

GLOBALLY APPLIED FREE LABOUR MOVEMENT MANAGEMENT IN TERMS OF CONTEMPORARY MIGRATION PROBLEMS

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Abstract

The research object of this scientific paper is the freedom of labour force movement. The paper objective is to study development and trends of labour force movement from the global perspective. Moreover, the paper further examines, and analyses migrants' flows especially within OECD countries stressing the position of Slovakia, as a member of Visegrad 4 Group countries, too. The analysis also covers the measurements introduced by selected OECD countries and Slovakia. The objective of investigations are phenomena, processes and measures associated with solving problems of big migrants' surge recently. The changes in integration policies in OECD countries underlining the principle of solidarity that should be emphasised in their implementation. Finally, the policies established are analysed and recommendations for the management of labour force movement are discussed that could also be implemented for "desired or undesired" migration of people in Slovakia or worldwide.

Key words

labor mobility, integration policy, Slovak labor market, free movement, migration

JEL Classification: J6, J8, J61, H24

Introduction

It is almost a decade since the financial crisis burst out and brought the bankruptcy of many companies. The labour market suffered from closing many work positions and the unemployment rate took off. Economic situation was deteriorating almost all over the world. Labour market recovery was slow, moreover, existing and new war conflicts, especially in Syria in 2011 and Ukraine in 2014, problems in Africa, lead to the significant increase in migration flows. Europe has been shaken by unbelievable increase of migrants and refugees i.e. asylum seekers. To design appropriate policies that would tackle and facilitate the integration of African and Asian migrants and refugees into the labour markets have become an urgent task especially in OECD countries. Governments have been solving the problems how to distribute evenly humanitarian migrants across the OECD countries, or to do so for refugees or asylum seekers, as, well.

Goal and Methodology

Free movement of labour force must be perceived from economic, social, cultural and legal perspective. The objective of the scientific paper is to investigate the situation in labour market outcomes of migrants. Migrants in OECD documents are named people who have been relocated to a new labour market voluntarily or involuntarily, which should be

corrected, migrants are the consequence of voluntary migration movement and refugees and asylum seekers are the consequence of involuntary migration. Migration covers migrants and refugees (asylum seekers). Foreign-born workers include voluntary migrants and also refugees who are interested in joining labour market in their new destination country. This paper presents a) the analysis of migration development especially focusing on changes in migration policies and recent trend of migration in Slovakia and within the Visegrad Four. In general, each citizen of the European Union has the right to work and live in other EU member state without being discriminated referring to his/her state nationality and for the work performed he/she must be rewarded in accordance with the EU norm and National legal regulations and directives. Theoretical thresholds are compiled and processed, then the research continues by collection and analysis of the quantitative and qualitative data, that allows better understanding and interpreting the data collected, which is called sequential explanatory design i.e. a type of mixed-methods approach (synthesis, deduction, analysis, comparison) being used in investigation process. Results are analysed and compared, focusing on the characteristics of a Slovak position. Data were obtained from the OECD and ministries of Slovak Republic databases and Statistical authority of the Slovak Republic.

1. Labour Mobility and Economic Aspects of Migration in Literature Overview

„Labour mobility consists of relocations of workers both across physical space (geographic mobility) and across a set of jobs (occupational mobility)“ (Long & Ferrie, 2003). Geographic labour mobility is explained as a natural person's ability and interest to perform work in a particular physical location, while occupational mobility is considered as a natural person's ability to change types of work. Paul Krugman (2003) defines international labour mobility as the movement of workers between countries. International Economics Glossary presents a definition of labour mobility as “the ability of workers to move between industries and locations to obtain higher wages or more favourable working conditions”. Gromov points out that “increasing and maintaining a high level of labour mobility allows a more efficient allocation of resources. Labour mobility has proven to be a forceful driver of innovations”. (Gromov, 2010). “Labour mobility refers to the ease with which labourers are able to move around within an economy and between different economies. It is an important factor in the study of economics because it looks at how labour, one of the major factors of production, affects growth and production” (Radcliffe, 2009). Local public goods provision, production subsidy or infrastructure investment have an impact on density of inhabitants and are attractive targets for the labour force. Frequently, “an increased supply of local transport infrastructure, schools, health services, etc. in one region would alleviate dispersion forces and therefore increase agglomeration in that region” (Combes and Ypersele (2013). Increased agglomeration attracts investors and of course it is again a target for movement of labour force seeking the work and place to settle down. Most models of international trade assume that labour is perfectly mobile within a country between industries and locations but not mobile at all between countries.

