

# **UACES 45<sup>th</sup> Annual Conference**

**Bilbao, 7-9 September 2015**

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Working Paper for UACES 45th Annual Conference  
Bilbao, Spain, 7–9 September 2015

## **EU and USA as Key Immigration Destinations in the Early 21st Century. Can the EU Benefit from the U.S. Experiences?<sup>1</sup>**

### **Introduction**

The EU is one of chief immigration destinations in the 21<sup>st</sup> century, accompanied by significant migration movements within the Union. International migrations of people and its consequences are the source of serious challenges for the EU and its Member States' public policy. Migrations, together with other demographic changes experienced by Europe, such as population aging, lead to, among others, increasing multidimensional diversity of the European societies which in turn influences economic, social and political processes within the EU. Therefore understanding the causes, effects and changes themselves is necessary before effective migration, integration and demographic policies can be devised and implemented.

While devising long-term public policy, other states' and regions' public policy may be source of inspiration or warning. The United States with its economic and demographic potential and position as immigration receiving country, as well as its history of being established and shaped by immigrants, and therefore experience in designing immigration and integration policies, are natural point of reference for the European Union. In this context we need to ask whether it is possible for the European Union to use experience of the United States in solving its own problems with influx of migrants, particularly from third states?

International migration flows are a complex phenomenon that is best addressed from many approaches. Therefore, the present paper is interdisciplinary in character and aims at comparing migration situation of the European Union and the United States and its consequences in the effort to establish whether both entities face the same challenges and if so, if the European Union can use the U.S. experiences to inspire solutions to its problems with immigration. The leading research methods used during preparation of this paper include international comparisons and analysis of official documents and statistics.

## **1. Immigration to the EU and USA in the early 21<sup>st</sup> century – general remarks**

### **1.1. How to understand “immigrant” – definitional dilemma<sup>2</sup>**

International comparison of situation in the area of immigration to the EU and to the USA requires solving fundamental problem of differences in how international migration, including immigration, and categories of people who are considered immigrants are defined. Both international organizations (United Nations, International Organization for Migration, European Union) and states use different definitions of “immigrant”. Immigrants can be considered, among others, from the point of view of foreign citizenship, different country of birth, country of previous residence, or the length of their stay (less than year, more than year or permanent residence)<sup>3</sup>. Sometimes all those criteria are used at the same time for precise definitions of who is an immigrant or what type of immigrant a person is (e.g. short-term or long-term immigrant). In public debates and in media some terms, such as migrant-immigrant-alien-foreign born, are often used interchangeably. Such practice may result in methodological errors. Differences in definitions are the reason for different data sets on immigration (both in stocks and flow approaches). Although those data sets usually have a common part, they are not identical as e.g. not all foreigners are immigrants (as they could have been born in the state they are living), immigrants may include citizens of a state that were born in a different country or finally people declaring that they will stay (or stayed) in a country for at least a year but who eventually decided to move to yet another country. Relations between immigrants, refugees and asylum seekers are equally important but separate subject. Moreover different agencies within a single state may collect data on immigration using various criteria: national statistical agencies may use census data on resident population, immigration agencies may use requests to guarantee asylum or refugee status or legalization of stay, while research institutions, NGOs and public opinion research organizations may use poll data.

Within the EU the international migration may be analyzed from two perspectives: migration within the EU (between Member States) or migration between the EU (its Member States) and third countries. Thus one can analyze extra-EU migrations and mobility within EU (intra-EU migration). Extra-EU migrations are defined as movements of people from outside the EU who are not citizens of the EU. Consequently intra-EU migrations are defined as movements of the EU citizens within the EU<sup>4</sup>.

Many definitions of migration, including immigration, are used within the EU. Definitions used in the EU official documents are not always used by Member States which makes collecting comparable data difficult. Therefore the EU acts to standardize data collection. Until 2008 data on international migration were collected on the basis of a gentleman’s agreement. Since then the annual migration data collection is regulated by

*Regulation (EC) No 862/2007 of the European Parliament and of the Council on Community statistics on migration and international protection.* Eurostat – in cooperation with the United Nations Statistical Division, the United Nations Economic Commission for Europe, and the International Labour Office – requests data from national statistical institutions in the EU Member States within the framework of the Joint Annual International Migration Data Collection<sup>5</sup>. In this context, “immigration” is understood as “the action by which a person establishes his or her usual residence in the territory of a Member State for a period that is, or is expected to be, of at least 12 months, having previously been usually resident in another Member State or a third country”, and „immigrant” is a person who undertakes an immigration<sup>6</sup>. The quoted definition does not refer to citizenship of immigrant which implies broad approach to the definition of citizenship.

Definitions of international migration used by the EU, including Eurostat, are rooted in *United Nations Recommendations on Statistics of International Migration*<sup>7</sup> and the *United Nations Recommendations for the Censuses of Population and Housing in the ECE Region*<sup>8</sup>. Data used by Eurostat are collected from data bases and research conducted by the EU Member States and in some cases Eurostat estimates statistical data<sup>9</sup>. Combination of those methods enables Eurostat to provide data on immigration by citizenship, country of birth and country of previous residence for each EU Member State and for the EU.

For departments and agencies of the US federal government, *Immigration and Nationality Act* (INA) provides definition of immigrant and regulates matters related to acquiring citizenship. *Immigration and Nationality Act* was first passed as *McCarran-Walter Act* (66 Stat. 163) in 1952. Article 101(a)(3) of INA groups people into two categories: those who are were born or are naturalized citizens of the United States and aliens – those who are not yet citizens. Article 101(a)(15) of INA stipulates that every foreign born person living in the United States is considered an immigrant, unless he or she fits into one of 24 categories of foreign born who are not immigrants, e.g. diplomatic personnel, businessman travelling in official capacity, tourists<sup>10</sup>.

Everyday practice of federal administration required the detailed definition of immigrant provided by INA to be simplified. Although the INA definition of immigrant is very detailed, its form is negative: INA defines who an immigrant is by enumerating who is not an immigrant. Therefore the US Department of Homeland Security and its agencies, including Office for Immigration Statistics and United States Citizenship and Immigration Services, prepared positive definition of an immigrant based on the definition provided by the Congress in INA. For DHS and its agencies an immigrant is defined as “an alien admitted to the United States as a lawful permanent resident” also called Permanent Resident Alien. However, DHS stresses that under INA a person that entered the US territory illegally would also be defined as immigrant, but is not recognized officially as permanent resident alien and thus is considered illegal immigrant. The DHS definition of an immigrant is supplemented by

definition of migrant who is described as “a person who leaves his/her country of origin to seek residence in another country”<sup>11</sup>.

