

## Background paper<sup>1</sup>

### **Theme 1: From vulnerability to resilience: recognizing migrants as agents of development**

#### **Roundtable Session 1.1:**

#### ***Harnessing the capital of migrants to realise their potential***

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*The objective of this paper is to facilitate a conversation among member states on how best to harness the various forms of migrants' capital to realise the benefits of migration. It identifies related good practices, aligned with the relevant objectives of the Global Compact for Safe, Orderly and Regular Migration (GCM), which member states may adopt or adapt to their national contexts.*

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#### **1. Introduction**

This background paper provides the context for the discussion to be held at Roundtable 1.1 on 'Harnessing the capital of migrants to realise their potential'. It considers how the capital, in various forms, which migrants bring with them can best be harnessed to benefit sending and receiving countries, build the resilience of migrants themselves and help create a healthier, happier and more productive society.

Migrants both bring and acquire capital in a variety of forms, including human, economic, social and cultural.

- **Human capital:** Migrants arrive with skills and abilities, and supplement the stock of human capital of the host country accordingly. In terms of education, for instance, the proportion of highly educated immigrants in OECD countries is rising sharply. The number of tertiary-educated immigrants in those countries showed an unprecedented increase in the past decade (up by 70%), reaching a total of almost 30 million in 2010/11<sup>2</sup>.
- **Economic capital:** Migrants also bring with them economic capital. This refers primarily to money, investments and material possessions which migrants bring to a country of destination from a country of origin or transit.

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<sup>1</sup> This paper has been prepared by IOM, based on inputs from the RT 1.1 co-chairs Canada and the United Arab Emirates, and other RT team members during and between the Roundtable consultations. Though all attempts have been made to make sure that the information provided is accurate, the authors do not accept any liability or give any guarantee for the validity, accuracy and completeness of the information in this paper, which is intended to solely inform and stimulate discussion of Roundtable session 1.1 during the GFMD Summit meeting in December 2018. It is not exhaustive in its treatment of the session 1.1 theme and does not necessarily reflect the views of the authors, the GFMD organizers or the governments or international organizations involved in the GFMD process.

<sup>2</sup> OECD-UNDESA (2013) World Migration in Figures, OECD/United Nations Department of Economics and Social Affairs, [www.oecd.org/els/mig/World-Migrationin-Figures.pdf](http://www.oecd.org/els/mig/World-Migrationin-Figures.pdf)

- Social capital: Social capital, which refers to the networks and relationships in which a migrant features, can make a crucial contribution to adaptive capacity<sup>3</sup>. It can be classified into two sub-categories: *bonding* social capital, which binds together likeminded individuals within a social group, and *bridging* social capital, which binds individuals across social groups' boundaries, for instance as they relate to class or ethnicity.
- Cultural capital: Cultural capital, on the other hand, has been considered as an aspect of human capital. It consists of knowledge, behaviours and skills that migrants can tap into to demonstrate their cultural competence.

While a distinction may be made between human, economic, social and cultural capital for analytical purposes, the boundaries between the capitals are fluid<sup>4</sup>. Access to the labour market, for example, builds on a combination of human, cultural as well as social capital in the form of networks<sup>5</sup>.

Media coverage in some countries affords disproportionate column-inches and air-time to irregular migration. It is important to remember, however, that the vast majority of migration is orderly and regular<sup>6</sup>. It also tends to benefit countries of destination, with migrants acting as net contributors to their host countries. An OECD report, in fact, found that migrants provided more in taxes and social contributions than they received in benefits<sup>7</sup>. Migration also increases the diversity of host countries, facilitating the importation of new ideas and different practices.

Although the focus of this paper is on the benefits of migrants' capital for host countries, it is important to recognize that there are also significant developmental benefits for countries of origin in building migrants' capital in destination countries. These benefits lay primarily in augmenting the financial resources and enhancing the skillsets and networks of migrants who subsequently send or take what they possess in economic, social and cultural terms back to their country of origin. This could take the direct form of remittances, financial investment, skills transfer or the opening up or extension of professional or other networks (please refer to the background paper of RT 3.2. for a more detailed discussion on leveraging the development impact of migrants). It could also bring less direct benefits to families and communities in countries of origin through health, education, access to capital and finance.

Human, economic, social and cultural capital can all help support the resilience of migrants, meaning their capability to withstand external shocks and recover from them in their adopted home. Fundamentally, it means the ability to survive and then thrive beyond the challenges and setbacks which are common to many migrants' journeys. Such resilience can be fostered through a combination of preventative measures to avoid problems occurring in the first place, early intervention to address any problems that do develop and preparedness for any problems that cannot be averted, mitigating their effect and minimising any fallout.

## 2. Key issues for policy-makers

### 2.1 Irregular migration

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<sup>3</sup> Bernier Q and Meinzen-Dick R (2014) *Building resilience for food and nutrition security: resilience and social capital*, Washington DC: International Food Policy Research Institute (p1)

<sup>4</sup> Bourdieu, P. (1986), 'The forms of capital', in J. Richardson (ed.), *Handbook of theory and research for the sociology of education*, 241–258 New York: Greenwood

<sup>5</sup> Swartz, D. (1997), *Culture and Power: The Sociology of Bourdieu*, Chicago: University of Chicago Press

<sup>6</sup> Kosnick K (2014) *Mediating migration: new roles for (mass) media*, Paris: French Journal of Media Studies

<sup>7</sup> Dumont J and Liebig T (2014) *Is migration good for the economy?* Paris: Organisation for Economic Cooperation and Development

As noted earlier in the paper, though migration has increasingly been viewed through a crisis response lens, most international migration occurs through regular channels – whether for work, for family reunification, for study, or for humanitarian reasons. Nevertheless, the recent large movements of people globally, and the added pressures felt by states as a result of irregular migration, make migration one of the most pressing issues of our time.

