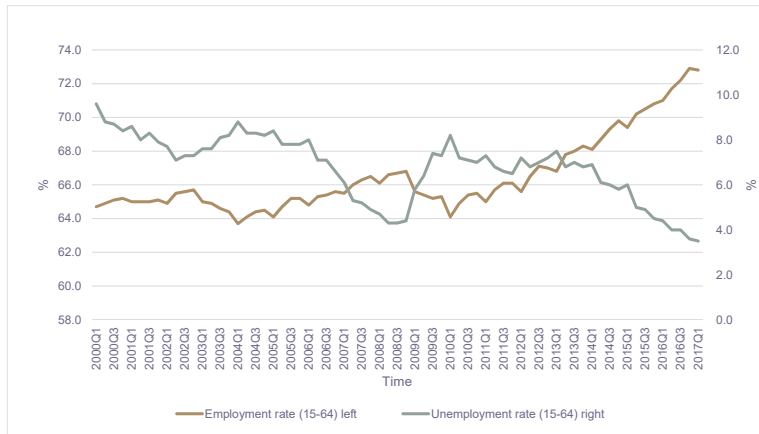
##### - Demographic trends – low fertility rates and population aging

(the demographic projection of the Czech Statistical Office (CZSO) predicts a significant decline in the productive component of the population by 2020, with subsequent stagnation in the 2020s followed by a further steep decline. According to the prediction, people aged over 65 are expected to account for 32% of the population by 2050 (35% of all women and 30% of all men), whereas in 2015 this age group was only 18% of the population. The World Bank predicts an increase in this age group to 3.01 million in 2050. *ČSÚ (2013) Projekce obyvatelstva České republiky. The CZSO (under the assumption of 3 trends of development), predicts between 6,4 and 6,7 million people in the age group 15-64 in 2031, which is 0.3 to 0.6 million less than in 2015. Further, the CZSO expects a significant increase in the number of people aged over 65 from 1.9 million in 2015 to 2.4 to 2.6 million in 2031.)*

##### - Labour market situation has improved significantly after the economic crisis.

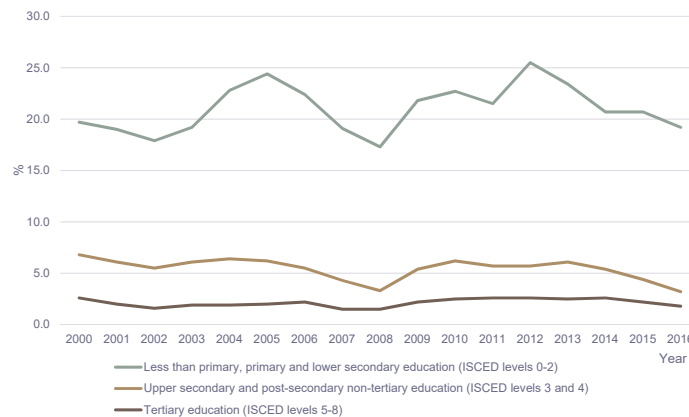
### The case of Czech rep. -a design of immigration policy?

Figure 1: Employment and unemployment rate in the Czech Republic (15-64 years), %



### The case of Czech rep. -a design of immigration policy?

Figure 2: Unemployment rate in the Czech Republic by attained education level (25-64 years), %





### The case of Czech rep. -a design of immigration policy?

Demographic and labour market situation in Czech Republic:

- Labour shortages; growing wages.

### The case of Czech rep. -a design of immigration policy?

- Development in average gross nominal wage per full-time equivalent employee, Czech Republic, quarterly data.

