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UOT: 339.9; 314.7; JEL: F 22.

Migration and labour market integration of third-country nationals: the case of lithuania

Summary

Migration processes are increasingly influencing the economic and social development of countries around the world. As many EU countries are facing the shortage of skilled labour force, non-EU nationals, also known as third-country nationals (TCNs), are increasingly coming to EU countries to live and work. This poses new challenges to EU Member States and their economic and social systems. For many decades Lithuania received almost no immigration and it did not have any immigration policy, however, the stabilisation of the country's economy after the crisis of 2008-2009 encouraged immigration growth in Lithuania from 2011, in particular on account of TCN migrants. Today, Lithuania is one of the European countries with steadily growing flows of immigrants from third countries. The article analyses the labour migration policy from the third countries in Lithuania as well as challenges related to employment and social protection of TCNs in Lithuania. The analysis has showed that TCN migrants have been gaining more and more influence in the Lithuanian labour market since 2015, although their relative weight still remains very low (1-2%). The growing number of TCN migrants in the Lithuanian labour market brought an urgency to pay more attention to the protection of their rights and guarantees as well as to opportunities for the integration of migrants into Lithuanian society. On the other hand, there are still a number of abuses by employers: migrants are applied lower pay rates for work, are offered to work longer hours than regulated by the Labour Code, and there is deficiency in immigrants' working conditions. However, the number of such incidents is declining in Lithuania.

Key words: *immigration, third-country nationals, migration policy, labour market, Lithuania.*

Introduction

International migration has been constantly receiving much attention at a policy level over the past decades in the European Union (EU) and other countries. This was determined by increasing international migration flows and aspiration to better understand the direct and indirect causes and mechanisms of international migration. As many EU countries are facing the shortage of skilled labour force, non-EU nationals, also known as third-country nationals (TCNs), are increasingly coming to EU countries to live and work. According to Eurostat, in 2017, there were around 20 million non-EU nationals residing in the EU who made up around 4% of its total population (European Comission, 2016; EMN, 2019). The population of legally residing TCNs varies greatly among the Member States. Figures show that in 2017, the number of TCNs holding a valid permit per 1000 inhabitants was as low as three in Romania and as high as 144 in Estonia and 161 in Latvia (EMN, 2019). Differences in the extent of migration of TCNs in EU countries are determined by different reasons (economic development of the country, geographical location, etc.). However, the migration policy implemented in the country is one of the main factors that determine the extent of migration of TCNs. Labour migration policy in individual EU member states is driven by different national goals. The EU countries have developed a multitude of approaches with different

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effects on inflows. Many member states impose education, occupation or salary requirements which can be barriers to recruitment, others rely on labour market tests or trust the market to regulate itself as long as conditions are respected (OECD, 2016). For many decades Lithuania received almost no immigration and it did not have any immigration policy. Today, Lithuania is one of the European countries with steadily growing flows of immigrants. According to the Migration Department (MD), in 2018 as compared to 2017, imigration flows to Lithuania incresed by 21%. In 2018, 15,486 residence permits were issued to foreigners who came to work in Lithuania, 28 residence permits were issued to start-ups, 391 – to highly qualified employees, 686 – to engaged in other legal activities (businessmen, sportsmen, etc.), 2,834 - to foreigners coming to study in Lithuania. A small number of people immigrate from Azerbaijan to Lithuania every year, however we can see a certain growth trend (13 people immigrated in 2010, 36 in 2015, and 78 in 2019). The experience with immigration processes in Lithuania is not long, and the immigration policies are still relatively new. Other Central and Eastern European countries are also facing increasing levels of TCNs migration and their experience in this field is also limited. In this context, it is appropriate to share migration experience among the countries so that they can choose the most effective and appropriate solutions for managing migration flows.

The article aims to analyse the labour migration policy from third countries in Lithuania as well as challenges related to employment and social protection of TCNs in Lithuania. The theoretical part of the article reviews the main migration and migration regulation theories. The empirical part reviews the migration trends of TCNs in Lithuania, examines the migration policy in Lithuania, discusses the legal aspects of the employment of TCNs in Lithuania as well as the labour market situation of TCNs. Finally, the article addresses issues related to employment and social protection of TCNs in Lithuania. It should be noted that when reviewing the migration trends of TCNs in Lithuania a special focus in the article is put on the nationals from Azerbaijan. In the paper, the definition of TCNs is based on the definition of the European Commission, i.e. TCNs are defined as individuals who are not citizens of the European Union and who are not enjoying the European Union right to free movement. The research methods used in the article included analysis of scientific literature, comparative analysis, graphical representation of data.

Main drivers behind the decision to migrate and migration policy: theoretical aspect

There is a large variety of theories that explain the phenomenon of migration. These theories explain the main drivers behind the decision to migrate. According to the European Commission, migration theories can be be classified based on the level at which their components operate, i.e. they can be macro, meso, micro, equilibrium and structural (European Commission, 2017). However, most of researchers classify the migration theories as micro and macro level. The macro approach, with its roots in neo-classical economics, accounts for migration in terms of characteristics of the socio-economic and physical environments, such as wage rates, unemployment, and climate. On the other hand, the micro approach is more concerned with the decision-making process involved in how people choose between alternatives (Cadwallader, 1989; Massey et al, 1993). However, many authors point out that migration theories are intertwined and should be considered not as alternatives but rather as complementary ones (Naulickaitė & Melnikas, 2016; Piche, 2013, Žibas, 2011). Some researchers, in explaining migration processes, distinguish not only economic but also social theories. For example, according to Žibas (2011), migration processes should be examined not only in the context of economic but also in social theories, as international migration processes can be treated both as a result of macroeconomic indicators and as a

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complex social process related to the behaviour of the societes in the country of origin, the transit country and the country of destination.