## 2.2 *The gendered dimension to the possession of capital*

It is important to note that women and men may face different reasons for migrating and may be confronted with significantly different challenges and opportunities in their migration experiences.

In some countries of origin for instance, women have less access to formal education than men and tend to possess less money, limiting their comparative human and economic capital<sup>8</sup>. However, when it comes to social capital, women are often as well networked with as strong relationships as their male counterparts, though the sources of their networks differ, with women more likely to develop networks around their children's schools and men's networks being rooted in employment<sup>9</sup>.

Immigrant women are particularly prone to skills mismatch when searching for employment, which reduces the possible contribution they can make to the economy of host countries. One report found that skilled women migrant workers were especially susceptible to deskilling<sup>10</sup> and brain waste, being less likely than domestic-born workers and men migrant workers to obtain employment in host countries commensurate with their skills<sup>11</sup>. They were consequently more likely to possess less economic capital than their male migrant counterparts.

## 2.3 *Temporary vs. permanent migrants*

Temporary migrants may bring less economic capital to host countries than permanent migrants, as they plan to return to their countries of origin. Given that these migrants intend to be in the receiving country for a limited time, they have less of an impetus to forge networks or learn the language than those who intend to settle and remain in the destination country<sup>12</sup>. Temporary migrants tend therefore to possess less economic, social, and cultural capital than their permanent counterparts, and are therefore more vulnerable than them.

In many countries, temporary, low-skilled and low-wage migrants dominate the domestic work sector. In some contexts, many of these individuals are not provided with written employment contracts, are subjected to abusive and deceitful recruitment practices, receive low wages which may further be deducted without notice, work in poor conditions, have their rights violated, and face discrimination and social exclusion.

Although temporary migrants are likely to enjoy less security than permanent migrants in their host countries, any problems they encounter in these countries are inherently likely to be shorter-lived by virtue of the brevity of their stay.

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<sup>8</sup> UNESCO (2017) Reducing global poverty through universal primary and secondary education, Policy Paper 32/ Fact Sheet 44 <http://uis.unesco.org/sites/default/files/documents/reducing-global-poverty-through-universal-primary-secondary-education.pdf>

<sup>9</sup> Kindler M, Ratcheva V and Piechowska M (2015) *Social networks, social capital and migrant integration at local level: European literature review*, Birmingham University: Institute for Research into Superdiversity

<sup>10</sup> IOM, Crushed Hopes: Underemployment and deskilling among skilled migrant women, IOM, Geneva, 2012

<sup>11</sup> *Ibid*

<sup>12</sup> Dustmann C (1999) *Temporary migration, human capital and language fluency of migrants*, Scandinavian Journal of Economics, 101, pp. 297-314

#### *2.4 The exploitation of migrants' vulnerabilities*

Migrants' vulnerabilities are exploited by an array of actors, ranging from the external through the communal to the familial. Such exploitation can begin in a country of origin or transit. For instance, recruitment agents in a sending country can extract large sums of money from would-be migrants, leaving them with extensive debts which they are then expected to repay upon arrival at their destination country. In extreme cases, human traffickers can enslave migrants in transit, forcing them to work, for example as prostitutes, in their country of destination. Other migrants are effectively enslaved by the confiscation by employers of their papers. For example, overseas diplomats sometimes seize the passports of immigrants who serve them as domestic workers<sup>13</sup>.

In other cases, migrants are expected to send significant sums of money home to relatives, at times, where earning that much money might require inhuman working hours and practices. Exploitation can likewise occur at a communal level, for instance if a faith group serving a migrant population demands extortionate tithes from parishioners. These examples illustrate that such exploitation can occur to both regular and irregular migrants and to migrants who are both temporary and permanent. It is also noteworthy that many of the examples of exploitation cited are largely confined to female migrants, with very few male migrants, for instance, being forced into sexual slavery or domestic servitude.

### **3. Challenges and tensions**

#### *3.1 Growing negative public perceptions and the rise of populism and xenophobia*

A 2015 Pew Research survey<sup>14</sup> revealed that a majority of people in Germany, the UK and the USA think immigrants make a country stronger. The same cannot be said for Spain, France, Poland, Greece and Italy. In Greece and Italy, 70 and 69 per cent of respondents respectively said that immigrants are a burden on their countries because they take jobs and social benefits away from nationals. Whilst states look to address their populace's concerns, they should recognise that the impact of migration at an aggregate, macroeconomic level is net-positive.

#### *3.2 The limits of migrants' capital*

Cultural capital can be setting-specific. The marine fishing skills of a coastal fisherman displaced by sea-level rise, for instance, may be of limited use in a landlocked country<sup>15</sup>. Technological advances and automation in migrants' country of destination may also limit their employment prospects<sup>16</sup>. While cultural and social capital can go a long way to helping migrants withstand external shocks, in some circumstances, no amount of know-how or connections will suffice, and money or expert intervention – e.g. from doctors in a hospital – will be required. In order to give migrants a fair chance, it is important that migrants' social capital be seen as supplementing and not supplanting public service provision and state infrastructure<sup>17</sup>.