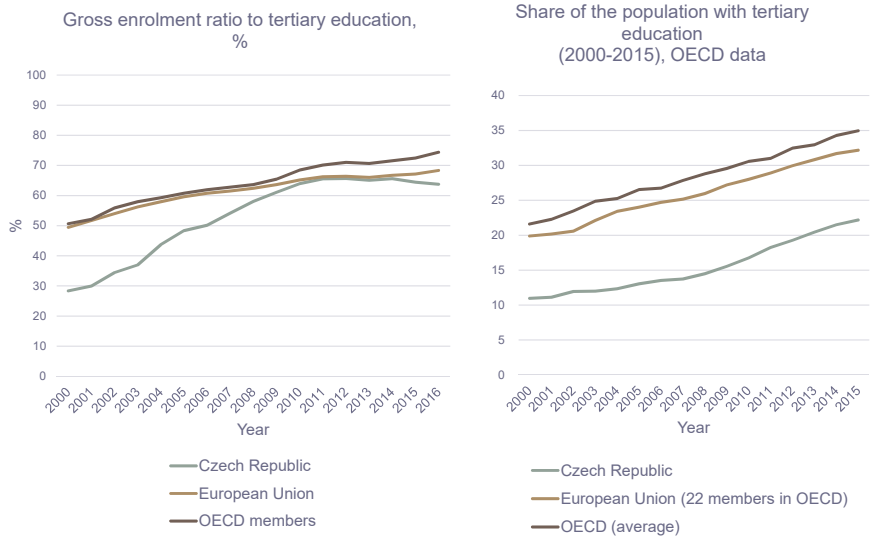


### The case of Czech rep. - a design of immigration policy?

Sources to cover labour shortages and alleviate the burden of population aging in the long run:

- education,
- greater involvement of women and older workers,
- high-skilled immigration and return migration.

### The case of Czech rep. - a design of immigration policy?



**The case of Czech rep. - a design of immigration policy?**

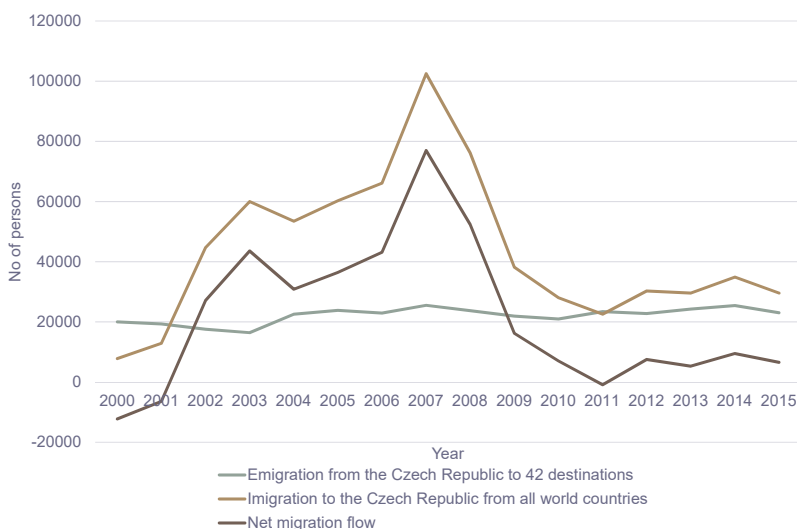
**Long-term trends in international migration in the Czech Republic.**

After the collapse of communism in Czechoslovakia, the emigration of Czechs and Slovaks has taken up and has increased in particular in connection with the 2004 EU enlargement towards the East.

Between 1993-2015 emigrated total around 390,000 Czech citizens, which is on average 18,000 of Czechs emigrating each year abroad

**The case of Czech rep. - a design of immigration policy?**

Figure 6: Development of emigration, immigration and net migration surplus of the Czech Republic