A group of labour seeking migrants should be included into the economic life by selected destination country. No doubts managing mobility and migration require elaborated legislation associated to this matter and financial resources. “A pilot initiative of the European Investment Fund – the Social Impact Accelerator (SIA) assists to raise equity finance to support social enterprises promoting social inclusion by providing alternative sources of employment to marginalised social groups e.g. socially and financially excluded people, economic and political immigrants and refugees, disabled people, former convicts, and minorities.” (Saxunova, 2015). According to Gehringer (2014, p.41) “if mobilised

international financial resources reach well-performing financial systems, then they enhance economic growth and stabilise the entire industrial system. If, on the contrary, progressive financial openness occurs in environments with poorly functioning financial institutions and financial markets, economic opportunities are curtailed, with detrimental consequences on economic growth.” This may highlight why labour force mobility direction, in majority cases, leads to settling down in developed countries. Migrants choosing developed countries as their target destination for finding the job in Luxemburg, Switzerland, Liechtenstein, Germany, Sweden, Great Britain, Holland, Norway, Denmark, Austria or France etc., represent a proof of that matter.

Crescenzi et al. (2017) state that in the standard neoclassical economic framework, individuals migrate where they can best maximize their earning potential, or respecting models of cost-benefit analysis (Borjas, 1990) migrants migrate because they are rational actors seeking the best return on their investment and successful regions are those being able to offer the most competitive salaries and work conditions to potential applicants. However, Knapp and Gravest (1989) argue that many people migrate to areas of low income and high unemployment to benefit from low cost of living and available amenities (good climate, green space or culture). Crescenzi et al. (2017) also emphasise the role of social networks in the process of decision making where to relocate. Transnationalism represents the stream of advocates who perceive migration behaviour strongly influenced by networks. If we focus on social networks they cover conceptually variety of social bounds – partnering, family, parenting, friends, business network. Highly skilled workers, in our case migrants keeps strong ties not only in the country of their destination but also in the country what they left. Vetrovec (2002, p.3) defines „a migration as a proces of the network building, which is dependant on and reinforces social relationships across the space.“ Therefore, migration leads to migration and to returning migration. Highly skilled migrants represent a great value for the country of destination. (Crescenzi et al. 2017, p.604-607).

2. Labour Market Outcome of Migrants and their Integration in Global Arena

Based on the OECD figures from the research the employment rate of the migrating population in the OECD area achieved 66.4% in 2015 and a slight increase in 2016 was marked - 67.4%, out of which on average in the OECD 8.3% of foreign born workers did not have a job and 12.4% of them were without work in European OECD countries. (OECD, 2017). In the OECD countries the foreign-born workers used to

be employed in construction industry, that recently has shown a declining trend by over 20% over last seven years. In Canada and the USA the situation has been improving, low skilled migrants' unemployment rate went down by 1.8% and 4.1% respectively in 2011-2016. Employment rate in the category of older workers recovered strongly in the USA, in European OECD and in Canada by 3.6, 6.7 and 5.4 % respectively. The problems still remain in Europe, where the recovery is slower especially in migrating youth (their participation rate decrease is 10% since 2007 in the USA and European OECD countries). The problem of young unemployed is not only they are without the job but they are unemployable, they lost working habits and in many cases they are not willing to study or to obtain new or improve their old skills for some trade.

Jobs, which require routine tasks, are performed by low-skilled migrating workers, almost 47% of foreign born workers are employed in such occupations. There is a risk associated with these jobs, the work of people could be replaced by automation progress, especially in a long run perspective. The governments of the developed countries should approach the migration problem on the base of solidarity principle and make an effort to design such a policy that would ease an integration process of migrating new-comers to the society in their destination, which is certain OECD country the most frequently.

There are following policies proposed, some have already been implemented to assist integration of voluntary migrants or refugees into the society stressing the need to work or obtain the knowledge or skills being able to get involved into the labour market, policies are to be implemented in the OECD countries, Bulgaria, Lithuania, Romania and Russia:

- a) An emphasis of the policies is placed on providing customized measures for voluntary migrants and refugees.