#### *3.3 Factors which undermine the harnessing of migrants' capital*

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<sup>13</sup> Human Right Watch (2014) Hidden Away: Abuses against Migrant Domestic Workers in the UK, Human Right Watch

<sup>14</sup> <http://www.pewresearch.org/fact-tank/2015/09/24/what-americans-europeans-think-of-immigrants/>

<sup>15</sup> Zickgraf C et al (2016) *The impact of vulnerability and resilience to environmental changes on mobility patterns in West Africa*, Liège: Global Knowledge Partnership on Migration and Development (p19)

<sup>16</sup> Reitz J (2005) *Tapping immigrants' skills: new directions for Canadian immigration policy in the knowledge economy*, Dallas: Law and Business Review of the Americas

<sup>17</sup> Baureiss, G. (1982), 'Ethnic resilience and discrimination. Two Chinese communities in Canada', *The Journal of Ethnic Studies* 10 (1): 69–87.

Just as migrants' capital can be harnessed and augmented, it can also be diminished and squandered. A lack of effective social integration and cohesion policy in a host country or an unwillingness to accept migrants on the part of a host society can limit the chances of successfully harnessing migrants' capital. For example, a lack of accessible language courses for example, can hamper some migrants' ability to engage fully in the society and economy of their host country<sup>18</sup>. Lack of reciprocal recognition of professional and other qualifications can further constrain skilled migrants' ability to make the most of their skills. Protectionist restrictions placed upon migrants' ability to work can also render their skills inutile. Moreover, unemployment and underemployment can see migrants' skills degrade over time.

#### 4. Ideas for action

Having identified the issues and challenges facing some migrants, this section focuses on ideas for action that could assist States in optimising these individuals' capital to benefit the migrants themselves, sending countries and receiving countries.

The draft GCM finalized by member states in July 2018, makes explicit reference to States' "shared responsibility" in the governance of migration. Although many of the GCM's 23 objectives are relevant to this roundtable, the five following objectives have been selected for the purposes of this section to achieve a more focused and productive discussion:

- GCM Objective 3 - Provide accurate and timely information at all stages of migration;
- GCM Objective 5 - Enhance availability and flexibility of pathways for regular migration;
- GCM Objective 7 - Address and reduce vulnerabilities in migration;
- GCM Objective 16 - Empower migrants and societies to realize full inclusion and social cohesion; and
- GCM Objective 18 - Invest in skills development and facilitate mutual recognition of skills, qualifications and competences.

##### 4.1. GCM Objective 3: Provide accurate and timely information at all stages of migration

The **accurate and timely provision of information** at all stages of migration entails making available and disseminating accurate, timely, accessible and transparent information on migration-related aspects for and between States, communities and migrants at all stages of migration. This can inform the development of migration policies that provide a high degree of predictability and certainty for all actors involved.

Examples of such an approach include:

- Launching and publicizing a centralized and publicly accessible national website to make information available on regular migration options;
- Promoting and improving systematic bilateral, regional and international cooperation and dialogue to exchange information on migration-related trends;
- Establishing open and accessible information points along relevant migration routes;
- Providing newly arrived migrants with targeted, gender-responsive, child-sensitive, accessible and comprehensive information and legal guidance on their rights and obligations; and
- Promoting multi-lingual, gender-responsive and evidence-based information campaigns and organizing awareness-raising events and pre-departure orientation trainings in countries of origin.

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<sup>18</sup> Singer A (2012) *Investing in the human capital of immigrants, strengthening regional economies*, Washington DC: The Brookings Institution

International cooperation is crucial to ensuring that information provided to migrants is timely and accurate; indeed, inaccurate information can often lead to a shrinking of migrants' human and economic capital, and an increase in their vulnerability. Where information provided is limited, out-of-date or inaccurate, migrants may actually make poorer decisions than they might have done, had they not received the information at all. Inaccurate information is particularly prevalent when there is a commercial benefit to be derived from misleading migrants: for example, at the point of recruitment, during contractual undertakings, or in instances of human trafficking. In such cases, rebutting inaccurate information can play as important a role as the promotion of accurate information. Even in less extreme situations, where governments, civil society and the private sector make concerted efforts to provide accurate information to strengthen migrants' human capital, that information and advice can quickly become obsolete, due to changes in legislation and services outside their jurisdiction. Inter-governmental action to ensure that information and orientation services are up-to-date and accurate can therefore play a significant role in enhancing outcomes for migrants. International cooperation may include, for example:

- Regular updates by host governments to consular officials on changes in legislation and migration protection services;
- Working groups at bilateral level to review information provided to migrants and synthesise orientation programmes to ensure the coherence of information across the migration journey;
- Engagement with civil society and the private sector to draw insights on key trends and communicate priorities.

#### *4.2. GCM Objective 5: Enhance availability and flexibility of pathways for regular migration*

A **comprehensive, planned migration system** includes diversified and expanded regular migration opportunities and pathways that take into account the different experiences and needs of women and girls, men and boys, for both temporary and permanent migration (for work at all skills levels, study, and family unification, as well as regular humanitarian pathways), improved treatment of migrants in transit and upon arrival, better managed entry and stay, honouring of obligations to admit returning nationals, and improved reintegration mechanisms and integration programming.