## **1.2. Immigration and immigrant population statistics in the EU and the USA – an overview of recent trends**

In this paper we are analyzing international migration in the European Union, focusing on immigration to the EU and its Member States, particularly from third countries. EU Member States, aiming at collecting comparable data on international migration, supply the Commission (Eurostat), under the requirements of the above mentioned *Regulation (EC) No 862/2007 of the European Parliament and of the Council on Community statistics on migration and international protection*, with among others statistics on “the numbers of: (a) immigrants moving to the territory of the Member State, disaggregated as follows: (i) groups of citizenship by age and sex; (ii) groups of country of birth by age and sex; (iii) groups of country of previous usual residence by age and sex”. In this context it is useful to recall two definitions used by the EU. The EU defines a “third-country national” as a person “who is not a citizen of the Union within the meaning of Article 17(1) of the Treaty, including stateless persons”, while “external borders” are understood as “external borders as defined in Article 2(2) of *Regulation (EC) No 562/2006 of the European Parliament and of the Council of 15 March 2006 establishing a Community Code on the rules governing the movement of persons across borders (Schengen Borders Code)*”<sup>12</sup>.

To show recent migration trends, indicators such as total number of immigrants to the EU states, total international migration balance (net migration), immigration by broad age groups, citizenship, country of birth and country of previous residence were analyzed<sup>13</sup>. The core part of the analysis is based on the Eurostat data on long-term international migration after 2008.

Approximately 3.4 million people immigrated to the 28 EU Member States in 2013, including nationals of the reporting states and of other EU Member States, non-EU nationals, stateless persons and persons with unknown citizenship, comparing to 3.2 million per year for EU Member States between 2010–2012 and 3 million in 2009 for EU-27 (no data for Belgium, Greece and Bulgaria). In 2013, Germany received the highest number of immigrants (697,200 persons) in absolute terms, followed by the United Kingdom (526,000). The combined share of those two states in total immigration to the EU stood at 35.9%. Other states with substantial immigration included France (332,600), Italy (307,500) and Spain (280,800). Germany and the United Kingdom were also leaders in acceptance of immigrants between 2010–2012. In 2013 more than half of the EU-28 were countries of net immigration. The group of net immigration states was diversified: the highest absolute value was reached by Germany (433,400) and the lowest by Slovenia (487 people). Among 12 countries of net

emigration, Bulgaria was the country with the lowest net migration (-1,100) while Spain noted the lowest negative balance (-251,500). Between 2008 and 2013 the number of countries of net emigration in the EU increased from six out of 27 in 2009 (no data for Greece and Bulgaria) to twelve in 2012<sup>14</sup>.

The full complexity of the immigration situation is better presented through analysis of immigration by citizenship, country of birth and previous country of residence. In 2013 immigrants with the citizenship of their target EU Member State – so called ‘nationals’ – constituted 831,700 out of the total number of 3.4 million immigrants to the EU, which corresponded to 24.5%. Hence the total number of non-nationals was 2.5 million, or 3/4 of immigration to the EU Member States in that year. Citizens of other EU-28 Member States amounted to 1.2 million immigrants (34.6%) and those of third countries to 1.4 million (40.5%). At the total level of 0.3% stateless persons (6,100) and people of unknown citizenship (4,400) had the lowest share in immigration<sup>15</sup>. In 2013 native-born immigrants (persons born in reporting EU Member State) amounted to 658,700 persons (19.4% of total immigration) for all the EU-28 states and foreign-born population amounted to 2.7 million of people (80.3% of total immigration), including 1.2 million foreign-born in other EU Member State than the reporting one and 1.6 million foreign-born in a non-EU-28 Member State. Therefore the share of immigrants born in third countries within total immigration exceeded the share of those born in a different EU-28 Member State than the reporting one (45.8% and 34.4% respectively). People with unknown country of birth in turn numbered just 10,100, or 0.3% of the total number of immigrants<sup>16</sup>. In 2013 the absolute numbers of immigrants coming from another EU Member State and from non-EU-28 states were comparable and equaled to approximately 1.7 million people each. The state of previous residence was unknown only in case of 25,300 people (less than 1% of all immigration)<sup>17</sup>. Dividing the total number of immigrants to the EU (3.4 million people in 2013, no data for Slovakia) into three broad age groups (0–14, 15–64, 65+), immigrants at the age of 15–64 (working age) constituted 83.7% of the total (2.8 million people), while the youngest age group amounted to 13.4% (453,600 people) and the oldest to 2.9% (98,000)<sup>18</sup>.

According to the latest Eurostat data, on 1 January 2014 the migrant population living in EU amounted to 33.5 million people who were born in a third country and additional 17.9 million persons born in other EU Member States then they were living. Simultaneously, “the number of people residing in an EU Member State with citizenship of a non-member country was 19.6 million, representing 3.9% of the EU-28 population. In addition, there were 14.3 million persons living in one of the EU Member States on 1 January 2014 with the citizenship of another EU Member State”<sup>19</sup>.

To conclude, according to Eurostat on 1 January 2014 the population of EU-28 was 506.8 million people, approximately 200,000 more than a year earlier<sup>20</sup>. Long-term immigrants from outside EU, i.e. non-EU nationals whose previous place of usual residence

was in a non-EU country and who had established their usual residence in the territory of an EU State for a period of at least 12 months<sup>21</sup>, amounted to 1.4 million people who arrived in the EU in 2013. While in 2014 non EU-nationals residing in the EU amounted to 19.6 million people, comparing to 20.1 million in 2011 and 20.2 million in 2012–2013, the share of non-EU nationals in the total EU population was constant at 4% between 2011–2014. If we use the same definition of immigrant, it turns out that in recent past the EU was net immigration organization. However, the surplus of immigrants over emigrants in absolute number diminishes every year, from 748,000 in 2010 to 539,100 in 2013. Additionally, the share of foreign-born population residing in the EU in the total EU population increased from 6% in 2011 to 7% in 2014, or in absolute terms from 32.7 million people in 2011 to 33.6 million in 2014<sup>22</sup>.