Immigrants come from various countries, they differ in education, practical experience, they come from different economic and family backgrounds. The countries prepare integration programmes that could address the migrants/refugees' needs. It is important to organise programmes for them in order to meet the migrating labour force requirements i.e. the time, location, e.g. online learning courses; offer flexibility for workers, who can study; content what they are interested in, and also time flexibility. For instance, Belgium developed a digital platform Netbox for Dutch language training.

Language courses are principal, many states are preparing language courses for immigrants – for instance, Czech Republic formed a design of more personalised language training options, France, Latvia- created tailored-made language courses to

adjust to different tracks, with different paces of progression and variety of thematic areas, even extra classes are provided, so-called supporting classes for those who fail to pass language exam. In addition, other tasks for migrants are a) to plan introduction of supplementary courses to obtain practical skills to perform various trades, and b) to speed up their joining skilled employment group.

- b) „ Work from day one“- proposed measures to help integration are adjusted to labour market needs.

It is assumed not to postpone the time of finding and getting a job, of supporting language course for immigrants. For instance, in 2016 Finland launched a trial project for 2000 immigrants to help them to become the part of labour market in 4 months, then it continues by training on the job, stressing language, culture and professional skills; Germany - offers formats of vocation training in various languages, including internship and site visits. The budget for vocational language learning in 2016 increased from 179 mil. EUR to 470 mil. EUR in 2017. Denmark - courses are organised at the workplace or after working hours, newcomers are immediately involved into working process, participate in job training when they are healthy, for those who are not ready Danish government organizes support two-year basic education scheme, combining lessons in the school and remunerated internship. Municipalities are offered an incentive of 25000 DKK (about 3400 EUR) for each migrant/refugee who starts working in 2016 or 2017. Social benefits were cut, which is compensated with the reward for taking up employment. Norway (job-related training schemes and individual integration plans are matched) or Latvia (language courses in the workplace) organise similar programmes.

- c) To organise centres where the information will be provided at one location.

Immigrants must be well informed immediately at the beginning, they should receive all essential information needed to settle, find the job, or study or in other way to get involved into the labour market and to integrate to the society in a transparent way. „The centres act as one-stop agencies and provide information and support to all recently-arrived nationals from non-EU countries, including asylum seekers. “For instance, Finland designed a smartphone application (TEMWISIT) for new immigrants guidance to be advised by public servants about various services, Sweden –“ setel.in -platform was launched for migrating workers, Germany, the Netherlands, United Kingdom, etc. Latvia (Information centres for immigrants), Estonia and Portugal (welcome guide for new arriving people).

- d) To improve coordination among stake-holders, i.e. among different levels of government, services providers and civil society associations, that oversee implementation of integration policy.

The new EU *Action Plan on Integration* was elaborated on the European level, by the European Commission. This plan covers a common policy framework and supporting measures to be used by other EU member states to develop and strengthen their national integration policies aimed at third country nationals and in addition, it assumes a more co-ordinated approach for the use of EU funds to support national integration measures: actions are planned for key areas, such as:

- i) Pre-departures and pre-arrival integration measures (international protection included);
- ii) Education, employment and vocational training;
- iii) Access to basic services;
- iv) Active participation and social inclusion.

For example, responsible ministries coordinate their activities together, e.g. Ministries of Education, of Labour, and of Children and Equality – joint strategy aimed at adult learning in Norway, similarly in Austria; in Czech Republic -a network of 12 regional support centres for coordination with local authorities, NGOs and other stakeholders to inform and advice immigrants, to get them involved into learning and training process, financed by the European Social Fund; Ireland – Social Inclusion and Community Activation Programme organized by local community development committees focused on the local guidance and training providers; Switzerland (new secretariat established for the coordination of, and quality assurance in, language training) and Greece (Ministry of Migration formed) – in both states, there is a coordination capacity strengthened at the central level by setting up central co-ordinating bodies for the management of the refugees and a secretary responsible for migration communication.

- e) To make integration process faster, adjusting the length of various programmes.

Many countries have attempted to accelerate the integration process throughout 2016, which means many countries shortened the language courses, training and made them compulsory for migrants and refugees. (France language courses are for immigrants provided by the French Office for Immigration and Integration and were reduced from 400 hours to 200 hours; Denmark: integration programme sped up from 3 years to 1 year, municipalities are committed to commence its integration training for immigrants within one month, there are shortened language and integration programmes in Latvia, Lithuania

(maximum of 12 months from previous 24 months), Finland (cut to 4 months).