This type of comprehensive system helps to:

- reduce the vulnerability of those on the move and provide them with alternatives to dangerous, irregular movement,
- improve state and international capacity to respond to large movements and crises,
- improve the developmental potential of migrants,
- assist in the effective integration of newcomers,
- harness the human potential currently being untapped or even lost by many countries, and
- support sovereign states' abilities to ensure the safety and security of their citizens and residents.

In the context of changing demographics and evolving labour market needs, migration may become an increasingly important factor in sustainable economic growth. Countries with planned migration systems will benefit over time, as migration can fill labour gaps, contribute to population-building and nation-building, and instil respect for human rights and diversity – all of which can help to reduce racial and migrant/refugee-related tensions and counter xenophobia.

#### *4.3. GCM Objective 7: Address and reduce vulnerabilities in migration*

A **gender-responsive approach** to the governance of migration would recognise the different strengths and vulnerabilities of migrants according to their gender and take account of each. In particular, while

women make up 50% of all skilled labour, they are often underrepresented in the number of skilled migrants. Immigration policies in destination countries should be analysed to see if they create obstacles to bringing women's skills and capital. This could include performing a gender audit of migration policies, and collecting gender disaggregated data about migration flows. In Canada, policies are assessed for their gender implications using the GBA+ approach.

In addition, harnessing the capital of women migrants involves broader approaches to ensure non-discrimination in the labour market and encourage female labour market participation, including acknowledging career breaks and part-time work. Women often have less linear career trajectories – they take more breaks during child rearing years, and often take more time off than men to care for relatives. However, when children leave the home, women's careers often accelerate at a faster rate than men. States can use human capital criteria for migrants as part of their assessment criteria, such as language proficiency and educational attainment (which may be less gendered than using only experience), and ensure that non-continuous work experience is permitted, allowing part time work to count toward experience. All of this can help harness the human capital of female migrants.

**Fair recruitment policies** could be implemented to match available jobs with suitably qualified workers in a transparent, equitable and appropriately regulated manner to ensure that migrant workers are not exploited. States could, for example, align national laws, policies and regulations with the International Organization for Migration's (IOM) International Recruitment Integrity System (IRIS), an "ethical recruitment" framework that provides a platform for addressing unfair recruitment and bridges international regulatory gaps governing labour recruitment in countries of origin and destination. IRIS comprises an international standard certification scheme for international recruitment intermediaries and a compliance and monitoring mechanism. In 2017, IRIS was deployed to support a supply chain management system that respects workers, the environment, human rights and labour standards used by the Foreign Trade Association, and bolster the efficacy of the Responsible Business Alliance's responsible labour initiative. Countries of origin and countries of destination can share the responsibility for ethical recruitment. Bilateral agreements are both possible and positive, such as that which exists between the Philippines and Canada. The Philippines and the Canadian provinces of Alberta and Saskatchewan recently signed Memoranda of Understanding to facilitate the ethical recruitment of Filipino workers.

Moreover, **public-private partnerships** and an enabling state can offer a creative and optimistic alternative in which markets and communities, financial and social capital, could be 'harnessed' to 'make individuals better off, put them more in charge of their lives and make them better able to look after themselves'<sup>19</sup>. Such an approach involves greater use of the private, voluntary and community sectors in the delivery of services and the creation of partnerships and networks based on trust between the state, businesses, and voluntary and public sectors. Not only does the role of the state change, but so too does the role of the citizen, with a much stronger emphasis placed upon the 'responsible and responsive individual – the notion of the developmental self, and the idea that through help and education people can improve'<sup>20</sup>.

#### *4.4. GCM Objective 16: Empower migrants and societies to realise full inclusion and social cohesion*

Optimising the benefits of migration requires that newcomers settle and integrate into the society of the host country, and this involves helping migrants improve their language skills, build social networks, and find work.

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<sup>19</sup> Leadbeater, C. (1999), *Living on thin air. The new economy*. London: Viking.

<sup>20</sup> Richards, D. & M.J. Smith (2002), *Governance and public policy in the UK*. Oxford: Oxford University Press.

**Language training** in both sending and receiving countries is critical in supporting migrants to thrive in their chosen home. It is likely to be of mutual benefit to migrants and host countries if those countries make available language courses for free, as in the case of the London Borough of Islington in the United Kingdom (see Annex for further detail). A lack of accessible language courses could hamper some migrants' ability to fully engage in the society and economy of their host country. **Orientation programmes** could also be organised in migrants' countries of origin to ensure that upon arrival in a new host country, they understand the basics needed to navigate relevant systems and situations. This could include providing them with pertinent information on housing, transport, laws, healthcare, employment and education in the host country.

**Funding community and voluntary groups which provide settlement support** to migrants and aim to build bridges between newcomers and host communities is important to realising their full inclusion. Cultural sensitisation by more settled migrants, who are accustomed to the host country but can appreciate the lens through which new migrants view it, may be best placed to support them and help them understand how to navigate their new surroundings. This is likely best done on a peer-to-peer basis, as it is, for example, done by the women of The Melissa Network in Greece<sup>21</sup>. By bringing together newcomers who would have otherwise never met, these groups can help migrants forge networks and relationships that could assist them in a whole host of ways, from identifying employment opportunities to providing support in times of need. The formation of social capital will also occur in less structured and deliberate ways as part of migrants' everyday integration.