## The case of Czech rep. -a design of immigration policy?

### Foreigners in the Czech Republic and international comparison.

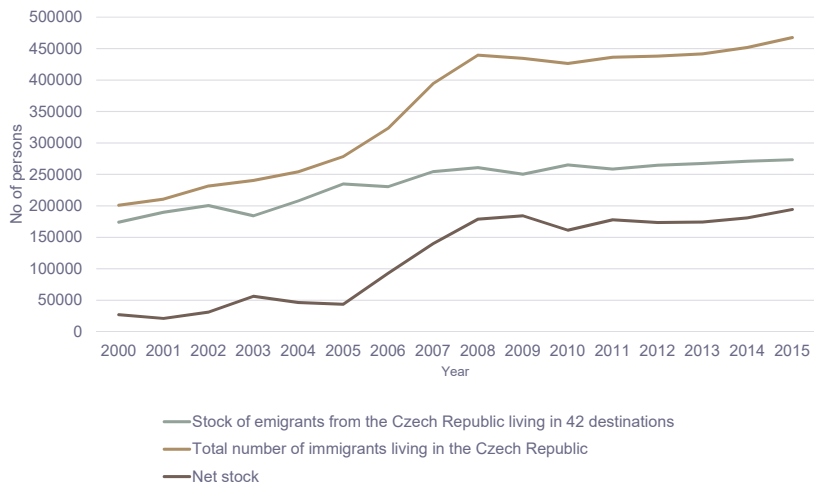
Regarding immigrants in the Czech Republic, almost 468,000 foreigners lived in the Czech Republic in 2015, compared to 210,000 foreigners in 2000 (Figure 7). The number for 2015 corresponds to 4.4% of the population.

Most of them come from third non-EU countries, whereas 1.85% of the population in the Czech Republic originate from the EU28 countries.

In comparison with other developed countries, the percentage of foreigners in the Czech Republic is relatively low. Less than 5% of foreigners in the population lives also in countries such as Poland, Portugal, South Korea, Finland, Japan, Hungary and Slovakia, whereas in traditional immigration countries like Australia, New Zealand, Switzerland and Canada, over 20% of the population is foreign-born

## The case of Czech rep. - a design of immigration policy?

Figure 7: Development of stock of Czechs living abroad, stock of foreign population in the Czech Republic and net migration stock of the Czech Republic.



## The case of Czech rep. - a design of immigration policy?

### Population is still quite homogenous in the Czech Republic.

Even though there has been a growing immigration during the latest decades, the population in the Czech Republic is still rather homogenous. Among the most significant countries of origin of foreigners living in the Czech Republic in 2015 have been: Ukraine (106 thousand), Slovakia (102 thousand), Vietnam (57 thousand), Russia (35 thousand), Germany (21 thousand), Poland (20 thousand), Bulgaria (11 thousand), Romania (9 thousand) and the U.S. (7 thousand).

The numbers by nationality are similar; according to the latest census in 2011, the Czech Republic remains a nationally homogeneous state. About 4% of the population of the Czech Republic accounted for other than Czech, Moravian or Silesian nationalities. The most numerous declared non-Czech nationality was Slovak (147 thousand), followed by Ukrainian (53 thousand), Polish (39 thousand), Vietnamese (30 thousand), German (19 thousand), Russian (18 thousand), Hungarian (9 thousand), and Roma (5 thousand). Between 2001-2011, there was an increase in the population of Ukrainian nationality (from 0.2 to 0.5% of the population of the Czech Republic), Vietnamese (from 0.2% to 0.3%) and Russian (from 0.1% to 0.2%). The highest number of inhabitants with foreign nationality lives in Prague.

## The case of Czech rep. - a design of immigration policy?

- **Public Opinion and immigration policy**
- In a recent survey taken by the Center for Public Opinion Research (CVVM) more than half (54 percent) of respondents said they did not think all foreigners should be eligible to live in the Czech Republic, and around half said they think that there are too many foreigners in the country.
- Czech Republic has one of the most restrictive immigration policies: The Migrant Integration Policy Index (MIPEX) 2015, produced by MPG and the Barcelona Centre for International Affairs (CIDOB), has shown that the Czech Republic gained 45 out of the maximum 100 points and it is in the 24th position among 38 advanced countries. According to MIPEX, the Czechs have recently improved in the political participation and access to nationality. In family reunion and permanent residence, however, higher fees and income requirements are potentially out-of-touch with social and economic realities.