One of the very first approaches to migration focused on an individual decision-making. Before deciding to leave their place of residence, individuals examine the costs and benefits of migrating. This approach is often associated with the paper published in 1962 by Larry Sjaastad and referred to Sjaadstad human capital theory (Piche, 2013). Central to this theory, is the focus on a rational individual who aims to maximize benefits in the new destination (Ombaire Birundu, 2016). This theory is closely associated with neoclassical economics theory that conceptualises migration as the movement of individuals for income maximisation, based on individual rational choices depending on their demographic and socio-economic characteristics (Renzaho, 2016). Neoclassical economics theory also provides macro framework. As a macro theory, it conceptualises migration at the country level as movement of individuals due to difference between countries (e.g. low-wage, labour-surplus in the country of origin) and employment (high-wage or labour scarcity in the country of destination) conditions (Renzaho, 2016). According to this theory, wage differences between regions are the main reason for labour migration. Such wage differences are due to geographic differences in labour demand and labour supply, although other factors might play an important role as well, e.g., labour productivity (Porumbescu, 2015). According to Haas (2010) migrant networks are one of the important factors as well. According to the author, social capital needs to be recognised as one of the crucial factor sdetermining people's motivation and ability to migrate (Haas, 2010).

Another commonly used theoretical concept in migration research is the so-called push-pull theory which explains the causes of migration. The push-pull model consists of a number of negative or push factors in the country of origin that cause people to emigrate, in combination with a number of positive or pull factors that attract migrants to a receiving country. According to the push-pull theory, combinations of push and pull factors determine the size and direction of flows (Gruževskis, 2004, European Commission, 2000). Push-pull factors have a particularly significant impact on the population's decision to stay in the country of destination – this is shown by the trends of emigration from Lithuania. After joining the EU, especially after the crisis of 2008-2009, an increasing number of emigrants reported their plans not to return to Lithuania in the near future (in 5-10 years) (Ražanauskaitė, Brazienė, 2010).

Dual or segmented labour market theory is also important, espacially in the context of differences in the level of economic development of the countries. According to this theory, the need for cheap workers in modern societies is the main factor explaining migration. The theory argues that often labour markets have two sectors – the primary (with good working conditions, career perspectives and high wages) and the secondary (with precarious jobs, low pays and hazardous working conditions). The primary sector's jobs are usually taken by the native-borns, while the secondary jobs are performed by immigrants with the intention to work for a limited period of time to increase the earnings (European Commission, 2017; Žičkutė & Kumpikaitė-Valiūnienė, 2015). The most recent is a new economics theory that incorporates the societal dimension in the decision to migrate. According to its proponents, the decision to migrate is not an individual one, but rather one made by a group of people, such as families or households. The members of these groups act in common, not only to maximize their incomes, but also to minimize their risks (Stark, 1991; Porumbescu, 2015). In the context of Lithuania and other Eastern and Central European countries, it should be noted that immigration in this region is more characterized by a new economics theory, when the stay in a foreign country is temporary, without the aim of obtaining the permanent residence

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permit (Stark, 1991; Gorny, 2016; Dustman & Gorlach, 2016). In this context, it is important to note that about 85% of TCNs come to Lithuania on a temporary basis for work or study purposes. Such emigration trends also dominated among the Lithuanian population before Lithuania's accession to the EU (MD, 2019). It should be noted that only a small number of the migration theories are mentioned above, as they vary depending on approach to origins and causes of migration. It could also be noticed that some authors criticise existing theories of migration. According to Arango (2002) the theories can be faulted for focusing almost exclusively on the explanation of the causes of migration, to the detriment of other dimensions.

In addition to migration theories, it is not only the decision of individuals to emigrate that matters in terms of migration, but also the host country's attitude and tactics towards immigrants, in other words, immigration policy. Many researchers define migration policy as having two main components: immigration regulation and immigrant integration policies. Immigration regulation measures usually include rules for the selection and admission of immigrants, control of illegal immigration, while integration policies cover living and working conditions for immigrants (employment, access to housing, education, etc.) (Leveckytė & Junevičius, 2014; Money, 2014; Žibas & Platačiūtė, 2009). There is a wide range of theoretical approaches accounting for immigration. According to Zogata-Kusz (2012), theoretical approaches explain what determines states' decisions regarding three main matters, i.e. the number, type, and country of origin of immigrants who are accepted. One of the most common theoretical approaches to immigration policy is concerned with economic factors, i.e. economic interests and the state of the economy. According to this approach the migration policy is a result of the clash of various groups' economic interests (Zogata-Kusz, 2012). Another approach is focusing on matters related to national identity. This approach argues that state's immigration policy depends on its culture, history, traditions, and experience as a sending or receiving country (Stalker, 1994). The proponents of globalisation approach claim that the states are not the only actors in international relations and their power to create immigration policy is limited by the pressure of international organisations, institutions or transnational communities. Another factor considered by some researchers to be the main determinant of the immigration policy is international relations. According to this approach the main determinant of a state's immigration policy is actual or potential conflicts among states and questions of security (Zogata-Kusz, 2012). It should be noted that, as in the case of migration theories, immigration policy is also often based on an integrated approach, which involves several theoretical approaches.

The trends of international migration in Lithuania

According to Statistics Lithuania (SL), in 2018, 28,900 people immigrated to Lithuania, which is 1.4 times (by 8,500) more than in 2017 (Table 1). This is the highest number of immigrants recorded since the Restoration of Lithuania's Independence. In 2019, this trend became even more pronounced – immigration outpaced emigration for as many as seven months out of eight. In 2018, more than half (57.4%) of the immigrants were the citizens of the Republic of Lithuania who returned to Lithuania, around 42% (or 12,322 persons) were foreign nationals (Table 2) (SL, 2019).