U.S. Census Bureau estimated that on 1 July 2013 the population of the United States was 316.1 million people, approximately 2.2 million people more than the year before, of which 274.8 million (86.9%) were U.S. citizens from birth<sup>23</sup>, 19.3 million people were naturalized US citizens (6.1%) and 22.1 million people (6.9%) were not citizens of the United States<sup>24</sup>. Approximately 13% (41.4 million people) of the total US population were immigrants<sup>25</sup>. The immigrant share of total U.S. population did not change significantly comparing to the 2010 census data (increase by 0.1 percentage point from 12.9%), however in absolute terms the immigrant population increased by 1.4 million people, or by 3.4%<sup>26</sup>. Comparing to the 2000 census results the change in immigrant population is more striking. According to the 2000 census data the foreign-born share of U.S. population was 10.4% (28.4 million people)<sup>27</sup>. In just 13 years more approximately 12.95 million people settled in the United States, almost 1 million each year. Between 2000–2013 the US immigrant population increased by 45.5%.

The data on immigration to the United States by state of last residence for 2013 indicate that the source country for the largest number of new lawful permanent residents was Mexico, followed by China, India, Philippines and Dominican Republic (see Table 1). In 2013, 13.5% of the total 990,500 new lawful permanent residents of the United States came from Mexico, thus making it by far the largest source country. At the same time, the country of last residence reminded unknown for only 10,127 or 1% of new lawful permanent residents of the United States<sup>28</sup>.

Table 1. Top 5 largest source countries of last residence for persons obtaining lawful permanent resident status in 2013

Country of last residence	Number of persons obtaining lawful permanent resident status in 2013
Mexico	134,198
China (excluding Hong Kong)	68,410
India	65,506
Philippines	52,955
Dominican Republic	41,487

Source: own work based on: U.S. Department of Homeland Security, *Yearbook of Immigration Statistics: 2013*, U.S. Department of Homeland Security, Office of Immigration Statistics, Washington, D.C., 2014, p. 10–11.

Analyzing data on immigration in 2013 by country of birth of new permanent residents, once again Mexico is the largest source country, followed by China, India, Philippines and Dominican Republic. Although the order of countries did not change, the numbers for each country did (see Table 2), while the total reminded the same. What stand out is the fact that the number of cases when the country of birth of new permanent residents is unknown (3,263) is much lower in comparison with data on the last country of residence<sup>29</sup>.

Table 2. Top 5 largest source countries by country of birth for persons obtaining lawful permanent resident status in 2013

Country of last residence	Number of persons obtaining lawful permanent resident status in 2013
Mexico	135,028
China (excluding Hong Kong)	71,798
India	68,458
Philippines	54,446
Dominican Republic	41,311

Source: as Table 1., p. 12–15.

International migration movements are primarily responsible for the increase in the population of the United States in the period starting with the last census. Between 1 April 2010 and 1 July 2013 net international migration to the United States amounted to 2.67 million persons and only during a year between 1 July 2012 and 1 July 2013 net international migration to the USA amounted to 843,000 persons. However, that amount includes “the international migration of both native and foreign-born populations. Specifically, it includes: (a) the net international migration of the foreign born, (b) the net migration between the United States and Puerto Rico, (c) the net migration of natives to and from the United States, and (d) the net movement of the Armed Forces population between the United States and overseas. Net international migration for Puerto Rico includes the migration of native and foreign-born populations between the United States and Puerto Rico”<sup>30</sup>.

Similar differences are observed in the broad age group structure for the US born and foreign born population. In 2013 the dominant group for the US born population was 18–64 which amounted to 60% of the total. For the foreign-born population the 18–64 age group was also dominant, however its share of the total was 80%. Moreover, it needs to be stressed that among immigrants 59.1% belong to the 25–53 age group, while among the US born population that age group constituted only 37.3% of the total<sup>31</sup>.

According to the 2010 Census data the geographical distribution of immigrant population within the U.S. was as follows: 21.6% of immigrants lived in the Northeast (Connecticut, Delaware, D.C., Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont, Virginia, West Virginia), 11.2% lived in Midwest (Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, Ohio, Wisconsin), 31.9% lived in the South (Alabama, Arkansas, North Dakota, South Dakota, Florida, Georgia, North Carolina, South Carolina, Kentucky, Colorado, Louisiana, Montana, New Mexico, Mississippi, Oklahoma, Tennessee, Texas, Utah, Wyoming), and 35.5% lived in the West (Alaska, Arizona, California, Hawaii, Idaho, Nevada, Oregon, Washington). The 2010 Census data points to significant change in geographical distribution of immigrant population during the last half century. While in 1960 approximately 70% of immigrants lived in Northeast and Midwest, in 2010 those regions were inhabited by just 32.8% of all immigrants<sup>32</sup>. Regional approach to geographic distribution of immigrant population is useful to illustrate general tendencies or patterns of population distribution but is not very precise when it comes to underlining individual features of states which reveal a lot of information about immigrants. According to the 2010 US Census data on geographical distribution of immigrant population by state California (25.4% of total foreign-born population) was the most popular state among immigrants, followed by New York (10.8%), Texas (10.4%) and Florida (9.2%). Those four states combined were home to 55.8% of immigrants living in the United States and adding to that number the immigrant population living in the next six largest state by the share of foreign-born, that is New Jersey (4.6%), Illinois (4.4%), Massachusetts (2.5%), Georgia (2.4%), Virginia (2.3%) and Washington (2.2%), allows for a conclusion that 74% of immigrants living in the United States is concentrated in just 10 U.S. states<sup>33</sup>.

In case of the United States geographical concentration of immigrants in the southern states, California and New York is linked to the model of immigrant settlement (immigrants of one nationality settling close to each other) and to geographical proximity<sup>34</sup>. In 2013 U.S. Census Bureau estimated that almost 52% of immigrants, both legal permanent residents and illegal immigrants, arrived in the United States from Latin America. What is characteristic for immigration to the United States is the fact that almost 28% of all immigrants is of Mexican<sup>35</sup> origin which explains why the states on the border with Mexico are so important centers of immigrant settlement.

Table 3. Structure of immigrant population residing in the United States by region of origin for 1 July 2013.

Place of Birth	Number of people (in millions)	Share (%)
Latin America	21.473	51.9
<i>Mexico</i>	11.584	28
<i>South America</i>	2.768	6.6
Asia	12.176	29.4
Europe	4.803	11.6
Other	2.894	6.9
<b>TOTAL</b>	41.348	100%

Source: own work based on: U.S. Census Bureau, *Place of Birth by Year of Entry by Citizenship Status for The Foreign-Born Population, Universe: Foreign-born population 2013, American Community Survey 1-Year Estimates*,

[http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_13\\_1YR\\_B05007&prodType=table](http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_1YR_B05007&prodType=table) (20.08.2015).