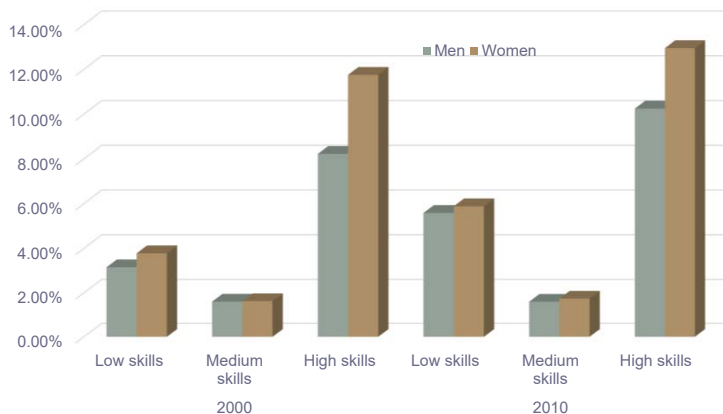
**Czechs living abroad.** In 2015 around 273,000 Czech citizens lived abroad compared to 190 thousand in year 2000, (also in Fig.7), equal to 2,3% of Czech population living abroad in 2015.

Total Czech emigrants living abroad							
2000				2010			
Male		Female		Male		Female	
Germany	22.115	Austria	31.760	Austria	28.098	Austria	40.270
Austria	20.524	Germany	22.905	Germany	19.494	Germany	30.283
USA	16.955	USA	19.200	USA	16.976	USA	21.534
Canada	11.387	Canada	10.934	Finland	15.548	Canada	14.793
Finland	8.207	Switzerland	5.051	Canada	13.735	UK	6.968
Switzerland	3.646	UK	4.390	Greece	5.178	Switzerland	6.003

These numbers are based on foreign population statistics of 42 developed countries, i.e. on the total sum of Czechs living in 42 developed countries. If migration data would be available for all world countries, the number of flows and migrant stock from the Czech republic would certainly be higher.

### The case of Czech rep. - a design of immigration policy?

The emigration rate from Czech Republic by education and by gender, year 2000 and 2010.



## **The case of Czech rep. - a design of immigration policy?**

### **Policy actions to encourage high-skilled immigration to the Czech Republic**

The Czech government has pursued several steps in the recent years to encourage the high-skilled immigration. For instance, it introduced the “Welcome Package” program, which is designed to speed up the admission process for key foreign managers (CEOs, upper level management workers), investors and specialists to work in the Czech Republic. The Package promises reduction in the time required to obtain a work permit to 10 business days and a long-term visa to 30 days.

Further, there has existed the so called “Blue” and “Green” card system for qualified workers with tertiary education and key specialists since 2007, which supposed to make it easier for those workers to come to the Czech Republic. However, the system has not been functioning well, being rather complicated and extremely administratively demanding, and thus it did not receive much attention abroad. Recently, a program called “Fast Track” has been introduced to enable a faster transfer of highly qualified employees from third countries that are sent within their company to the Czech Republic.

In order to help with integration of foreigners, a number of integration centres, so called “Centres for support of the integration of foreigners” (CPIC), has been established.

## **The case of Czech rep. - a design of immigration policy?**

### **Barriers to immigration and subsequent integration of highly skilled immigrant workers and their families into the Czech Republic.**

Czech Republic has one of the most restrictive immigration policies. For instance, in 2015 the Czech Republic has scored 45 out of the maximum 100 points in the the Migrant Integration Policy Index (MIPEX), where 0 stands for unfavourable, and 100 for most favourable conditions for immigration and diversity, placing the country on the 24th position among 38 advanced countries.

Focusing on highly skilled immigration, the Czech immigration system lacks in areas that are particularly important for high skilled immigrant workers and their families. For instance, there is no equal access to the public health insurance system for temporary residents and their families.

Furthermore, for high skilled immigrants that come to the Czech Republic it is surely important that their families and children integrate well into the society and on labour markets. However, the public schooling system in the Czech Republic is not designed well in helping the immigrants' children at schools, a system of integration programmes are missing .

## The case of Czech rep. -a design of immigration policy?

### Barriers to immigration and subsequent integration of highly skilled immigrant workers and their families into the Czech Republic.