**Opportunities for decent work** available to migrants may be expanded by increasing the labour protections they are afforded and enhancing the availability and flexibility of pathways for regular migration. Decent work goes beyond the concept of mere employment. It is about migrants having access to jobs that are of acceptable quality, provide a fair income, give workers the ability to express their concerns, and present both domestic-born and migrant workers equal treatment and opportunity. States could deliver programmes that help migrants obtain the skills to access such work. The Filipino Embassies in Lebanon and the United Arab Emirates have, for example, offered programmes to educate female Filipino emigrants working in domestic service and help them move out of the unskilled labour force.

Trade unions have a crucial role to play in encouraging the full participation of migrant workers in the formal economy and facilitating their access to decent work. Truly modern and inclusive trade unions need to reach into migrant communities and recruit migrant members if they wish to speak for the workforce as a whole. Having migrants' views represented should empower them, give them with a stake in the system in place, and motivate them to maximise their contribution to the host country's economy by putting their various capital to best use.

The **implementation of non-discrimination legislation** in a host country can further help to ensure that migrants have a fair chance in the job market, mitigating the discrimination and economic exclusion that migrants sometimes otherwise experience. Such legislation can also enshrine cultural sensitivity to enable the active participation of migrants in a host nation's society and economy. For example, legislation which allows British police officers to wear turbans instead of helmets makes an important public service accessible as an employer to the nation's Sikhs, many of whom have immigrant backgrounds. In turn, the police service can better represent the diverse population it serves, recognising that a representative force is better able to command public confidence, crucial to its work, particularly among minority communities<sup>22</sup>.

#### *4.5. GCM Objective 18: Invest in skills development and facilitate the mutual recognition of skills, qualifications and competences*

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<sup>21</sup> <https://tcleadership.org/the-melissa-network/>

<sup>22</sup> <https://www.gov.uk/government/news/government-overturms-turban-workplace-rule>



Migration can be used to **address labour and skills shortages**, particularly when governments, the private sector, and trade unions work together to determine current and probable future shortages. The decline in the size of labour pools in many developed countries as a result of ageing populations and lower birth rates, has forced countries to look abroad to fill shortages.

Public services and systems which make the most of migrants' capital are likely to be better able to adapt to changing types and levels of demand than those which rely overly on domestic-born talent and therefore depend on the inflexible output of an historic pipeline of domestic training. A public health system that can confidently rely on the nursing qualifications of other countries for instance, can turn to those countries to fill nursing shortages when needed.

While countries may not agree to recognise all of the professional qualifications which the others offer, standards may be agreed upon internationally within a given sector. European Community legislation, for instance, provides for automatic recognition of qualifications through the application of sectoral directives for various relevant professions, mainly in the medical or paramedical sectors.

Such recognition of qualifications also stands to benefit greatly migrants whose previous educational and professional attainment would have previously been discounted by virtue of their migration. Receiving acknowledgement for their skills by way of certification that is recognised by employers in host countries will enable skilled migrants to find employment commensurate with their capabilities and will maximise their contribution to host countries. A critical factor then in developing successful skills recognition systems is understanding which skills allow individuals to achieve and thrive within the context of a new country, sector and employer.

In a recently published report<sup>23</sup>, the ILO put forward several recommendations for strengthening skills recognition systems in order to enhance the employability of migrant workers. One such recommendation was that tracer surveys be used to provide information on the impact of recognition procedures three to five years after their completion.

## 5. Guiding questions for the roundtable to consider

There are two central questions that this roundtable discussion is aiming to answer:

- “What are the existing gaps that need to be addressed to harness the capital of migrants?”
- “What are the best practices that can help achieve this?”

### *Subsidiary questions*

Beneath these two overarching questions lay a number of subsidiary questions which the roundtable may wish to explore. They include:

- *“What systemic changes need to occur in some countries to foster fair recruitment?”*
- *“What types of support for migrants in vulnerable situations are most effective if offered on a peer-to-peer basis, rather than by host communities?”*
- *“What early warning mechanisms can be put in place to identify migrants' vulnerabilities and facilitate appropriate intervention?”*
- *“How can narratives towards migrant women shift from a focus on vulnerability to a recognition of their agency and abilities?”* The approach to this question ought to include, for example, addressing the difficulties which women can face in accessing formal remittance transfer systems in order to leverage their productive use.
- *“How could local and regional authorities be empowered as key actors in harnessing the capital of migrants?”*

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<sup>23</sup> Braňka, Jiří (2016) Strengthening Skills Recognition Systems: Recommendations for key stakeholders, ILO