- f) An ongoing trend prevails to make integration measures compulsory – a certificate of civic

integration is required by some states ((Belgium, France) or compulsory „declaration of participation“ in the Netherlands; permanent residence card after 5 years in France achieving A₂ level in the language fluency, Austria introduces a new legislation proposal- a obligatory integration year for refugees or other asylum seekers, for a minimum 1 year or until migrants‘ start the job.

- g) The effort to recognise foreign educational qualification and evaluate skills of arriving immigrants, and easier access to citizenship or on the contrary, continuous trend to restrict citizenship and to introduce measures for revoking it. It is a priority on the policy agenda.

If foreign qualifications formally have been recognised it enhances the employment prospects of skilled migrants. Several countries closed contracts on bi- or multi-lateral, mutual recognition agreements (Poland, Lithuania with China) or (the Benelux countries) on mutual recognition of higher education qualifications. Australia and the Netherlands introduced provisions to strip persons involved in terrorist activities of nationality, while Portugal rejects citizenship application when the person is a suspect from terrorist activities

- h) Integration of migrating children in education, new measures and regulations were introduced also for fostering the integration of refugees and their children.
- i) to enhance the discussion about migration and integration policies with the general public.

The problems with migrants and refugees has led to refusal of migrants by general public, therefore several states created special website on migration, round-table discussions (e.g. Czech Republic: a Media Working Group on Migration. In Greece a Special Secretary to coordinate official communication and on refugee and migration policy was appointed in 2016. In Finland, The Ministry of Justice and Employment started initiative called “ Trust- Good relationship in Finland, the initiative is aimed at assisting to tackle the problems with migrants‘ discrimination, to encourage good relationship and mutual respect between refugees and Finish residents in municipalities.(OECD, 2017)

The dominating group among migrants consisted of employees in construction (38,700 persons), health and social work activities (35,300 persons) and industry (32,100 persons) in 2016. Slovak economic mobile employees work the most frequently in

construction (30,3 %), in various industrial sector (21,5 %) and in the health care and social services (18,4 %). Slovak Office of Work and Family dealing with employment registered in its system approximately 16,046 open working positions that were offered to the unemployed in 2014. At the end of 2016 open working positions offered to unemployed reached more than 35,000, more than double increase, and majority positions were in technical, moderately or highly specialised professions which are an evidence that Slovakia has a lack of specialized professions and lack of strategic job planning.

3. Foreign Working Mobility in Slovakia in Figures

A very serious signal for Slovakia is foreign working migration. The official reports on unemployment disclose a declining trend though, but, no doubt, there is a large outflow of labour force from

Slovakia. The number of persons employed *abroad* for a short term was 149800. Compared with the 4th quarter of 2016, their number declined by 3700 persons (by 2,4 %). In European countries, the most Slovak citizens were employed in Austria (55600 p.) and in the Czech Republic (35100 persons).

The most citizens working abroad were from Prešov's county (34500 persons), Žilina's county (25100 persons) and Nitra's county (24200 persons). The number of persons employed abroad decreased in four regions, the most significantly in Prešov's county (by 8,1 %). The number of persons employed abroad decreased in four regions, the most significantly in Prešov's county (by 8,1 %). On the contrary, it increased the most in Nitra's county (by 8,2 %). (SUSR, 2017). Comparing results of the year 2016 we may conclude that the ranking of the top two is unchanged, the most migrating citizens were from Presov also in 2014, followed by Žilina. (see table 1).

Table 1. Foreign labour mobility-outflows for Slovak counties in 2014.

County	Slovak Labour Force working abroad In persons	Proportion of employees abroad compared to overall total employment in Slovakia (in %)
Prešov's county	36100	11,1 %
Žilina's county	23600	8,1 %
Nitra's county	23100	7,5 %
Banska Bystrica's county	16500	6,0 %
Košice's county	15500	4,9 %
Trenčín's county	8600	3,2 %
Bratislava's county	5900	1,9 %
Trnava'a county	4800	1,8 %

Source: Adapted from Statistics Authority of the Slovak Republic, 2015

The most significant reasons to leave Slovakia and seek the job abroad are economic reasons, to improve financial situation and family reunion. From our sample of 240 questionnaires, firstly, 90% of respondents mentioned bad economic reasons and the goal of improving financial conditions as the cause of their decision to work abroad; and secondly, the family integration, the natural desire for family being together is the consequence of the responds with the second highest percentage -78%; but, on the other hand, what is even more alarming is their decision to live in a new country, which has provided them with the work and attractive social advantages.