Table 1.

International migration in Lithuania

	2010	2011	2012	2013	2014	2015	2016	2017	2018
Immigrants	5 213	15 685	19 843	22 011	24 294	22 130	20 162	20 368	28 914
Emigrants	83 157	53 863	41 100	38 818	36 621	44 533	50 333	47 925	32 206
Net migration	-77 944	-38 178	-21 257	-16 807	-12 327	-22 403	-30 171	-27 557	-3 292

Source: Statistics Lithuania

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In 2018, the number of foreign immigrants was by 2,100 (or by 20.7%) more than in 2017. The majority (85.3%) of foreigners who immigrated to Lithuania were men. Almost half (5,700, or 46.5%) of foreigners who immigrated to Lithuania in 2018 were the citizens of Ukraine, 3,300 (26.4%) – Belarus, 780 (6.3 %) – the Russian Federation. Over the year, the number of citizens of Ukraine who immigrated to Lithuania grew by 32.1%, Belarus – 20%, the Russian Federation – 18.9% (SL, 2019). As already mentioned, immigrants from Azerbaijan make up a relatively small number in the overall group of TCNs. Most Azerbaijani citizens came to Lithuania in 2014 (81 people) and 2016 (85 people) (SL, 2020), they work mainly in the construction, transport and catering sectors.

Table 2.

Immigrants by citizenship in Lithuania in 2018 (%)

Country	%
Lithuania	57.4
Ukraine	19.8
Belarus	11.3
Russia	2.7
US	0.3
Other countries	8.5
Without citizenship	0.1

Source: Statistics Lithuania

In 2018, 32,200 residents emigrated from Lithuania. Compared to 2017, the number of emigrants decreased 1.5 times, or by 15,700. In 2018, the number of emigrants exceeded that of immigrants by 3,300. This is the lowest net international migration indicator since 1990. It should be noted that for many years, the majority of immigrants to Lithuania were returning Lithuanian citizens (around 82% on average). Non-EU citizens constituted around 15% and EU citizens around 3% on average. However, this trend has changed since 2017: the proportion of returning Lithuanians fell to 50%, while the share of non-EU citizens increased to around 47%. The majority of foreign immigrants were citizens from Ukraine and Belarus (about 35% of all immigrants). The share of EU citizens remained stable.

Foreign nationals in Lithuania

According to Statistics Lithuania, at the beginning of 2019, the population of Lithuania totalled 2 million 794 thousand; more than 58 000 foreigners lived in Lithuania at the beginning of 2019. The majority of them were TCNs: there were 18,134 people who have obtained permanent residence permits (PRP) (which are issued for 5 years) (or 31% of the total number of foreigners), 33,252 people holding temporary residence permits (TRP) (which are commonly issued for 1-2 years) (57%). Citizens of the EU and their families amounted to 12% at the beginning of 2019. It should be noted that in Lithuania, the number of people holding TRP increases every year – in 2018, this number increased by 25.8 % as compared to 2017; in 2019, the increase was 33.4% (Table 3).

Table 3.

Foreigners living in Lithuania by their status

Status	2014	2015	2016	2017	2018	2019
Foreigners holding a permanent residence permit	18 572	18 261	18 072	18 048	18 216	18 134
Foreigners holding a temporary residence permit	12 892	16 707	16 708	19 811	24 919	33 252
EU citizens and their family members	4 023	5 012	5 504	5 745	6 252	6 635

Source: Statistics Lithuania

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2018 witnessed a sharp increase in the number of temporary residence permits in Lithuania issued to Ukrainian nationals (from 5,979 in 2017 to 10,608 in 2018). Likewise, the number of temporary residence permits issued to Belarusians nearly doubled, showing a strong increase from 3,413 in 2017 to 6,311 in 2018. According to the data of the Lithuanian Migration Department (MD), at the beginning of 2019, a total of 382 citizens from Azerbaijan lived in Lithuania, in 2018 – 372, in 2017 – 388; in 2016 – 356. In 2019, out of 382 citizens, 225 had temporary residence permits (TRP), 146 - permanent residence permits (PRP), 10 - EU residence card, 1 - EU permanent residence card. In 2018, 1,389 short-stay (C) visas and 463 national (D) visas were issued to Azerbaijani citizens. For comparison, in 2018, a total of 349,714 short-term (C) visas and 46,127 national (D) visas were issued in Lithuania. Drawing on the data available within the Register of Aliens, in 2018, a total of 36,586 national visas (D-type) were issued to foreign nationals on the basis of work. This accounted for some 80% of the total number of D-type visas issued in 2018 (46,127). In 2018, the highest number of the national visas were issued to Ukrainians (24,190), Belarusians (13,369), and Russians (1,565). According to the data provided by the Migration Department under the Ministry of the Interior of the Republic of Lithuania (MD), in 2018, a total of 26,235 applications were received from foreign nationals to issue or replace TRP (14,326 and 8,896, respectively). It should be noted that non-EU citizens can enter and stay in Lithuania only for purposes established by Law No IX-2206 on the Legal Status of Aliens and other regulations. According to the data provided by MD, in 2018, around 59% (or 15,486) of residence permits were issued on the basis of work; 12% (or 3,045) – on the basis of family reunification; 11% (or 2,834) – to those indenting to study, access vocational training or improve their qualifications; 1.5% (or 391) – to aliens intending to access highly qualified employment, and 0.1% (28) – to start-ups. According to the MD, there has recently been a sharp increase in the number of residence permits issued on the basis of work in Lithuania. This number stood at 15,486 in 2018 (showing a 49.2% change compared to 2017) (in 2017 – 10,382; in 2016).