## 2. Major problems and challenges with immigration and immigration policy<sup>36</sup>

The European Union aims at developing a common policy on migration and asylum, coordinated by the Directorate-General for Migration and Home Affairs (HOME) of the European Commission. Its policy portfolio related to the area of migration and asylum covers such issues as legal and irregular migration, integration of migrants, readmission and return, while its policy portfolio related to internal security focuses on the fight against organized crime and terrorism, police cooperation and the management of the EU's external borders<sup>37</sup>.

The establishment of the Schengen Area in Europe led to the necessity to create a common policy for the management of the EU external borders, including common standards of border control and a gradual implementation of the integrated border management system<sup>38</sup>. Beginning in the late 1990s, the EU has been undertaking measures to achieve a coordinated immigration management within a common area without internal borders, as stipulated by the *Treaty establishing the European Community* (now the *Treaty on the Functioning of the European Union* – TFEU). A vision of a common policy on immigration in the EU was presented in the European Commission's Communication of December 5, 2007 – "Towards a Common Immigration Policy". The Commission's Communication of June 17, 2008 ("A Common Immigration Policy for Europe: Principles, Actions and Tools"), prepared on the request of the Council, defined ten principles of common policy corresponding to the three main political goals of the EU: prosperity, solidarity and security<sup>39</sup>.

The European policy towards migration of third country nationals evolved from a security-centred approach to the management of that migration, which can be both, limited and controlled. The Stockholm Programme and the Europe 2020 Strategy played a part in this change. As a general rule, legislative actions of the EU are balanced on two main axes.

Firstly, the EU strives to form and facilitate legal migration, protect migrants' rights and provide migrants with adequate conditions for social integration. Secondly, its aim is to limit and control illegal immigration while respecting the competences of Member States to regulate access to their territories and labour markets<sup>40</sup>. Between 2007 and 2013, the EU allocated over EUR 4 billion for external border management and the implementation of the common migration and asylum policy through the general programme "Solidarity and Management of Migration Flows", consisting of four instruments: External Borders Fund, European Return Fund, European Refugee Fund and European Fund for the Integration of third-country nationals<sup>41</sup>.

Consequences of global and regional migration movements influence the functioning of the EU in demographic, social, economic, political and cultural aspects. On the one hand, the emphasis has to be put on the fact that the influx of legal immigrants can help to fill the gaps in the EU labour market. Controlled immigration is of key importance in slowing down the process of demographic ageing of the European societies and its consequences, and it contributes to the improvement of the total population growth. On the other hand, the problems of illegal immigration, inefficient mechanisms for immigrant integration and the growing threat of international terrorism in Europe are more and more often discussed in the context of recent trends and incidents.

To start with the demographic importance of immigration to the EU, it is necessary to outline that according to the main scenario of Eurostat long-term population projection, based on the data from 2013 (EUROPOP2013), the total EU population between 2015 and 2030 is to increase from 508.2 million to 518.5 million people and until 2060 it will have increased by 14.7 million people in total. In the reduced migration variant of this projection (component of international net migration is reduced by 20%), the population will still increase from 508 million in 2015 to 514.6 million people in 2030, but the increase will be lower by 3.9 million people compared to the main scenario. In the reduced migration variant of the projection, between 2015 and 2060 the total population of the EU will decrease by 1.1 million people. In turn, in the no migration variant (component of international net migration equals zero) the projected size of population in 2015 (507.3 million) will be lower than in both main and reduced migration scenarios. Eventually, according to that scenario the population of the EU without the component of international migration will decrease to 498.9 million in 2030 and in 2060 it will reach a mere 442.8 million people which indicates a substantial decrease by 64.6 million. Analyzing population changes from 2013, the base year of the projection, the total population of the EU-28 by 2060 will increase by 3.1% for the main scenario, in the reduced migration scenario the population will decrease by 0.1% and by 12.7% in the case of no migration variant. As the absence of international migration would result in substantial decline of the population of the EU, the influx of immigrants provides one of the simplest

solutions to retain demographic balance in the UE and its potential vis-à-vis other regions, such as the USA, excluding other conditions (cultural or political) from the analysis<sup>42</sup>.

Recent increased influx of illegal migrants and refugees into Europe is considered one of the most important challenges of immigration to the EU. Although this influx is caused primarily by the unrest in such countries as Egypt, Iraq, Libya, Syria, Tunisia in North Africa and in the Middle East, the war in the eastern part of the Ukraine, and by expansion of the self-proclaimed Islamic State, the source states of immigration are not limited to those countries. Other important countries of origin include Afghanistan, Albania, Eritrea, Pakistan, Serbia and Somalia.

According to *Annual Risk Analysis 2015* published by the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex), approximately 283,5000 migrants – most of them refugees and asylum seekers – irregularly entered the EU between BCPs via land, air or sea routes in 2014, which represents an increase of 164% compared to the previous year (Table 4). At the same time approximately 441,800 cases of illegal stay in the EU were detected, i.e. an increase by 28% compared to 2013. In 2014 the most detections of illegal border-crossing between BCPs were reported in the Central Mediterranean sea route (Italy and Malta) – 170,664 (an increase by 277% compared to 2013), followed by the land and sea Eastern Mediterranean route (Greece, Bulgaria, and Cyprus) with 50,834 detections (+105%) and by the Western Balkan land route (43,357 detections; +117%). In the last case the number of detections sharply increased at the Hungarian land border with Serbia towards the end of 2014. The majority of irregular migrants are adult males while women constituted 11% and children 15% of the total in 2014<sup>43</sup>.

Table 4. Frontex main indicators between 2009–2014

Table 1. Summary of FRAN indicators

FRAN indicator	2009	2010	2011	2012	2013	2014	% change on prev. year
Illegal entries between BCPs	104 599	104 060	141 051	72 437	107 365	283 532	164
Clandestine entries at BCPs	296	242	282	591	599	3 052	410
Facilitators	9 171	8 629	6 957	7 662	7 252	10 234	41
Illegal stay	412 125	353 077	350 948	344 928	345 098	441 780	28
Refusals of entry <sup>1</sup>	113 029	108 651	118 277	116 524	129 235	114 887	-11
Persons using fraudulent documents <sup>2</sup>	:	:	5 255	7 804	9 804	9 420	-3.9
Return decisions issued <sup>3</sup>	:	:	231 385	269 949	224 305	252 003	12
Effective returns	:	:	149 045	158 955	160 418	161 309	0.6
<b>Other indicators</b>							
Issued visas (source: Commission)	10 270 107	11 857 352	13 521 706	14 263 225	16 196 350	:	n.a.
Passenger flow <sup>4</sup>	660 000 000	675 000 000	701 000 000	:	:	:	n.a.