Living costs in Slovakia are fairly high and the level of wages low, especially for the employees with the basic education or with low skills or none skills. (Kajanova, 2015). Slovak citizens (in the sample) usually choose as their destination countries especially Czech Republic and Austria, the closest countries to

Slovakia. Therefore, the over-borders employment, especially in Austria is very frequently occurring, Slovak nurses create the most numerous group of Slovak workers providing social and health care to ill and elderly Austrian people. A relatively large group of Slovaks work as seasonal workers in tourism (restaurants and hotels). In 2014 the most of Slovak citizens worked in Austria (39000) and in the Czech Republic (37000).

In 2016 the dominating group among migrants consisted of employees in construction (38700 persons), health and social work activities (35300 persons) and industry (32100 persons). Slovak economic migrants work the most frequently in construction (30,3 %), in various industrial sector (21,5 %) and in the health care and social services (18,4 %). Slovak Office of Work and Family which deals with employment registered in its system approximately 16046 open working positions that

were offered to the unemployed in 2014. At the end of 2016 open working positions offered to unemployed reached more than 35000 and majority positions were in technical, moderately or highly specialised professions which are an evidence that Slovakia has a lack of specialized professions and lack of strategic job planning.

Table 2 shows in percentage the number of the EU free movement immigrants compared to the EU total

number of the permanent immigrants inflowing to the EU in 2007-2015. The period before financial crisis proves there was a lot of labour force mobility within the EU (48,2%) in 2007, which later declined by 6% and hit the bottom at 39,5% - share in 2009, since then the share of EU free movement of labour force has been increasing reaching 55,7% share in 2014 and the following year the drop to 53,2% is seen.

Table 2. Inflows of permanent immigrants into the EU, 2007 -2015

Inflow of immigrants	2007	2008	2009	2010	2011	2012	2013	2014	2015
All countries	4460300	4201600 -5,80%	3927200 -6,53%	3846100 -2,07%	3823600 -0,59%	3847000 0,61%	3930500 2,17%	4113000 4,64%	4322100 5,08%
EU total	2601100	2249100 -13,53%	1985600 -11,72%	1959500 -1,31%	1924300 -1,80%	1940500 0,84%	2003400 3,24%	2180600 8,84%	2336700 7,16%
EU free movement	1254000	965000 -23,05%	784800 -18,67%	800700 2,03%	897100 12,04%	1006900 12,24%	1045500 3,83%	1215000 16,21%	1243200 2,32%
EU free movement/ EU total	48,2%	42,9%	39,5%	40,9%	46,6%	51,9%	52,2%	55,7%	53,2%

Source: Adapted from (OECD, 2016); (OECD, 2017)

Table 3. Inflows of permanent immigrants from V4 Group countries into the EU, 2007 -2015

Inflow of immigrants	2007	2008	2009	2010	2011	2012	2013	2014	2015
CR	14800	16500 11,5	14400 -12,7	12700 -11,8	8200 -35,4	2900 -64,6	2500 -13,8	2400 -4,0	380 -84,2
SR	100600	76200 -24,3	38200 -49,9	28000 -26,7	20700 -26,1	28600 38,2	27800 -2,8	38500 38,5	31600 -17,9
HU	22600	35500 57,1	25600 -27,9	23900 -6,6	22500 -5,9	20300 -9,8	21300 4,9	26000 22,1	25800 -0,8
PO	40600	41800 3,0	41300 -1,2	41100 -0,5	41300 0,5	47100 14,0	46600 -1,1	32000 -31,3	86100 169,1

Source: Adapted from OECD, 2016); OECD, 2017

3.1 Temporary migration

Temporary labour migration covers various types of movements, such as intra-European mobility of workers, postings, cross-border work, temporary work, seasonal workers connected with agricultural activities and non-agricultural activities (hotels, touristic services, catering, other tourist related service.

