Summary Report

1. Co-convened by the governments of Morocco and Netherlands, the second Thematic Meeting GFMD 2013-2014 on “Recruitment, labour migration and diaspora. Improving labour market complementarities and economic development outcomes” was structured around three panels: Panel I - “Scene setters on labour migration and diaspora,” Panel II - “Recruitment, labour migration and labour matching” and Panel III - “Diaspora, skills transfers, investments and trade”.

2. The meeting was attended by over 130 representatives from Governments, international organizations and civil society, including 22 capital-based government experts on labour migration and diaspora issues.

Panel I: Scene setters on labour migration and diaspora

3. Panel I was chaired by Ambassador Jan Knutsøn, Permanent Representative of Sweden to the United Nations in Geneva and comprised of Honorable Abdelouahed Souhail, Minister of Employment and Vocational Training of Morocco, Ambassador Roderick van Schreven, Permanent Representative of Netherlands to the United Nations in Geneva, and Mr. Stefano Scarpetta, Director of Employment, Labour and Social Affairs at the OECD.

4. In his opening remarks, Amb Knutsøn underlined that the key objective of the meeting was to identify adequate mechanisms and measures whereby labour migration and circular forms of mobility, diaspora entrepreneurship and investments can lead to more inclusive economic development outcomes for the migrants, employers and communities of both source and destination countries. He recognized the assistance provided by the Migration Policy Institute in Washington in drafting the background paper, as well as the issues briefs contributed by the Global Migration Group, currently chaired by the International Organization for Migration.

5. Ambassador Jan Knutsøn explained the two key issues covered by the thematic meeting: the first is how to match the demand for labour in one country and potential supply in another country. The challenges to effective and efficient labour matching are multiple, e.g., limited legal possibilities to migrate, restricted access to labour market in another country, lack of information on vacancies and requirements needed for would-be migrants, language barriers, need to reduce the role of the middle men in the process, especially abusive recruitment agencies, high transactions costs for both migrant and for the employer, and administrative hurdles for employers. These factors lead to labour mismatches which serve as impediments for inclusive economic development.

6. The second issue concerns transnational diaspora communities, especially entrepreneurs and professional networks. Members of diaspora communities serve as agents of development by facilitating skills transfers, sending remittances, making investments or promoting trade. A wide range of tools exists for engaging the diaspora, such as temporary return of qualified nationals, diaspora bonds, collective investment instruments (e.g., mutual funds), access to credit and loans, tax

These capital-based experts received financial assistance from the GFMD Chair. The Chair has included in the GFMD 2013-2014 budget a provision for thematic meetings to enable capital-based government practitioners to attend the GFMD preparatory meetings in Geneva.
incentives or exemptions, portability of benefits (e.g., pensions, medical and life insurance). It would be important and helpful for policy-makers to identify efficient models that can be scaled up or replicated in origin and host countries. Equally crucial would be to understand the role and potential of the different partners on the ground, including the international organizations, the civil society and the private sector in engaging diaspora communities.

7. Amb Kutnsson expressed the hope that through the exchange of good practices and experiences, the second GFMD 2013-2014 thematic meeting could help address these two issues. The results of the meeting will support the work of the two Government Teams preparing the RT 2.1 session on labour migration, labour mobility and labour matching and the Roundtable 2.2 session on diaspora skills transfers, investments and trade, to be held in Stockholm in May 2014.

8. Mr Scarpetta, Director of Employment, Labour and Social Affairs at the OECD then delivered a key note speech touching on both issues of labour migration and diaspora. He premised his presentation on the belief that migration has the potential to strengthen and enhance the distribution of the economic benefits of globalization through two main channels -- better allocation of labour and leveraging the positive impacts of migration on trade.

9. Drawing from the experiences and extensive work of the OECD on these policy issues, Mr Scarpetta reflected on three key points: a) How to promote better matching of skills? b) How to strengthen the role of Diaspora members who are well established in their destination countries? c) How to enforce the synergies between labour migration, trade and Diasporas?

10. To promote quality matching of available labour skills and jobs, it is necessary to have good and reliable information on job and skills, as well as timely access to it. To this end, the OECD has built a database on immigrants in OECD countries. These countries have a major role to play by cooperating with countries of origin and exchanging information. Conversely, a number of countries in North Africa, Sub-Saharan Africa and Asia have joined forces with destination countries to develop tools for expanding and rationalising information about foreign job opportunities. Gaps remain that need more policy attention, such as how to assess and recognize skills acquired abroad and how to bring employers into the recruitment process.

11. On strengthening the role of well-established diaspora members in the economic life of their home country, Mr Scarpetta posited that governments could pave the way for short stays, skills transfer and trade. These diaspora members may not want to return permanently, but may be willing to contribute with financial, human and social capital. To leverage their contribution, the first step for governments is to know them and where they are based. Professional and expert networks, now made more accessible with the aid of technology, can help in this regard.

12. Finally, Mr Scarpetta believed that the synergies between labour migration, trade and diasporas could be enforced more effectively at the regional level. Together with the UNFPA, the ILO and the Asian Development Bank Institute, the OECD has conducted a series of regional meetings in the MENA region, in Asia and in the Baltic countries to explore areas for collaboration both among countries in the region and their main partner-countries in the North.

13. Amb. Souhail, Minister of Employment and Vocational Training of Morocco, shared about his country’s experiences as a sending, receiving and transit country, with a diaspora population spread out in the various regions of the world. He cited the varied programs and policies that the Moroccan Government has implemented to support their big diaspora communities abroad. He believed that migration facilitated by globalization has been a source of wealth throughout the world. But he emphasized that attendant to the economic and social benefits of migration were problems because migrants are people, with their own experiences and sets of challenges. They have rights and needs that require action from governments, international organizations, civil society and other stakeholders. Thus, now more than ever, international cooperation has become imperative.