<sup>1</sup> In addition, Spain reported refusals of entry in Ceuta and Melilla, which totalled: 492 742 in 2008; 374 845 in 2009; 280 625 in 2010; and 215 021 in 2011.

<sup>2</sup> Decisions not available for France, Luxembourg, the Netherlands and Sweden. For 2014, data from Austria are not available. Data for France are not available for 2011 and 2012.

<sup>3</sup> Figures provided by Member States to the European Commission in the framework of the EU External Borders Fund.

: not available  
n.a. not applicable

Source: FRAN and EDF-RAN data as of 9 February 2015

Source: Frontex, *Annual Risk Analysis 2015*, Warsaw 2015, p. 12.

The European Union was not prepared for the migrant crisis in the Mediterranean region. In addition, its reaction was further delayed as the new EU Commissioners for the 2014–2019 term were just selected. Nonetheless, in the early 2015 the European Union began to discuss and to work on complex European program on migration management.

In May 2015 the European Commission published the *European Agenda on Migration* that developed the *Political Guidelines* proposed by the EC President Jean-Claude Juncker into a set of initiatives based on four pillars<sup>44</sup>:

1. reducing the incentives for irregular migration,
2. border management – saving lives and securing external borders,
3. Europe duty to protect: a strong common asylum policy, and
4. a new policy on legal migration.

According to the EC Statement by First Vice-President Frans Timmermans, High-Representative/Vice-President Federica Mogherini and Migration and Home Affairs Commissioner Dimitris Avramopoulos of 6<sup>th</sup> August 2015, the European Agenda on Migration is being implemented<sup>45</sup>. However, the implementation of actions planned and declared by the EU might be difficult as Member States may react differently to the EU plans due to their particular interests, goals and conditions in the area of population and migrations. As of late 2015 Italy and Greece are the EU Member States most affected by influx of illegal immigrants by sea. Only in July approximately 49,550 migrants crossed the Greek borders on their way into the EU, more than during the whole 2014, and in the first seven month of that

year the total number of immigrants detected at Greek border was 130,500, five times the number for the same period of the previous year<sup>46</sup>.

As late as June 2015 Italy – one of the key entry points for irregular immigrants, mostly refugees and asylum seekers, from Africa and Middle East in the Mediterranean – expected from the EU to find a political solution to the immigration crisis. The Italian government proposed three measures: to establish a fairer system of migrant distribution among all the EU Member States, to create refugee processing camps in Libya so the application for asylum would begin in North African instead of Italy, and to undertake negotiations on repatriation agreements with African countries. The potential implementation of the two last propositions seems very difficult but as to the new mechanism of distribution of migrants in May 2015 the European Commission presented a proposal of introduction of migrant quotas for each EU Member State that would be based on the Member State's size, population and economic conditions. However, several Central and Eastern European EU Member States rejected the proposal<sup>47</sup>.

The large influx of illegal immigrants into the EU and their uneven distribution among the Member States are at the heart of the EU problem with immigration. However, equally important as the influx of illegal immigrants is the absence of true, internal European solidarity caused by the dominance of national point of view on the migration crisis. If the present situation of immigration crisis and internal European discord continue, the cooperation within the Schengen Area risks serious problems or even cancellation. The Italian example serves as a warning that migration crisis may be the source of further discord among the EU Member States. This warning is particularly important as the Frontex predicts that the ongoing conflicts in Syria and Libya, although not in the Ukraine, will fuel the influx of illegal immigrants into the EU<sup>48</sup>.

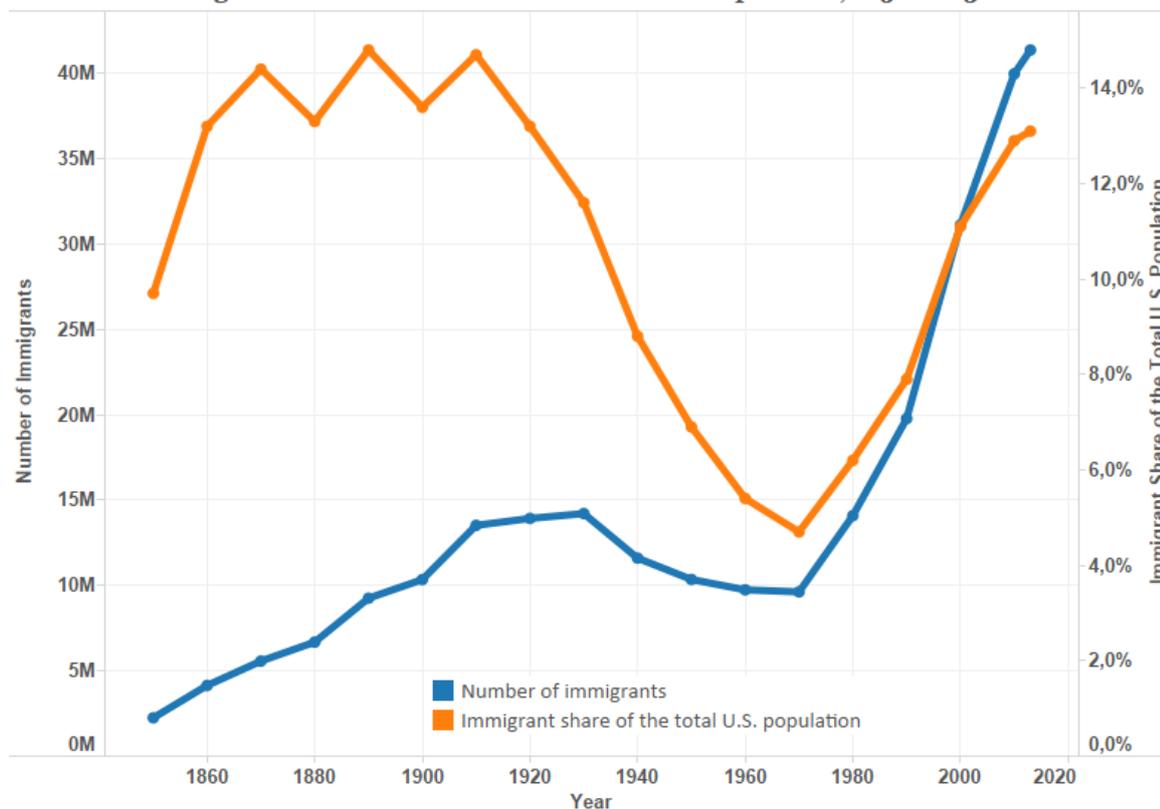
The U.S. immigration policy is, like the immigration policy of the EU, driven by the actions undertaken to satisfy the needs of economy (low and high skilled migrants), general demographic situation (aging of the U.S. society, particularly due to reaching retirement age by the baby boomers generation and low TFR for the total U.S. population) and maintaining security in face of global terrorism (especially when the long term U.S. military involvement in the Middle East is taken into account).