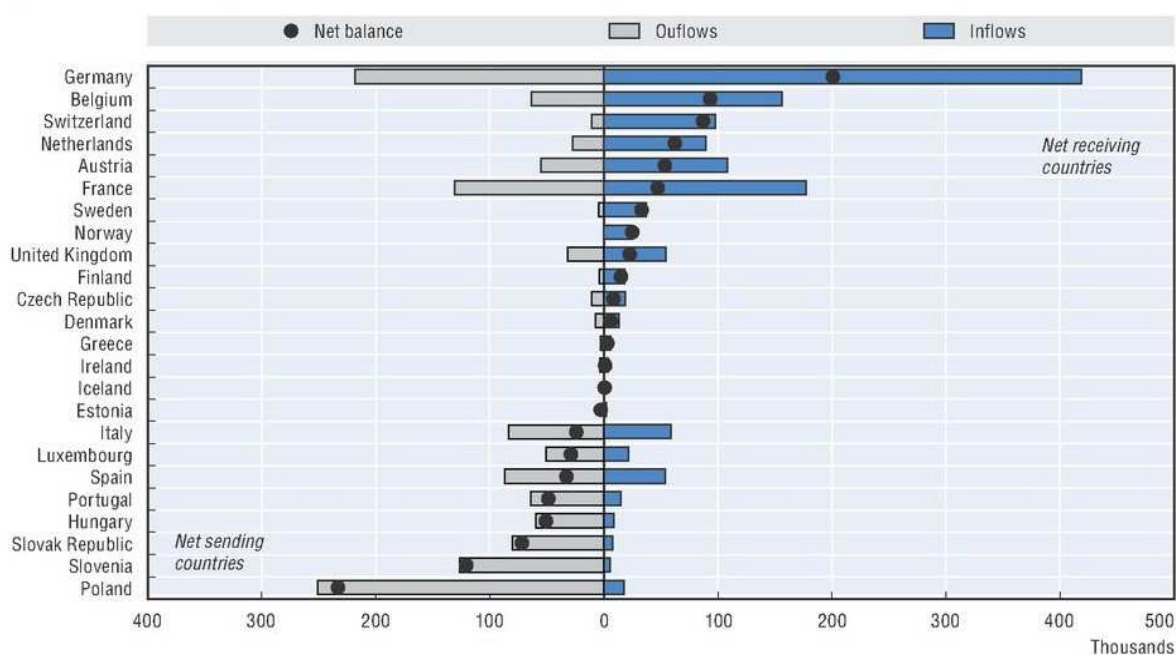
As seen in the figure 1 Slovakia is 3rd net sender of people to the countries of EU, with Poland leading this group, 3rd Slovenia and 4th Hungary. Almost all V4G countries, except for Czech Republic which belongs to group of net recipients of workers, this

group is led by Germany, Belgium and Switzerland. Not all Slovak labour force working abroad are absolutely content, in spite of being far from the home, they are in contact with the family and friends, they are adaptable to new multicultural conditions and accept willingly requirements and conditions in order to work abroad. The estimated number of Slovaks working abroad is about 300,000. Fairly high number of Slovaks study in foreign countries, approximately 30,000 students. Slovakia as a host country is not so popular for migrants because of not being able economically to offer rich social benefits and allowances what migrants especially are seeking. Nowadays the ability of the states to accept working migrants can be measured utilizing more criteria, such

as social allowances, security, religion tolerance etc. Slovakia is net sender of workers to the EU, see Fig.

1, in appendix shows the development in 2014 for comparison).

Figure 1. Net recipients and net senders of workers in 2015



Source: Adapted from OECD, 2017

Conclusion

National legal systems in the area of labour law are harmonized as a consequence of the EU legislation. The agency EURES assists with the employment policy to a large extent. Freedom of the mobility has a positive impact on individual economics of the EU member states, their migrating citizens earn and save financial resources and invest in a domestic state, or help their families living in their home countries. For instance, the advantage of Slovakia, which is a member of the Eurozone, is that migrating employees from Slovakia within the European Union and Eurozone financially do not lose due to changes in foreign exchange rates. But countries out of the Eurozone do not have this advantage. This fact may be the incentive for countries and their governments to accomplish this goal “of becoming the Eurozone member” by fulfilling Maastricht criteria, however the present economic situation and migrants’ crisis have slowed down the process of enlarging the Eurozone. Foresti, Marani a Piroli (2015, p.3) found out in their research made in Hungary, Czech Republic, Bulgaria and Romania that “the potential accession of the new member states may increase the level of fiscal indiscipline in the Eurozone.”