Immigration policy of the third-country nationals in Lithuania

In times of great demographic deficit, job supplies began to increase in the country, accompanied by skilled and unskilled labour shortages. The number of work permits issued to foreigners was gradually growing with a marked increase in 2006–2008 and 2011–2019. Growing inward migration and not decreasing waves of outward migration gave rise to discussions not only on social and economic consequences of outward migration, but also on immigration impacts on the social and economic development of the state and society. Employers and entrepreneurs initiated discussions about the need for labour immigration from the so-called third countries. Finally, not only the public discourse related to labour migration processes, but also the political response of the state to those issues, have changed. Until 2014, migration policy was based on the ad hoc principle. The period between 2014 and 2017 witnessed significant political changes, demonstrating a major step from the ad hoc principle toward strategies based on long-term objectives (Žibas, Lekavičiūtė, 2017). The Procedure for issuing work permits to aliens was approved in 2013 (Order No A1-133 of 27 March 2013). In 2014, the Government of the Republic of Lithuania passed Resolution No 79 (22 January 2014) approving the Lithuanian migration policy guidelines and the Ministry of Social Security and Labour drafted an Action plan 2015–2017 for the integration of foreigners (Order No A1-683 of 31 December 2014). The List of professions lacking in the Republic of Lithuania according to the type of economic activities was expanded at the end of 2016 (Order No V-946 of 15 December 2016).

The procedure for start-up visas was legislated at the beginning of 2017 in pursuit of providing more flexible migration opportunities for high value-adding businesses. In 2018,

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there were 17 start-ups from South Korea, Russia, Ukraine, China, Pakistan, Australia, etc. conducting business in Lithuania (Ministry of the Interior, 2019). In 2017, the amendments to the Law on the Legal Status of Aliens have introduced facilitated entry procedures for aliens who are included on the shortage occupations list by economic activity (for example, drivers of international freight vehicles, welders, metal hull assemblers, etc.) (Sipavičienė, 2018). The 2018–2030 strategy for demographic, migration and integration policy was approved by Resolution No XIII-1484 of the Seimas of the Republic of Lithuania of 20 September 2018. The Strategy, inter alia, provided for encouraging a balanced arrival of foreign nationals to satisfy national interests. With a view to promoting immigration, more attention should be paid to balanced immigration of EU and TCNs in accordance with the economic needs of the country. It is necessary to actively implement policy for the integration of long-term immigrants from other countries into Lithuanian society. In addition, on 20 December 2018, the Seimas of the Republic of Lithuania adopted amendments to the Law on the Legal Status of Aliens aimed at improving the regulation of the legal status of aliens by renouncing excessive procedures and requirements in order to reduce administrative burdens and simplify procedures. On 3 January 2018, amendments to the Visa issuance procedure came into force after being approved by an order of the Minister for the Interior and the Minister for Foreign Affairs (Order No 1V-899/V-330 of 28 December 2017). The amendments regulate the drawing up of the List of approved establishments to simplify and facilitate immigration procedures for foreigners coming to work. When filing a visa application, TCNs pursuing employment with an undertaking which is on the List of approved establishments are required to provide fewer documents, i.e. they are not required to provide a work permit, a copy of the employment contract and proof of sufficient financial means. On 10 April 2019, the Lithuania's government approved the amendments to the Law on the Legal Status of Aliens, according to which quotas would be set for foreign workers from third countries based on the list of occupations that are most needed for the labour market. The quotas would be set annually by the head of the LES who also makes the list of the occupations most needed in Lithuania. TCNs recruited under the quotas will be applied simplified employment conditions without assessing their compliance with the labour market needs. Once the quotas have been exhausted, employers will be able to import TCNs who undergo labour market tests, i.e. obtain a work permit in Lithuania or a decision of the Employment Service as to their compliance with the labour market needs. The quotas are expected not to apply to highly qualified employees. Such legislative amendments pursue the simplification and acceleration of migration procedures on the one hand and the reduction of opportunities for their abuse on the other hand, in response to the criticism increasingly put forward in the public space that the influx of immigrants and their lower financial expectations may slow down the growth of salaries of Lithuanian employees.

Legal aspects of the employment of third-country nationals in Lithuania

In Lithuania, employment relations of foreigners are regulated by Law No IX-2206 on the Legal Status of Aliens, the Procedure for issuing work permits to aliens, the Procedure for issuing a decision on the compliance of an alien's job with the needs of the labour market of the Republic of Lithuania, and, Labour Code No XII-2603, and other laws. In general, TCNs can legally enter and be in legal employment in Lithuania on the following grounds and require the following documents:

- aliens entering Lithuania to seek a job which does not fall under the list of professions lacking in the Republic of Lithuania need a national D-type visa or a temporary residence permit and a work permit issued by the Lithuanian Employment Service (the work permit should be applied for by the employer);

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- aliens entering Lithuania to seek a job which is included in the list of professions lacking in the Republic of Lithuania need a national D-type visa or a temporary residence permit and a decision on compliance with the labour market needs (but they do not need work permits);
- highly qualified aliens to be paid 1.5 or 3 times the average monthly salary are eligible to apply for a Blue Card (granting the right to both residence and work). They must also obtain a decision regarding the compliance of work requiring a high professional qualification (but they do not need work permits).

In other words, according to the Lithuanian law, a third-country national who wants to work in Lithuania must obtain one of the following documents:

- work permit;
- a decision on compliance with the labour market needs;
- a decision regarding the compliance of work requiring a high professional qualification with the needs of the labour market of the Republic of Lithuania.