In 1965 the United States reopened, after a period of post-World War I isolationism, for immigration when the immigration quotas, imposed with the 1921 *Emergency Quota Act*, were removed. Long-term effects of the 1965 reform of the immigration system include the increase in the number of foreign-born population living in the United States which is nearing the levels not seen since the first great wave of immigration in the mid 19 and early 20<sup>th</sup> century (see Diagram 1). Moreover, according to the U.S. Census Bureau the share of immigrants in the U.S. population will further increase and in 2060 the foreign-born population will constitute 18.8% of the total U.S. population<sup>49</sup>.

According to the U.S. Census Bureau's 2015 *Projections of the Size and Composition of the U.S. Population: 2014 to 2060*, the population of the United States is about to grow from 319 million to 417 million in 2060, or by 30.7%. The native population, estimated at 276 million in 2014, will grow to 339 million in 2060, or by 22%. At the same time the immigrant population (foreign-born) will grow from 42 million in 2014 to 78 million in 2060, or by 85%. Not only will the immigrant population grow much faster than native population but will also be responsible for substantial part of the total population growth of the United States, particularly so as the foreign-born women will give 20.3% of all births in the period between 2014 and 2060. Therefore, "when the fertility of the foreign born is accounted for, the share of the overall growth in the U.S. population that is attributable to the foreign born is actually somewhat larger than would be otherwise observed if one were to look exclusively at changes in the size of the foreign-born population"<sup>50</sup>. However, one must be careful while using the data on immigration provided by the U.S. Census Bureau in its 2014 National Population Projections. The projections are based on rates of emigration from sending countries, that were organized into regions, and were developed on the basis of data from 1990 and 2000 censuses and 2001–2012 surveys of the U.S. population, but the scenario prepared by the U.S. Census Bureau does not take into account the possibility of changes in the immigration policy<sup>51</sup>. As the immigration reform is one of the most important topics of public debate in the United States, the changes in the immigration policy are not impossible.

Diagram 1. Number of immigrants and their share of the total U.S. population, 1950-2013

**Number of Immigrants and Their Share of the Total U.S. Population, 1850-2013**



Migration Policy Institute (MPI) Data Hub  
<http://migrationpolicy.org/programs/data-hub>

Source: Migration Policy Institute, *U.S. Immigrant Population and Share over Time, 1850-Present*, <http://www.migrationpolicy.org/programs/data-hub/charts/immigrant-population-over-time?width=1000&height=850&iframe=true> (20.08.2015).

The debate on immigration reform is largely fueled by the fear particularly among WASP (White, Anglo-Saxon, Protestant) population of increasing number of illegal immigrants, most often Hispanics, entering the United States. All prominent candidates for presidential nomination in the incoming U.S. presidential elections have taken stand on immigration reform, thus making it one of the most important issues of the 2016 election campaign. However, it is Donald Trump who have build most of his campaign on the issue of combating illegal immigration and that has prompted him to become one of the most important contenders for the Republican presidential nomination. In August 2015 he has proposed an “immigration plan” that includes: building a wall along the border with Mexico and forcing Mexican government, or the Mexican population through higher visa fees and impounding remittances, to pay for the construction works, increasing the number of Immigration and Customs Enforcement officers, introducing a system of on-line verification of the work eligibility and ending the birthright citizenship<sup>52</sup>. The popularity of the Trump plan and similar anti-immigration sentiments among some voters is easy to explain as the

number of unauthorized immigrants living in the U.S. in 2014 was estimated at 11.3 million<sup>53</sup>, or 27% of the total foreign-born population. However, it is important to point out that the number of illegal immigrants, that grew from about 8.5 million in 2000 to 11.8 million in 2007, stabilized at approximately that level<sup>54</sup>. Moreover, the number of illegal immigrants from Mexico, vilified by the anti-immigration activists, has actually lowered from the peak 6.9 million in 2007 to 5.9 million in 2012<sup>55</sup>. The reduction in number of illegal immigrants born in Mexico and the general stabilization of the illegal immigrant population seems to result from the combination of global economic downturn and the policy of “prevention through deterrence”, based on the assumption that concentration of well equipped personnel and construction of specialized infrastructure on the boarder will discourage illegal immigration<sup>56</sup>.

Strict border control and deterrence of illegal immigrants on borders is just one of the elements of the U.S. immigration policy used to control the population of illegal immigrants. It is supplemented by deportations of apprehended illegal aliens. However, the number of apprehended illegal aliens is decreasing from the peak of 1.8 million in 2000 to 662,483 in 2013<sup>57</sup>. The downward trend may continue as the Obama administration prefers facilitating the path for obtaining legal residence permit and eventually citizenship by illegal immigrants, instead of increasing the number of deported illegal immigrants<sup>58</sup>. President Barack Obama tried to push his immigration policy agenda through executive actions, as the polarized Congress cannot agree on the immigration reform, but his proposals were blocked by the judiciary<sup>59</sup>. However, as the June 2015 Pew Research Center report on the attitudes about immigration reveals, the public opinion in the United States seems to support reforms enabling illegal immigrants obtaining legal status<sup>60</sup>.

## Conclusions

In the present paper we have tried to answer the question whether the European Union can benefit from the U.S. experiences in immigration policy and if so than to what extent. In the effect of our analysis we have reached the following conclusions.

As the EU faces immigration crisis and searches for the solutions and inspiration for its common immigration policy, it seemed important to find an entity with similar demographic and economic potential that is also a major immigration destination. Although the United States differ from the UE in many aspects, the most fundamental being the fact that the USA is a nation-state while the EU is not, there is no other entity among states or international organizations with similar potential and shared culture. However, any attempts at comparing the U.S. and the EU with regard to international movements of people can be carried out only at the very general level, as the differences in definitions of basic terms and in collection of statistics make literal comparison impossible. Still, both entities are dependent

on immigration for limiting the effects of ageing of their societies and both entities face the problem with controlling of the illegal immigration.