## Annex

### Best Practices on How States May Harness Migrants' Capital

Area	Country	Good practices
<b>GCM Objective 3 – Provide accurate and timely information at all stages of migration</b>		
<a href="#"><u>Support for reintegration</u></a>	Morocco	Sharaka was a joint project between the government of Morocco and the EU and implemented by IOM and several other civil society organisations. Its primary aim was to provide all the necessary information and support to returning Moroccan migrants. It mobilizes reintegration actors in Morocco and Europe with the aim of formalizing a network of consultation. Within this committee, the Moroccan Ministry in Charge of Moroccans Living Abroad and Migration Affairs, civil society organizations and the representatives of the Moroccan diaspora co-produced recommendations for a Moroccan strategy of support for reintegration, as well as information tools intended for Moroccans living abroad.
<a href="#"><u>Interpretation Support Centre for Migrant Workers</u></a>	Republic of Korea	In 2006, the Korea International Labour Foundation (KOILAF) established the Interpretation Support Centre for Foreign Workers, which provided interpretation services free of charge in English, Chinese, Vietnamese, Mongolian, Thai, Russian, and Indonesian, as well as an automatic answering system accessible from anywhere in Korea. The service used a three-way call system which simultaneously connected foreign workers and whoever they wished to communicate with, to a specialized interpreter at KOILAF. The Centre provided interpretation and counselling on labour-related issues such as wages, labour contracts, industrial safety and accident compensation, as well as on issues related to living in Korea, such as entry and departure, medical services, remittance transfer services, or laws and regulations. The Centre was also able to assist in resolving disputes between migrant workers and their employers. During the first two years of its operation, the Centre received 81,635 requests for interpretation and counselling or an average of 170 requests per day.
<a href="#"><u>Trade union information booklet for seasonal foreign workers</u></a>	Germany and Poland	In August 2003, the German Trade Union for Building, Forestry, Agriculture and the Environment (IG BAU) and a Polish trade union representing employees in agriculture (ZZPR) collaborated on a bilingual information booklet for Polish seasonal workers in Germany. While it was designed for all seasonal workers, the booklet was

		<p>disseminated to workers in the agricultural sector who constitute the majority of seasonal employees. The booklet contained information on a wide range of issues, including: employment contracts; employers' legal obligations concerning health insurance; the national social benefit system; legal entitlements to paid leave; regulations on pay and taxes; limitation periods concerning pay claims; the legal provisions for terminating a contract; and the legal minimum standards to be observed concerning worker accommodation. The booklet also advised workers on seeking trade union support in legal disputes with employers and provided the contact details of regional trade union offices. In 2002, the German Central Employment Agency registered about 300,000 seasonal employment contracts, of which 275,000 were in agriculture and forestry. Some 244,000 seasonal employment contracts in agriculture were concluded with workers from Poland. Many of Germany's agreements on seasonal work have become obsolete following the 2004 and 2007 enlargements of the European Union.</p>
<p><a href="#"><u>Pre-decision, pre-departure and return migration guides for migrant health workers from India and the Philippines</u></a></p>	<p>Denmark; Finland; Germany; India; Norway; Philippines</p>	<p>Public Services International (PSI), in collaboration with ILO's European Union-funded "Decent Work Across Borders" (DWAB) project has produced seven pre-decision, pre-departure, and return migration guides for healthcare workers. The booklets cover various aspects of the migration process from the Philippines and India to Finland, Germany, Norway and Denmark. Topics covered include the customs of the countries of destination, practical matters such as housing, banking, and taxation, opportunities for professional growth, as well as return and reintegration. The booklets also provide a catalogue of contacts - including emergency numbers, a directory of trade unions, and a list of immigrant networks.</p>

<p><a href="#"><u>Handbook for Armenians Abroad</u></a></p>	<p>Armenia</p>	<p>The Handbook for Armenians Abroad was published in 2010 by the Armenian Ministry of Diaspora with the support of the ILO-EU project 'Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia'. The handbook seeks to foster stronger ties between Armenians abroad and their homeland, thus allowing for the exchange of skills and ideas. The tool outlines issues related to admission to, stay in, and exit from the Republic of Armenia, as well as covers issues pertaining to the military service requirement for dual nationals. It also provides information on educational, cultural, labour, property and social rights, and responds to questions relating to employment and investing in Armenia. This initiative falls in the context of a broader initiative of the Ministry of Diaspora of the Republic of Armenia to develop and strengthen Armenia-Diaspora relations, preserve the Armenian identity, and develop projects encouraging the repatriation of Armenians.</p>
<p><a href="#"><u>Supporting migrants and Potential Migrants from Egypt through Information</u></a></p>	<p>Egypt</p>	<p>The project on “Supporting Migrants and Potential Migrants from Egypt through Information” was launched in 2001 at the initiative of Egypt's Ministry of Manpower and Emigration (MME) and with the support of the International Organization for Migration (IOM). Having analysed trends in the emigration of Egyptians since the mid-1980s, the MME identified policies and solutions to address the needs of potential migrant workers in Egypt, as well as those of Egyptians abroad. In addition, the Ministry emphasized the expertise acquired by Egyptians abroad and the possibility of attracting the investments and remittances of Egyptians abroad. The Egyptian government thus created an Integrated Migration Information System (IMIS) through funding from the Italian government and assistance from IOM. The System resulted in the creation of a website and data centre for potential Egyptian migrants and Egyptians abroad, and helped strengthen the skills of MME employees in languages, information technology, management and research. IMIS was followed by IMIS Plus.</p>
<p><b>GCM Objective 5 – Enhance availability and flexibility of pathways for regular migration</b></p>		
<p><a href="#"><u>The Recognised Seasonal Employers Scheme (RSE)</u></a></p>	<p>New Zealand Kiribati; New Zealand; Papua New Guinea; Samoa; Solomon</p>	<p>In 2007, New Zealand introduced the Recognised Seasonal Employers (RSE) Scheme to fill seasonal labour shortages in the horticulture and viticulture industries. Under this scheme, employers can apply for RSE status</p>