To manage labour migration when the EU faces challenges in the area of an extreme labour mobility,

there is an enormous need for any possibility of job creations, the crucial task lies on the EU member states and OECD countries and Asian countries:

- To enlarge labour market, job quality, create job opportunities the capability of mobilizing ideas of various teams preparing projects that will assist with and tackle the problems that have arisen, problematic behaviour of numerous migrants is a big obstacle of the effort being made by EU member states.
- To get to know historical and cultural background, achieve mutual understanding, teaching the cultures foundation of the recipient country in the course organized by municipalities.
- Large corporations may offer certain job positions, but they usually have special requirements for the qualified labour force. SMEs, social businesses, charity organizations may contribute to creating work positions, especially for non-qualified labour force.

The mentioned problem is very actual and raises questions for new research because migrants receiving social benefits access to permanent residence may result in dissatisfaction not only of domestic citizens living in the poverty conditions and leading to supporting extremism moods.

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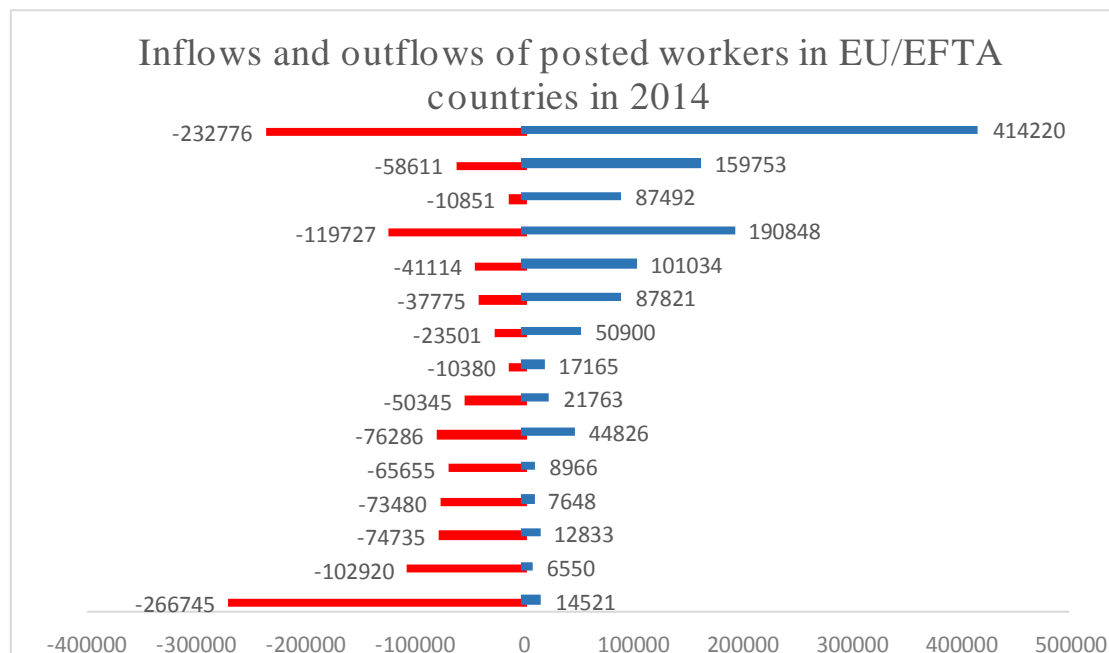
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Appendix:

Figure 2. Net recipients and net senders of workers



Legend: Negative numbers are outflows/ positive numbers represent inflows of people to the country.

Net recipients: From the top: 1. Germany (414,200 recipients), 2. Belgium, 3. Switzerland, 4. France, 5. Austria, 6. the Netherlands, 7. UK, 8. Czech Republic (17,165)

Net senders: 9. Luxemburg(-50,345 senders), 10. Spain, 11. Hungary, 12. Slovakia, 13. Portugal, 14. Slovenia, 15. Poland (-266,745 people).

The countries in figure 2 in the order: 1. Germany, 2. Belgium, 3. Switzerland, 4. France, 5. Austria, 6. the Netherlands, 7. UK and 8. Czech Republic are states who receive more workers from abroad than they send workers abroad, unlike the states 9. Luxemburg, 10. Spain, 11. Hungary, 12. Slovakia, 13. Portugal, 14. Slovenia and 15. Poland.

Source: Adapted from OECD, 2016