Although the EU initiates actions, such as the Blue Card, to boost immigration, with emphasis on highly skilled migrants, it still attracts less immigrants than the United States. At present it is impossible to point to single reason for this trend, but the cultural diversity of the European Union – the treat that makes Europe unique – with its many languages, cultures and states with different regulations makes it less attractive for potential immigrants as a change of place of residence in search of work may be linked with the necessity of learning a new language or subjecting to new sets of regulations. It is impossible for the EU to adopt one universal language as is the case with the United States, but further advances in the area of movement of people and harmonization of law between the Member States, including in the area of immigration policy, are still possible.

Moreover, as the EU only attempts to coordinate immigration policy of its Member States, it does not have the tools to limit the consequences of e.g. uneven geographical distribution of immigrants and the U.S. federal government does not need that kind of tools. However, the U.S. example clearly indicates that uneven distribution of immigrants within a large federation is natural and the EU Member States will have to accept it, if the Schengen Area is to continue its existence. Therefore, the only method of limiting illegal immigration to, e.g. France or the UK, is through stricter EU external border control and that may require accepting further integration within the field of security policy and allocating more money towards creating more efficient common border control.

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<sup>1</sup>The article is based on Jan Misiuna's research on "Contemporary Immigration Policy of the USA and UK" („Współczesna polityka migracyjna USA i Zjednoczonego Królestwa Wielkiej Brytanii i Irlandii Północnej – próba bilansu”) realized in 2014 (no. KES/BMN/14/14) and on "Contemporary Immigration Policy of Ireland and Poland" („Współczesna polityka migracyjna Republiki Irlandii i Rzeczypospolitej Polskiej – próba bilansu”) realized in 2015 (no. KES/BMN15/02/15), as well as on the research of Marta Pachocka on "Comparative study of immigration policy in selected Member States of the European Union: conditions, solutions, consequences. Conclusions and recommendations for Poland" ("Polityka migracyjna w wybranych państwach członkowskich Unii Europejskiej w ujęciu porównawczym – uwarunkowania, rozwiązania, konsekwencje. Wnioski dla Polski", no. KES/BMN/15/14 realized in 2014 r. (Part I) and no. KES/BMN15/03/15 conducted in 2015 (Part II). All mentioned research projects have been carried out at the Collegium of Socio-Economics of Warsaw School of Economics since 2014 and co-financed by the Polish Ministry of Science and Higher Education in the framework of "The Young Scientists' Research Grants".

<sup>2</sup> We elaborate on the subject in: M. Pachocka, J. Misiuna, *Migracje międzynarodowe – dylematy definicyjne i poznawcze. Przykłady z Unii Europejskiej i Stanów Zjednoczonych*, in: *Współczesny Matrix? Fikcja w życiu gospodarczym, politycznym i społecznym*, ed. J. Osiński, Warsaw School of Economics – Publishing House, Warsaw 2015 (forthcoming).

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<sup>3</sup> Cf. B. Anderson, S. Blinder, *Briefing. Who Counts as a Migrant? Definitions and their Consequences*, The Migration Observatory, University of Oxford, 01.08.2014, <http://migrationobservatory.ox.ac.uk/briefings/who-counts-migrant-definitions-and-their-consequences> (20.08.2015).

<sup>4</sup> C. Boswell, A. Geddes, *Migration and Mobility in the European Union*, Palgrave Macmillan, Basingstoke 2011, p. 2–3.

<sup>5</sup> Eurostat, *Metadata, Immigration (migr\_imm1)*, [http://ec.europa.eu/eurostat/cache/metadata/en/migr\\_imm1\\_esms.htm](http://ec.europa.eu/eurostat/cache/metadata/en/migr_imm1_esms.htm) (20.08.2015).

<sup>6</sup> Regulation (EC) No 862/2007 of the European Parliament and of the Council of 11 July 2007 on Community statistics on migration and international protection and repealing Council Regulation (EEC) No 311/76 on the compilation of statistics on foreign workers (Text with EEA relevance), OJ L 199, 31.7.2007, p. 23–29, article 2, and Commission Regulation (EU) No 351/2010 of 23 April 2010 implementing Regulation (EC) No 862/2007 of the European Parliament and of the Council on Community statistics on migration and international protection as regards the definitions of the categories of the groups of country of birth, groups of country of previous usual residence, groups of country of next usual residence and groups of citizenship (Text with EEA relevance), OJ L 104, 24.4.2010, p. 37–39, article 2.

<sup>7</sup> Cf. United Nations, Department of Economic and Social Affairs, Statistics Division, *Recommendations on Statistics of International Migration*, Statistical Papers Series M, No. 58, Rev. 1, United Nations, New York 1998.

<sup>8</sup> Cf. United Nations Economic Commission for Europe and the Statistical Office of the European Communities, *Recommendations for the 2000 Censuses of Population and Housing in the ECE Region*, Statistical Standards and Studies, No. 49, New York–Geneva 1998.

<sup>9</sup> Eurostat, *Metadata...*, op.cit.

<sup>10</sup> Although Immigration and Nationality Act was frequently amended since it was first passed in 1952, the definition of immigrant did not change substantially from the original version of the Act. For the purpose of this paper, we used the most recent version of the Act (updated through February 2013) available on U.S. Citizenship and Immigration Services website: U.S. Citizenship and Immigration Services, *Immigration and Nationality Act*, <http://www.uscis.gov/iframe/ilink/docView/SLB/HTML/SLB/act.html> (20.08.2015).

<sup>11</sup> U.S. Department of Homeland Security, *Definition of Terms*, <http://www.dhs.gov/definition-terms> (20.08.2015).

<sup>12</sup> Regulation (EC) No 862/2007..., op.cit., article 2–3.

<sup>13</sup> More on this subject, cf. Eurostat, Statistics Explained, *Migration and migrant population statistics*, July 2015, [http://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migration\\_and\\_migrant\\_population\\_statistics&oldid=216019](http://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migration_and_migrant_population_statistics&oldid=216019) (20.08.2015).

<sup>14</sup> Eurostat, Population, *Immigration by five year age group, sex and citizenship (migr\_imm1ctz)*, [http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr\\_imm1ctz&lang=en](http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr_imm1ctz&lang=en), and *Emigration by five year age group, sex and citizenship (migr\_emi1ctz)*, [http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr\\_emi1ctz&lang=en](http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr_emi1ctz&lang=en) (20.08.2015).

<sup>15</sup> Eurostat, Population, *Immigration by five year age group, sex and citizenship (migr\_imm1ctz)*, op.cit.