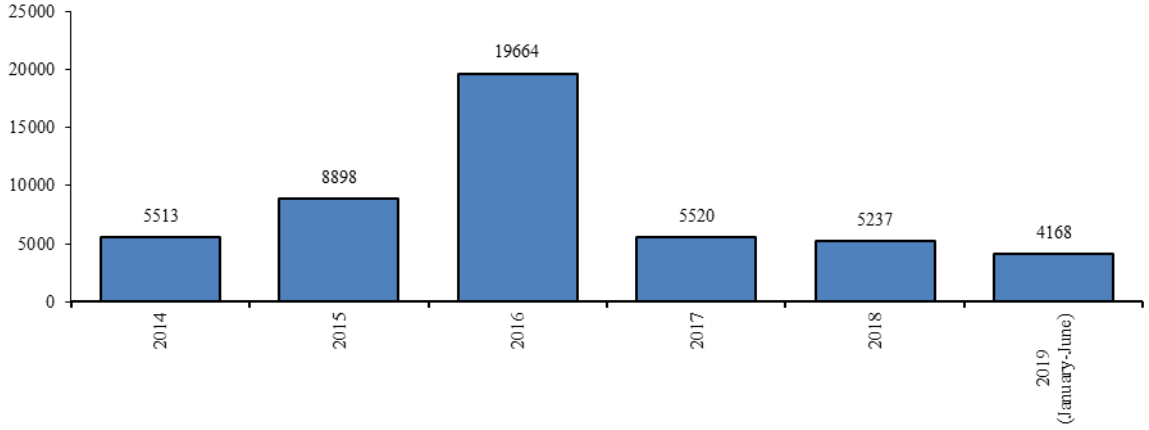
Work permits and decisions are issued by the LES. Since work permits/decisions do not confer the right to reside in Lithuania, foreigners coming to work in Lithuania must also apply for a visa or residence permit. A work permit for a foreigner may be issued if there is no specialist in Lithuania that meets the qualification requirements of the employer. According to Lithuanian law, prior to applying of an alien to the LES for a work permit or making a decision on conformity of the alien to the needs of the labour market by the LES, an announcement on the vacancy at the Lithuanian enterprise shall be published. If within the period of validity of the announcement (no less than 5 working days), no likely candidate is found in Lithuania, the foreigner can apply to the LES for the above-mentioned purpose.

Third-country nationals on the Lithuanian labour market

Before starting the analysis, it should be noted that in the analysis below the information is provided only on those foreigners who received a work permit or decision on conformity but this does not encompass the whole volume of foreign workers who came to Lithuania in the referred period. Until 2017, foreign workers had to obtain a work permit or a decision on conformity.

Figure 1.

The number of work permits issued to foreigners in Lithuania



Source: data provided by the LES on a special request

According to the Lithuanian Employment Service, a total of 5,237 work permits in the Republic of Lithuania were issued to foreigners in 2018. This is by 5% less compared to 2017

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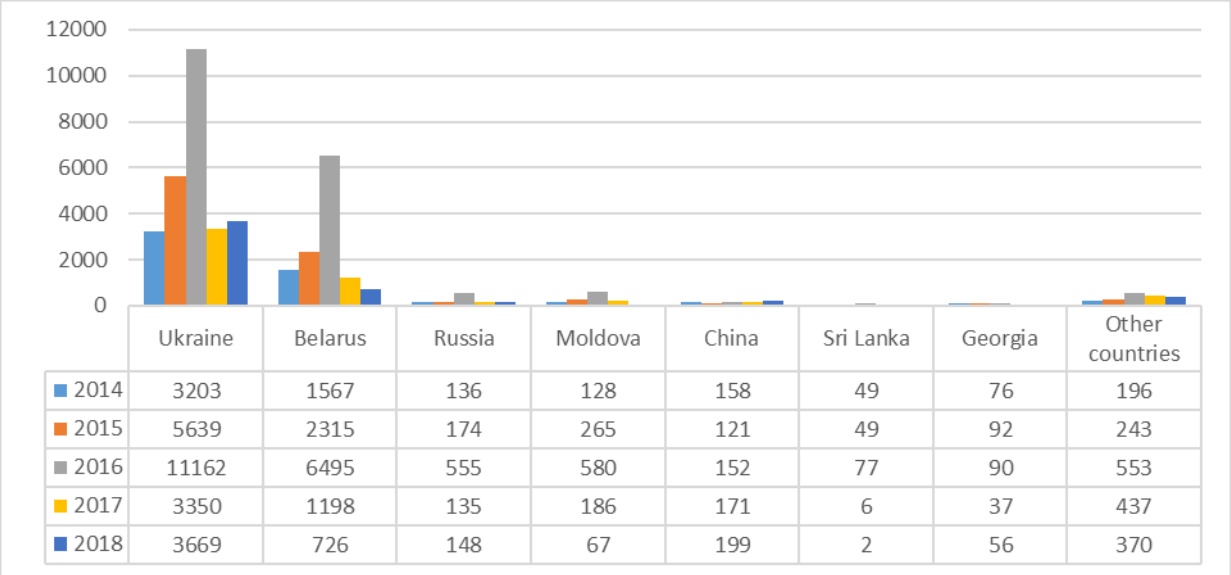
and even by 73% less compared to 2016 (Figure 1). It is of note that the decrease in the number of work permits to foreigners was due to the fact that foreigners covered by the list of lacking professions and posted foreigners have been released from the obligation to obtain work permits as a result of regulatory changes introduced in 2017. In addition, the work permit requirement ceased to apply in respect of students holding a residence permit granted on the basis of studies and studying in the Republic of Lithuania.

Figure 2.

The number of work permits issued in Lithuania to foreigners by citizenship



	Ukraine	Belarus	Russia	Moldova	China	Sri Lanka	Georgia	Other countries
2014	3203	1567	136	128	158	49	76	196
2015	5639	2315	174	265	121	49	92	243
2016	11162	6495	555	580	152	77	90	553
2017	3350	1198	135	186	171	6	37	437
2018	3669	726	148	67	199	2	56	370

Source: data provided by the LES on a special request.