Finally, the Czech Republic does not do much to retain foreign university absolvents that studied in the Czech Republic. Nowadays, foreign students from non-EU countries in the Czech Republic are often forced to leave the country after completing their studies unless they start to fulfill another purpose of their stay, such as employment (for this purpose they have a free access to the labour market). Those students represent a highly skilled potential that is already integrated in the Czech Republic, given that the students have often learned the language and established social contacts during their studies.

## EXERCISE IN GROUPS

Please form groups of 2 or 3

Discuss and design policy recommendations :

- 1) *Migration policy design on entry - use your knowledge on migration determinants, selection and types of migrants, skill transferability and integration patterns, together with possible effects for destination country.*
- 2) *Integration policy - use your knowledge on selection and types of migrants, skill transferability and integration patterns, together with possible effects for destination. Think about migration policy recommendation on emigration, i.e. from the origin country point of view.*



## SUMMARY

### **The case of Czech rep. - design of immigration policy?**

#### **Effects of skilled emigration from Czech Republic on labour market conditions in the origin country**

##### **Existing studies tend to find increased wages and lower unemployment in connection with CEE emigration:**

For instance, Elsner (2013a; 2013b) analyses effects of emigration from Lithuania, one of the countries with the highest emigration rates, on wages, and find that the emigration led to higher wages in the origin.

Zaiceva (2014) find positive effect of emigration on economic outcomes in CEE origins, for instance reduction in excess supply of labour, lower unemployment, and increase in wages in the new EU member states plus additional positive effects through remittances and possibly a brain gain.

Dustman et al. (2015) show that emigration from Poland led to a small increase in wages, particularly for high- and medium-skilled workers, the two skill groups with the largest relative emigration rates from Poland. The study shows that Polish workers at the low end of the skill distribution might have experienced even some decreases in wages (Dustman et al., 2015).

## **The case of Czech rep. - a design of immigration policy?**

### **Emigration and economic effects on origins.**

Empirical evidence suggest that migrants' diaspora has a positive effect on the source economies via an economic connection between the sending and receiving country (Ratha et al, 2011):

In particular emigrants seem to increase exports from the source country by generating foreign demand for national products, by reducing the fixed costs of trade, through the network effects and stimulates the trade of differentiated products (Peri and Requena, 2009; Rauch, 2001; Rauch and Trindade, 2002; Hatzigeorgiou, 2010; Parotta, Pozzoli and Sala, 2016).

The migrant diaspora also helps to establish business networks (Hanson, 2008; Peri and Requena, 2009), and generate foreign investments (FDI) (Kugler and Rapoport 2011, Javorcik et al. 2011; Gormsen and Pytlíkova, 2012; Kim and Park; 2013).

Several studies find that high-skilled migrants provide technological and business benefits to their countries of origin, e.g. see a survey by Saxenian et al. (2002) of immigrant scientists and engineers in Silicon Valley, which finds that about half of high-skilled migrants engage in business exchanges with their home countries annually or with a greater frequency. The survey further suggests that more than 80% of high-skilled migrants share technical information. Some recent studies suggest that high-skilled migrants abroad also help with outsourcing of work to their origins (Ghani et al., 2014)

## **The case of Czech rep. -a design of immigration policy?**

### **• The additional benefits of return and circular migration.**

The return and circular migration of highly skilled workers back to the Czech Republic may, in addition to skill, know-how and technology transfer, bring different perspectives and ideas, abilities to solve problems (i.e. heuristics) (Hong and Page, 2001, 2004; Berliant and Fujita, 2011) as well as knowledge of global markets and their customers (Osborne, 2000).

### **The case of Czech rep. -a design of immigration policy?**

**Some recommendations on policy actions to facilitate immigration, adaptation and retention of highly skilled foreigners and their families in the Czech Republic.**

For instance, more could be done to guarantee an equal access to the public health insurance system for temporary residents and their families.

The public health system should be more inclusive, accessible, but also more responsive to the needs of foreign workers.

Furthermore, foreigners should be granted an equal access to all levels of education.