	Islands; Tonga; Tuvalu; Vanuatu	and then apply to fill vacant seasonal positions for which there are no New Zealand applicants. At present, seven Pacific countries hold Inter-Agency Understandings with New Zealand: Kiribati, Samoa, the Solomon Islands, Tonga, Papua New Guinea, Tuvalu, and Vanuatu. Migrants from the Pacific may be issued visas to remain in New Zealand for up to seven months (nine months for migrants from Kiribati and Tuvalu) and may be selected and approved to return in following seasons. Pre-departure resources in the form of an RSE Get Ready Booklet (available in the relevant Pacific languages), Pay Slip Sample, and 'Get Ready' DVD are provided to the respective Pacific Governments and New Zealand employers for dissemination to their workers. Among other things, employers are required to pay for half of their employee's international air fare, and ensure that workers have access to suitable accommodation, medical insurance, translation, access to religious and cultural activities, food and health services. Any worker deductions must be agreed and pre-approved to ensure they are reasonable. Workers admitted under this program cannot transfer to another type of visa and are required to return at the end of their visa/contract. The RSE category has up to 9,000 places available nationally per year.
<a href="#"><u>Management of seasonal foreign workers in Germany</u></a>	Germany	Since the early 1990s, Germany has concluded bilateral agreements with Central and Eastern European countries for the seasonal employment of their nationals. The agreements aim to protect the rights of seasonal foreign workers in Germany and to fill labour market gaps. German employers must prove - to the satisfaction of local labour offices - that local workers are unavailable, and they may not hire migrant seasonal workers for longer than eight months per year (with some exceptions). Employers must also submit employment contracts specifying salary, working, living and travel arrangements to local labour offices, and they are required to cover their workers' recruitment fees. Since 2010, employer sanctions have been imposed in cases of non-respect of working, wage and housing conditions.
<a href="#"><u>MERCOSUR Residence Agreement</u></a>	Argentina; Bolivia; Brazil; Chile; Colombia; Ecuador; Paraguay; Peru; Uruguay	Nationals of signatory States may apply for a temporary residence permit of up to two years in another country of the block, and may apply for permanent residence before expiration of the temporary residence permit. These nationals are also provided work permits, the only requirements being that they present a valid passport, birth certificate and police clearance certificate. The beneficiaries of the Residence Agreements will enjoy the same rights and civil, social, cultural and economic

		<p>freedoms as nationals of the host country. They have, for example, the right to engage in any activity - on their own or for third parties - under the same conditions as nationals; the right to family reunion; and the right to make remittances. The children of immigrants born in the territory of one of the signatory States will have the right to birth registration and to a nationality, according to the legislation of each country.</p>
<p><b>GCM Objective 7 – Address and reduce vulnerabilities in migration</b></p>		
<p><a href="#"><u>Protection of migrant workers</u></a></p>	<p>Canada</p>	<p>Canada provides \$5.5 million over five years to promote and protect the rights of the Association of South East Asian Nations’ (ASEAN) migrant workers. The project, which is being implemented by the ILO, aims to harmonize labour migration governance frameworks in the ASEAN region to maximize the protection of migrant workers and their contributions to equitable and inclusive growth in the region. The project works with policymakers from national ministries of ASEAN member states as well as regional bodies, workers’ organizations, the private sector, civil society groups, and academic institutions.</p> <p>The beneficiaries of this project are the estimated six million women and men migrant workers within the ASEAN region who will benefit from improved social protection mechanisms, increased economic and social benefits from migration as well as increased mobility opportunities as a result of regional frameworks and initiatives that are inclusive, efficient and gender-responsive. The direct beneficiaries are policymakers who will be better equipped to identify, adopt and implement policies and programmes that improve social protection, maximize economic and social benefits from migration and increase labour mobility opportunities, particularly among women, in the region.</p>
<p><a href="#"><u>National Initiative for the protection of refugees and migrants living in refugee accommodation centres</u></a></p>	<p>Germany</p>	<p>In spring 2016, the “National Initiative for the protection of refugees and migrants living in refugee centres in Germany” was launched as a joint initiative of the Federal Government and UNICEF to improve protection, care and supportive measures of children and women living in refugee accommodation centres and to contribute to their well-being and integration. Drawing on the experience of its core partners (mostly non-statutory welfare umbrella organizations as well as national coordination centres), this initiative created, for the first time, a set of minimum</p>