In 2018, like in 2017, most of work permits were issued to Ukrainians and Belarusians (3,669 and 726, respectively) (as compared to 3,350 and 1,198, respectively, in 2017) (Figure 2). The reasons encouraging Ukrainians to come to Lithuania to pursue employment include the visa waiver programme with the EU effective 11 June 2017 and higher salaries. In 2018, work permits in Lithuania were issued to nationals of 38 countries (40 in 2017 and 44 in 2016). According to the LES, 24 foreigners from Azerbaijan were recruited in Lithuania in 2018; in 2017 – 11; in 2016 – 21. The data shows that TCNs in Lithuania are mainly employed in sectors in which workers of the national labour market cannot be found either due to specific experience required (shipbuilding), difficult working conditions (long distance drivers) or emigration (construction) (Sipavičienė, 2018). According to the LES, in 2018, the highest number of work permits was issued for construction workers (Table 4).

Labour migration to Lithuania is exclusively male. This can be explained by the fact that most shortage professions in Lithuania are male dominated. Therefore, women comprise only a very small percentage of all foreign workers (approx. 8%) (Sipavičienė, 2018).

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Table 4.

Types of economic activities attracting the highest number of work permits to foreigners in Lithuania in 2018

	2018
Construction	1,571
Industry	978
Accommodation and food services	909
Transport services	411
Wholesale and retail trade	354
Administrative and support service activities	176
Agriculture, forestry and fisheries	166

Source: data provided by the LES on a special request.

Challenges related to employment and social protection of third-country nationals in Lithuania

According to Lithuanian law, foreign citizens working in Lithuania enjoy the right to all necessary social guarantees. According to available research, however, Lithuania is not well prepared to ensure labour rights of TCNs (EMN, 2019; Petrušauskaitė et al., 2015; MIPEX, 2015). Below we will look in more detail at work pay, social guarantees and problems for TCNs working in Lithuania. Wage. According to the law, the wage of a foreigner cannot be less than the wage which is paid for a resident of Lithuania for the same work at the same company. If there are no such employees, a foreigner's remuneration may not be lower than the national average annual gross monthly wage in a specific economic activity (as calculated by the Statistics Lithuania). Non-EU nationals who intend to perform as highly qualified workers should be paid no less than 1.5 times the average gross monthly salary calculated by the Statistics Lithuania or at least 3 gross wages if the profession is not included in the short-list of professions needed in Lithuania.

However, with the rapid growth of TCNs in Lithuania, there are increasing cases of exploitation and failures to pay contractual wages by the employers. Many TCNs enter the country with no knowledge of their rights or the language, meaning they often live and work in poor conditions and are underpaid (EMN, 2019). To deceive employees, the employers use a language barrier: employment contracts are signed only in Lithuanian; multilingual contracts have different wordings; there are frequent cases of verbal agreements of the amount of remuneration, not showing of official schedules and/or pay slips, inventing unlawful deductions and/or fines. As a result, nothing can be proved in labour dispute committees or courts. Furthermore, the EMN study (2017) showed that the number of complaints against employers for the illegal employment of foreign nationals is increasing in Lithuania – 26 such cases were registered in 2016 (11 – in 2014; 16 – in 2015). Working conditions and safety at work. TCNs' working conditions and safety surveys have shown that labour migrants work longer hours than local employees in Lithuania. In addition, they are slightly more often than Lithuanian nationals exposed to verbal abuse and physical violence at work. There are frequent abuses of the requirements of labour law by employers: they employ workers illegally, do not comply with the requirements of work safety, employ workers under very poor working conditions, and avoid paying for work (Petrušauskaitė et al., 2015). According to the SLI, there is a noticeable trend in Lithuania that Polish construction companies post workers from Ukraine to Lithuania. However, in most cases Ukrainian workers have not been to Poland and have no employment contracts with Polish companies. Ukrainian workers come directly to Lithuania with the help of intermediaries. Without knowing their rights and the

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language, they live and work in bad conditions and do not receive remuneration due to them for work.

Social integration. On 21 December 2018, Lithuania approved its Action plan 2018–2020 for the integration of foreigners into society (Order No A1-755 of 21 December 2018). The Plan aims at improving the implementation of the integration of foreigners and ensuring their successful integration into society. Implementation of the Plan is likely to lead to more successful TCNs integration. As demonstrated by the MIPEX Study (2015), migrant integration policies implemented in the country in the areas of the labour market, mobility, education, political participation, acquisition of citizenship, family reunification, healthcare, issue of residence permits and anti-discrimination are seen as being more disadvantageous for immigrants living in and coming to the country. Lithuania ranked 34th out of the 38 participating EU and OECD Member States. A TCNs survey carried out in 2015 showed that the most desirable integration measures in Lithuania would be the organisation of children's education (supported by 76.6% of respondents) and Lithuanian language courses (74.3%) (Petrušauskaitė et al., 2015). Access to the labour market. Research shows that Lithuanian policies make the labour market slightly unattractive to migrant workers who want to integrate on a long-term basis. Labour migrants have limited opportunities to stay in the country for a longer period of time, as they have to leave the country after termination of their employment contracts. Migrant workers are not allowed to pursue employment independently during the period of unemployment. The possibility of obtaining a permanent residence permit for labour migrants is very limited even if the demand for specific skills in Lithuania is not temporary but permanent (Petrušauskaitė et al., 2015). Furthermore, non-EU newcomers, particularly temporary workers and high-skilled workers with university degrees, do not receive the general or targeted support and benefits they need to pursue the right quality job or education/training programme (MIPEX, 2015). According to the SL survey of immigrants and their direct descendants, 70.6% of foreign born residents aged 20-64 were employed in 2014 (the national average of this age group was 71.6%). Nonetheless, 12.4% of foreign born immigrants aged 15-64 claimed that their qualifications were too high for their current place of employment (Sipavičienė, 2018). Social protection. In the field of social security, all employees are treated equally and enjoy equal social guarantees in Lithuania. These guarantees must also apply to TCNs legally working in Lithuania and paying social insurance contributions. However, cash social assistance (e.g., social benefits, unemployment benefits, compensations for heating costs, etc.) is only available to foreigners who have a permanent residence permit in Lithuania. As regards access to social guarantees for TCNs, foreigners holding temporary residence permits find themselves in a particularly vulnerable position. They can claim social guarantees based on contributions and linked to legal employment in Lithuania. Studies show that the actual stay of foreigners in the country can often be too short for them to pay the statutory benefits for the required period of time, and this can therefore become a barrier to access and benefit from state social guarantees (LSRC, 2016).