What is important, for children of foreign workers, it would be desirable to increase the provision of school programs taught in English and/or bilingual schools together with an offer of integration programs for children of immigrants in order help them to integrate more smoothly into the Czech schooling system

### **The case of Czech rep. -a design of immigration policy?**

**Some recommendations on policy actions to facilitate immigration, adaptation and retention of highly skilled foreigners and their families in the Czech Republic.**

More could be done with respect of language acquisition.

As shown in the literature, the host country's language acquisition is one of the key aspects for successful integration of foreigners in the country's labour market and society (Adsera and Pytlikova, 2016), and from the points of immigrants, the language proficiency is important to transfer their knowledge and education from their home countries. Else there is a danger that immigrants' may waste their skills and talents if ending up in jobs below their qualification ("occupational downgrading") only because of the lack of language skills.

Finally, more could be done to retain foreign university graduates that finished their studies in the Czech Republic, for instance by authorizing them to stay in the Czech Republic for some period after finishing their studies in order to be able to find employment on the Czech labor market.

### **The case of Czech rep. -a design of immigration policy?**

#### **Policy actions to address the outflows of highly skilled or to promote return migration of highly skilled Czechs from abroad.**

Regarding actions to prevent the outflows of highly skilled Czechs, there are not any official policy measures introduced on that front.

The recent strong performance of the Czech economy with a steady growing economy and very low unemployment rates naturally works towards reducing the so called economic "push" factors from the Czech Republic. These developments decrease somewhat the economic motives for emigration.

From the policy perspective, more could be done in terms of preventing native highly educated from permanent emigration and attracting highly educated emigrants back to the country. For instance, in public sectors of health and education, the wages of medical staff/doctors and school teachers are on the lower end of wage distribution in the Czech Republic as compared with the ranking of corresponding professions in other developed countries.

The increase of wages of highly skilled in those very important public sectors should be a priority.

Recently, a program "Return" (Návrat) has been funded by the Ministry of Education, Youth and Sports to support a return of top Czech researchers from abroad in the form of grants for three years after the return.

### **The case of Czech rep. -a design of immigration policy?**

#### **Some recommendations on policy actions to encourage return migration of highly skilled Czechs and their families back to the Czech Republic.**

##### **ATTRACT**

Furthermore, a number of further steps could be taken within the tertiary education in order to open up for foreign experts from abroad. For instance, a procedure of recognition of diplomas and degrees from abroad should be simplified, education from other EU countries could be automatically recognized, and more bilateral agreements with third countries with respect to degree' recognition could be undertaken. It would be easier for Czech universities to attract foreign researchers if the academic title system would change.

### **The case of Czech rep. -a design of immigration policy?**

**Some recommendations on policy actions to encourage return migration of highly skilled Czechs and their families back to the Czech Republic.**

#### RETAIN/GET THEM BACK

One of the countries that is relatively successful in attracting its citizens, who graduated from Western universities, back to their home country, is China. One of the instruments that China uses is salary level comparable to salaries for the particular position in the West. This method might be used in public sectors, such as in health sector or in tertiary education.

Finally, some inspiration for attracting highly skilled foreign workers and Czech citizens back to the Czech Republic could be taken further from countries such as Denmark, Sweden, Luxembourg or the Netherlands, which have introduced a preferential tax zone for foreign experts for a certain period of time. For example, Denmark reduces income tax for highly qualified workers and scientists from abroad by 40 % during the first three years of working in Denmark. And, as the article by Kleven et al, 2014 shows, the number of highly educated foreigners and Danes who returned from abroad increased by 23 % after the introduction of this tax relief. The Czech Republic could encourage return migration of highly skilled and specialized Czech citizens back to the country via for instance tax deduction for some period of time after moving back and working in the Czech Republic, or via other suitable measures.

**THANKS**

**LECTURES THE NEXT WEEK TO BE GIVEN BY DANIEL**

**OUR NEXT LECTURE: Tuesday, March 5<sup>th</sup>, 2019**

***Pay and productivity; wage determination within the firm, incentive pay, efficiency wages***