		standards focusing on the protection of children and women living in refugee accommodation centres.
<b>GCM Objective 16 – Empower migrants and societies to realise full inclusion and social cohesion</b>		
<a href="#"><u>Language Training</u></a>	United Kingdom	Many local authorities in the UK offer free English language classes to adult immigrants in their area. The London Borough of Islington, for example, offers English for Speakers of Other Languages (ESOL) courses to unemployed or low-paid adults resident in Islington or with children in Islington schools. The courses are for those for whom English is not their first language and who want to improve their speaking, listening, reading and writing skills, helping with their employability and citizenship. Following self-referral and an initial assessment session, the council places the participant on a course pitched at an appropriate level, close to their home wherever possible. Many of the courses run in children’s centres and some even offer child care services.
<a href="#"><u>Settlement Support</u></a>	Canada	The government of Canada assists immigrants in overcoming barriers so they can establish themselves and their families in Canadian communities through Immigration, Refugee and Citizenship Canada’s (IRCC) Settlement Program. The Settlement Program has a budget of circa \$762m (outside Quebec) and funds partnerships with more than 500 third-party Service Provider Organizations (SPOs). A key component of IRCC’s Settlement Program available to newcomers is a Needs Assessment and Referral (NARS), conducted pre- or post-arrival. NARS consists of three components. First, the SPO meets with the client to identify their needs, using a variety of methods, such as questionnaires, group sessions, information sessions, informal follow-ups, and home visits. Second, taking their needs into consideration, the SPO works with the client to create a customized roadmap to be used by the client to guide their settlement journey. These Settlement Plans are developed with, and centred on, the newcomer. They are revised as needs evolve, and include milestones to monitor progress. Third, using the settlement plan as the guide, the SPO provides recommendations to a broad spectrum of settlement areas and connects clients to settlement and community-based services. The services offered may include language training, housing support, employment counselling and, mentoring amongst others.

<p><a href="#"><u>Orientation Programmes</u></a></p>	<p>United Arab Emirates</p>	<p>The Government of the UAE has recently instituted a public-private partnership programme to scale up and standardise post-arrival orientation programmes for migrants and their employers. ‘Tawjeeh’ Centres, operated by private businesses under licence from the Ministry of Human Resources and Emiratisation, provide newly arrived migrant workers with a one-day training course that educates them on their labour rights, including standard contract terms, information on how to access dispute resolution, as well as information regarding cultural practices and norms in the UAE. Employers are required to demonstrate that migrants have attended a Tawjeeh course prior to the issuance of a work permit. The UAE is also participating in a project led by the IOM to synthesise post-arrival orientation programming with pre-departure programming in countries of origin, to ensure that the information that is available to migrants is consistent throughout the migration journey.</p>
<p><a href="#"><u>Toronto Region Immigrant Employment Council (TRIEC)</u></a></p>	<p>Canada</p>	<p>The greater Toronto area receives a large number of immigrants each year, and a significant proportion of them are highly educated. The Toronto Region Immigrant Employment Council (TRIEC) is a multi-stakeholder council that brings together 70 partners - including close to 40 employers - to create and champion solutions to better integrate skilled immigrants in the Toronto Region labour market. Founded by the Maytree foundation and the Greater Toronto Civic Action Alliance in 2003, TRIEC helps bring together recent skilled immigrants and established professionals in occupation-specific mentoring relationships. This Mentoring Partnership has facilitated as many as 9,400 mentoring relationships. Through the Professional Immigrant Networks (PINs) initiative, TRIEC collaborates with professional immigrant networks to increase their capacity to connect skilled immigrants with meaningful employment opportunities. Forty-seven immigrant networks have joined the platform since the launch of the PINs website in February 2012. TRIEC also helps immigrants find employment, by connecting them to its partners, the Career Edge Organization and the Consortium of Agencies Serving Internationally-Trained Persons (CASIP).</p>
<p><b>GCM Objective 18 – Invest in skills development and facilitate mutual recognition of skills, qualifications and competences</b></p>		
<p><a href="#"><u>Financial literacy</u></a></p>	<p>Mexico</p>	<p>Knowledge of financial management and economic rights is important to ensuring the overall economic welfare of migrants and to maximizing the social benefits of</p>



		<p>remittances to a community. From April to November 2013, the Inter-American Dialogue carried out a Financial Literacy Project in Mexico in partnership with La Asociación Mexicana de Uniones de Crédito del Sector Social (AMUCSS). The project provided financial counselling to over 9,000 people in five Mexican states, encouraging money management, formal savings, and the informed usage of financial products and services. Nearly 40% of participants were remittance recipients. Approximately 25% of those who received financial counselling went on to acquire a financial product, and 40% said they plan on using the new savings methods they have learned. The project attracted over MX\$4,628,760 (US\$352,807) in deposits. Participants also purchased over MX\$94,079 (US\$7,170) in insurance and MX\$9,951,372 (US\$ 758,500) in credit. Through the Inter-American Dialogue's financial literacy program, a total of over 200,000 people in 13 countries worldwide have learned how to use budgeting, saving, and formal financial products to improve their quality of life.</p>
<p><a href="#"><u>Recognition of skills and labour mobility in ASEAN</u></a></p>	<p>Australia; Brunei Darussalam; Cambodia; Indonesia; Lao People's Democratic Republic; Malaysia; Myanmar; New Zealand; Philippines; Singapore; Thailand; Viet Nam</p>	<p>In May 2010, a joint ASEAN, Australia, and New Zealand task force developed ASEAN Qualifications Reference Framework (AQRF) as the mechanism to benchmark national qualifications frameworks into mutually comparable regional standards. Eight levels of competencies were designed under the framework and these competencies have been agreed among all ASEAN Member States. The AQRF is voluntary. It consists of two labour mobility tools: Mutual Recognition Arrangements (MRAs), which facilitate the mobility of skilled professionals in ASEAN (higher levels of the AQRF); and Mutual Recognition of Skills (MRS), which focuses on technical/vocational skills (AQRF level 1-4). To implement the tool on MRS, the ILO has collaborated with the ASEAN Member States (AMS) in developing the policy outcomes (e.g. action plans) and assisting them in addressing mutual skills recognition nationally and regionally in selected occupations.</p>