Conclusions

Migration processes are increasingly influencing the economic and social development of countries around the world. It is particularly the case within the EU where the general demographic situation appears to be more dependent on migration processes than on population changes. This also refers to Lithuania with its net migration occurring by 2-4 times above net natural population growth for individual years since 2000. The stabilisation of the country's economy after the crisis of 2008-2009 encouraged immigration growth in Lithuania from 2011, in particular on account of TCN migrants. The number of migrants in Lithuania almost doubled from 15,685 in 2011 to 28,914 in 2018. By citizenship, migrants from

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Ukraine, Belarus and Russia account for the largest share (46.5%, 26.4% and 6.3%, respectively). According to the 2011 Census data, there were 648 Azerbaijanis living in Lithuania. During the period between 2010 and 2019, the largest number of migrants from Azerbaijan (85) arrived in 2016. From 2010 to 2019, the total number of migrants from Azerbaijan increased from 13 to 78. They have their own local community and actively participate in the social and cultural life of Lithuania. The analysis has showed that the main drivers of migration to Lithuania are of an economic nature. Incoming migration to Lithuania and the Central and Eastern European (CEE) region can be best characterised by the New Theory of Economic Migration, where entry abroad is temporary, without the purpose of getting permanently established in the local labour market and acquiring the right to permanent residence, while the decision to migrate is made not individually, but by the whole family in order to maximise their economic interests. In general, analysis of various theoretical paradigms suggests that migration flows (push-pull factors) in CEE countries are highly dependent on the ability of the population to adequately meet their economic needs.

In addition to the economic factor, the flows of TCN migrants to and their situation in Lithuania, like in other European countries, are determined by the immigration policy pursued in the country. Until 2015-2016, Lithuania's immigration policy was rather strict and restrictive towards employment opportunities for TCN migrants. Later, this policy was slightly liberalised in light of rapid economic growth and increasing labour shortages. It can be said that TCN migrants have been gaining more and more influence in the Lithuanian labour market since 2015, although their relative weight still remains very low (1-2%). The analysis has showed that the overall situation of TCNs in the Lithuanian labour market is improving: the legal protection of migrants is improving, their average income is growing, and the integration of migrants in society is strengthening. On the other hand, there are still a number of abuses by employers: migrants are applied lower pay rates for work, are offered to work longer hours than regulated by the Labour Code, and there is deficiency in immigrants' working conditions. However, the number of such incidents is declining in Lithuania. The growing number of TCN migrants in the Lithuanian labour market brought an urgency to pay more attention to the protection of their rights and guarantees as well as to opportunities for the integration of migrants into Lithuanian society. The 2018-2030 Strategy for Demography, Migration and Integration, as approved in Lithuania in 2018 (Resolution No XIII-1484 of 20 September 2018) is aimed at increasing the opportunities for the integration of migrants in the country, allowing them to invite family members, establishing schools and providing housing. Local ethnic communities are also expected to play an important role in the process of migrant integration.

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Богуславас Грузевскис
Раса Мезиене

Миграция и интеграция на рынке труда жителей третьих стран: на примере Литвы

Резюме

Миграционные процессы все больше влияют на экономическое и социальное развитие стран во всем мире. Поскольку многие страны ЕС сталкиваются с нехваткой квалифицированной рабочей силы, граждане стран, не входящих в ЕС, также известные как граждане третьих стран (ТС), все чаще приезжают в страны ЕС, чтобы жить и работать. Это часто создает новые проблемы для государств-членов и их экономических и социальных систем. В течение многих десятилетий потоки иммиграции в Литву были незначительными, поэтому в стране не было никакой иммиграционной политики, однако, в результате стабилизации экономики страны, после кризиса 2008-2009 гг., рост иммиграции значительно увеличился в период 2012-2014 гг., и, в частности, очень увеличилось число иммигрантов из третьих стран. Сегодня Литва является одной из европейских стран с постоянно растущими потоками иммигрантов из третьих стран, в основном из стран постсоветского пространства.