<sup>16</sup> Eurostat, Population, *Immigration by five year age group, sex and country of birth (migr\_imm3ctb)*, [http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr\\_imm3ctb&lang=en](http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr_imm3ctb&lang=en) (20.08.2015).

<sup>17</sup> Eurostat, Population, *Immigration by five year age group, sex and country of previous residence (migr\_imm5prv)*, [http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr\\_imm5prv&lang=en](http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr_imm5prv&lang=en) (20.08.2015).

<sup>18</sup> Eurostat, Population, *Immigration by five year age group, sex and citizenship (migr\_imm1ctz)*, op.cit.

<sup>19</sup> Eurostat, Statistics Explained, op.cit.

<sup>20</sup> Eurostat, Population, *Population on 1 January by age and sex (demo\_pjan)*, <http://appsso.eurostat.ec.europa.eu/nui/show.do> (20.08.2015).

<sup>21</sup> Excluding asylum seekers and refugees.

<sup>22</sup> European Commission, *Immigration in the EU, 2015*, [http://ec.europa.eu/dgs/home-affairs/e-library/docs/infographics/immigration/migration-in-eu-infographic\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/e-library/docs/infographics/immigration/migration-in-eu-infographic_en.pdf) (20.08.2015).

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<sup>23</sup> The birthright citizenship is conferred to those born in the United States, Puerto Rico, and US territories, such as Guam, Samoa, US Virgin Islands, Northern Marianas or to those born as US citizens outside the United States.

<sup>24</sup> U.S. Census Bureau, *Nativity and Citizenship Status In the United States, Universe: Total population in the United States 2013 American Community Survey 1-Year Estimates*, [http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_13\\_1YR\\_C05001&prodType=table](http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_1YR_C05001&prodType=table) (20.08.2015).

<sup>25</sup> The U.S. Census Bureau does not collect data on the legal status of immigrants living in the United States. Therefore, the data provided by the US Census Bureau includes legal and illegal immigrants, asylum seekers and refugees, although their legal status is not given.

<sup>26</sup> E.M. Grieco et al., *The Foreign-Born Population in the United States: 2010*, U.S. Census Bureau, Washington, D.C., 2012, p. 2, <http://www.census.gov/prod/2012pubs/acs-19.pdf> (20.08.2015).

<sup>27</sup> D. Schmidley, *Profile of the Foreign-Born Population in the United States: 2000*, U.S. Census Bureau, Washington, D.C., 2001, p. 2, <http://www.census.gov/prod/2002pubs/p23-206.pdf> (20.08.2015).

<sup>28</sup> U.S. Department of Homeland Security, *Yearbook of Immigration Statistics: 2013*, U.S. Department of Homeland Security, Office of Immigration Statistics, Washington, D.C., 2014, p. 10–11.

<sup>29</sup> Ibidem, p. 12–15.

<sup>30</sup> U.S. Census Bureau, *Estimates of the Components of Resident Population Change: April 1, 2010 to July 1, 2013 - 2013 Population Estimates*, [http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=PEP\\_2014\\_PEPTCOMP&prodType=table](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=PEP_2014_PEPTCOMP&prodType=table) (20.08.2015).

<sup>31</sup> U.S. Census Bureau, *Selected Characteristics of the Native And Foreign-Born Populations, 2013 American Community Survey 1-Year Estimates*, [http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_13\\_1YR\\_S0501&prodType=table](http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_1YR_S0501&prodType=table) (20.08.2015).

<sup>32</sup> E.M. Grieco et al., *The Size, Place of Birth, and Geographic Distribution of the Foreign-Born Population in the United States: 1960 to 2010s.*, Population Division Working Paper No. 96, U.S. Census Bureau, Washington, D.C., October 2012, p. 24, <http://www.census.gov/population/foreign/files/WorkingPaper96.pdf> (8.06.2015).

<sup>33</sup> E.M. Grieco et al., *The Foreign-Born Population...*, op.cit., p. 5.

<sup>34</sup> A. Bartnik, *Emigracja latynoska w USA po II wojnie światowej na przykładzie Portorykańczyków, Meksykanów i Kubańczyków*, Księgarnia Akademicka, Kraków 2012, p. 24.

<sup>35</sup> However, immigrants from the states of Asia start to replace Mexicans as the principal group of immigrants arriving in the US each year. Cf. M. Chishti, F. Hipsman, *In Historic Shift, New Migration Flows from Mexico Fall Below Those from China and India*, Migration Policy Institute, Policy Beat May 21, 2015, <http://www.migrationpolicy.org/article/historic-shift-new-migration-flows-mexico-fall-below-those-china-and-india> (20.08.2015).

<sup>36</sup> The issues related to the EU in the context of international migration have been previously discussed in: M. Pachocka, *The EU and the importance of international migration in the early 21<sup>st</sup> century: facing the migrant crisis in Europe*, in: *Facing the Challenges in the European Union. Re-thinking EU Education and Research for Smart and Inclusive Growth (EuInteg)*, eds. A. Kłos, E. Latoszek, E. Osuch-Rak, M. Pachocka, M. Proczek, Polish European Community Studies Association – Elipsa, Warsaw 2015 (forthcoming), and M. Pachocka, K. Zajączkowski, *Poland's Membership in the EU and Global Challenges: Selected Issues*, in: *The European Union and Poland's – Problems and Achievements*, eds. A. Adamczyk, P. Dubel, Poltext, Warsaw 2015 (forthcoming).

<sup>37</sup> European Commission, DG Migration and Home Affairs, *What we do, Policies*, [ec.europa.eu/dgs/home-affairs/what-we-do/policies/index\\_en.htm](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/index_en.htm) (20.08.2015).

<sup>38</sup> European Parliament, *Zarządzanie granicami zewnętrznymi*, [http://www.europarl.europa.eu/atyourservice/pl/displayFtu.html?ftuId=FTU\\_5.12.4.html](http://www.europarl.europa.eu/atyourservice/pl/displayFtu.html?ftuId=FTU_5.12.4.html) (20.08.2015).

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- <sup>40</sup> Polish Government Population Council, *Rekomendacje Rządowej Rady Ludnościowej w zakresie polityki ludnościowej Polski*, Warsaw 2014, p. 165–167.
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- <sup>48</sup> Frontex, *Annual Risk Analysis 2015*, op.cit., p. 6.
- <sup>49</sup> S.L. Colby, J.M. Ortman, *Projections of the Size and Composition of the U.S. Population: 2014 to 2060*, U.S. Census Bureau, Washington, D.C., 2015, p. 2.
- <sup>50</sup> Ibidem, p. 2–3.
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