В статье анализируется политика трудовой миграции из третьих стран в Литве, а также проблемы, связанные с занятостью и социальной защитой иммигрантов. Анализ миграционных теорий показал, что иммиграция в регионе Литвы, а также в странах Восточной и Центральной Европы в наибольшей степени характеризуется Новой теорией экономической миграции, когда въезд в страну иммиграции является временным, без цели постоянного закрепления на местном рынке труда и получения права на постоянное проживание. Поэтому основные причины иммиграции в Литву также имеют экономический характер. Следует

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констатировать, что положение иммигрантов из ТС в Литве, как и в других странах, в значительной степени зависит от проводимой в стране иммиграционной политики. До 2015-2016 гг. Иммиграционная политика Литвы строго ограничивала возможности трудоустройства иммигрантов из ТС. Позже, с быстрым ростом экономики и растущей нехваткой рабочей силы, она была слегка либерализована. С 2015 года иммигранты из ТС приобретают все большее влияние на рынке труда Литвы, хотя их удельный вес все еще очень низок (1-2%). С ростом числа иммигрантов из ТС на рынке труда Литвы, в стране все больше внимания уделяется защите их прав, гарантий и возможностей для интеграции в литовское общество. Анализ показал, что общая позиция иммигрантов из ТС на рынке труда Литвы также улучшается. Улучшается правовая защита, растет их средний доход, усиливается интеграция иммигрантов в обществе. С другой стороны, они по-прежнему иногда сталкиваются с рядом злоупотреблений со стороны работодателей: более низкие ставки за выполненную работу; предлагается работать дольше, чем предусмотрено Трудовым кодексом, не обеспечиваются соответствующие условия труда, хотя частота такого рода правонарушений уменьшается.

Ключевые слова: *иммиграция, граждане третьих стран, миграционная политика, рынок труда, Литва.*

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Üçüncü ölkələrin sakinlərinin əmək bazarında miqrasiya və inteqrasiya: Litva nümunəsində

Xülasə

Məqalənin yazılmasında əsas məqsəd, miqrasiya proseslərinin əmək bazarına təsirinin öyrənilməsidir. Qeyd edilir ki, miqrasiya prosesləri getdikcə dünya ölkələrinin iqtisadi və sosial inkişafına böyük təsir göstərir. Bir çox Avropa Birliyi (AB) ölkələri ixtisaslı işçi qıtlığı ilə üzləşdikləri üçün üçüncü ölkə vətəndaşı (ÜÖ) kimi tanınan AB üzvü olmayan ölkələrin vətəndaşları getdikcə bu ölkələrə yaşamaq və işləmək üçün gəlirlər. Bu, çox vaxt üzv dövlətlər və onların iqtisadi və sosial sistemləri üçün yeni problemlər yaradır. Bir çox onilliklər ərzində Litvaya immiqrasiya axını əhəmiyyətsiz idi, buna görə də ölkədə immiqrasiya siyasəti mövcud deyildi, lakin ölkə iqtisadiyyatının sabitləşməsi nəticəsində 2008-2009-cu illər böhranından sonra 2012-2014-cü illərdə miqrasiya artımı əhəmiyyətli dərəcədə yüksəldi və xüsusilə də, üçüncü ölkələrdən gələn miqrantların sayı daha çox artdı. Bu gün Litva üçüncü ölkələrdən, əsasən də keçmiş Sovet İttifaqı ölkələrindən daim artan miqrant axını ilə qarşılaşan Avropa ölkələrindən biridir.

Məqalədə Litvada üçüncü ölkələrdən gələn əmək miqrantlarına yönələn siyasəti, habelə mühacirlərin məşğulluğu və sosial müdafiəsi ilə bağlı problemlər təhlil edilmişdir. Miqrasiya nəzəriyyələrinin təhlili göstərdi ki, Litvada, eləcə də Şərqi və Mərkəzi Avropada ölkələrinə miqrantların girişi müvəqqəti olduqda, yerli əmək bazarının iştirakçıları arasında razılığın olmaması və miqrantlar üçün daimi yaşayış hüququnun əldə edilməməsi ən çox iqtisadi miqrasiya nəzəriyyələri ilə xarakterizə olunur. Buna görə Litvaya miqrasiyanın əsas səbəbləri də iqtisadi xarakter daşıyır. Qeyd etmək lazımdır ki, digər ölkələrdə olduğu kimi Litvada da ÜÖ-dən gələn mühacirlərin vəziyyəti, ölkənin miqrasiya siyasətindən çox asılıdır. 2015-2016-cı illərə qədər Litvanın miqrasiya siyasəti, AB-dən gələn mühacirlərin məşğulluq imkanlarını ciddi şəkildə məhdudlaşdırdı. Daha sonra sürətli iqtisadi artımla əlaqədar iş yeri qıtlığını aradan qaldırılması səbəbindən bir qədər liberallaşdırıldı. 2015-ci ildən bəri ÜÖ-dən olan miqrantlar sayı az olsa da (1-2%) Litvanın əmək bazarında getdikcə nüfuz qazanmağa başladı. Litva əmək bazarında ÜÖ mühacirlərinin sayının artması ilə onların hüquqlarının,

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zəmanətlərinin və Litva cəmiyyətinə inteqrasiya imkanlarının qorunmasına daha çox diqqət yetirilir. Təhlil göstərdi ki, ÜÖ mühacirlərinin Litva əmək bazarındakı ümumi vəziyyəti də yaxşılaşır. Hüquqi müdafiə yaxşılaşır, onların orta gəlirləri artır və mühacirlərin cəmiyyətə inteqrasiyası artır. Digər tərəfdən, onlar yenə də bəzən işəgötürənlər tərəfindən bir sıra qanun pozuntuları ilə qarşılaşırlar: görülən işlərə görə ödənişin aşağı olması; Əmək Məcəlləsində nəzərdə tutulandan daha uzun müddət işləmək təklif olunur, müvafiq iş şəraiti təmin edilmir. Sösüz ki, bu cür cinayətlərin intensivliyi getdikcə azalır.

Açar sözlər: *immiqrasiya, üçüncü ölkə vətəndaşları, miqrasiya siyasəti, əmək bazarı, Litva.*

Elmi redaktor: i.f.d., dos. Y.Məmmədov
Daxil olub: 08.09.2020.
Çapa qəbul olunub: 14.09.2020.

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