14. Ambassador Van Schreven, Permanent Representative of the Netherlands to the UN in Geneva,
explained that the Netherlands has long recognized the high impact of small and medium size enterprises on the economy. Their role is fundamental in transforming traditional low-income economies to modern economies. Thus, as part of its migration and development policy, the Dutch government focused on diaspora, entrepreneurship and trade. From their experience, migrant entrepreneurs can be drivers of economic change and growth both in the Netherlands and in countries of origin. But to harness this positive impact, countries of origin and destination must cooperate in creating favourable conditions for investment and diaspora involvement in development. For its part, Netherlands has offered technical and financial assistance, such as for the “business incubators” – first time or inexperienced migrant entrepreneurs who have difficulty availing of assistance from commercial banks. Next to entrepreneurship, Netherlands has also engaged the diaspora in the development of their countries of origin through the Temporary Return of Qualified Nationals programme, implemented by the International Organization for Migration.

15. After the presentations by Morocco and Netherlands, the Chair opened the floor for discussions, inviting delegates to reflect on three guiding questions: a) What are the most efficient measures to improve the functioning of labour migration systems, particularly the recruitment and labour matching processes? b) How can labour migration and circular forms of mobility, diaspora entrepreneurs and investors contribute to trade and economic growth? C) How can policies and cooperation help boost human resources management and job creation by taking into account the role of labour migration and diaspora?

16. Questions were put forward by several delegates to the panelists. One asked if there was any research on matching semi or low-skilled migrants with the labour demands of destination countries. Mr Scarpetta explained that the usual problem for semi or low-skilled migrants is language proficiency, and this has to be addressed. He believed that the major challenge is how to make sure that investment in education and human capital continues after education and throughout the employment of migrants.

17. Another delegate asked about how to set up effective inter-departmental coordination systems. Amb Souhail explained that in Morocco’s case, it was the diasporas and migrants themselves who approached the government and asked for assistance, invoking their rights as nationals. The government responded by pulling together all concerned departments and agencies of the government and delineating responsibilities to them.

18. The third question was about the development potential and feasibility of circular migration schemes. The OECD is doing some work on assessing the impact of such schemes which could be useful for all concerned. Bilateral discussions between countries of origin and destination were likewise encouraged to harness the positive impacts of circular migration.

19. During the second round of questions, a delegate saw the need for a comprehensive management of temporary workers that gives due regard for their human rights, facilitates their integration in destination country and reintegration when they return home, and fosters good communication with the families left behind. Another delegate wanted to know how to lower further the cost of sending remittances, while a third delegate inquired about Morocco’s experience on South-South migration. A common response to these questions was the importance of continued dialogue.

20. Ambassador Knutsson summed up the session by highlighting 4 points: a) the human dimension of labour migration; b) need for data and research for efficiently matching labour supply with demand; c) call for governments to better link up diaspora contributions and investments in trade and other development activities; and d) importance of closer international cooperation and partnerships that involve all concerned stakeholders, including governments, employers, recruiters and diaspora networks. He encouraged continued dialogue and sharing of experiences on labour migration and diaspora.

3 Netherlands has recently supported the Seva Network Foundation and IntEnt (Internationalization of Entrepreneurship), which assist migrants in developing entrepreneurial skills, drafting business plans, analyzing the market and mobilizing resources.
Panel II: Recruitment, labour migration and labour matching

21. Panel II was chaired by Mr Mr. Abdelhalim El Fatihi, of Morocco. He was joined by three panelists—Ms. Manuela Tomei, Director, Conditions of Work and Employment Programme of the International Labour Organization (ILO), Mr Alex Zalami, Adviser to the Minister of Labour of the United Arab Emirates (UAE) and Ms Jennifer Irish, Minister-Counsellor for Humanitarian Affairs and Migration Section, Permanent Mission of Canada to the UN in Geneva.

22. In her presentation, Ms Manuela Tomei emphasized that internalization of labour markets is increasing the competition among countries for the same pools of highly-skilled workers; likewise, demand for less-skilled workers will not fade away. She explained that ILO’s mandate is to protect and promote fair treatment of migrant workers. Their goal is to create productive employment and decent jobs for all in all countries. In this regard, ILO has adopted a number of binding (e.g. Conventions No. 97 and 143) and non-binding instruments, e.g. the Multilateral Framework on Labour Migration, for the sound governance of labour migration. ILO has a tripartite governance system where representative workers’ and employers’ organizations decide along with governments; thus, decisions reflect the realities of the world of work.

23. Ms Tomei believed that the first issue in labour matching is how to decide whether or not there is genuine need for migrant workers. In this regard, she underlined the importance of data and research. She said there is no single formula for skill needs analysis, but a combination of qualitative analysis (e.g. case studies, focus group discussion, Delphi method) and quantitative data (e.g. surveys, skill audits, econometric models) has proven useful. To enhance transparency and fairness in recruitment for better job-worker matching and better outcomes for migrant workers, governments in both origin and destination countries must enact legislation and other means of regulating the activities of international recruiters (private employment agencies and employers). ILO extends its assistance by helping to reduce recruitment costs through the creation of Migration Resource Centers that provide correct information on labour migration processes, wages and working conditions in destination countries, and employment opportunities.

24. Ms Tomei also highlighted the serious mismatch between qualifications of workers and needs at work due to problems with measurement of skills and/or inadequate formal qualifications. On-the-job training and soft skills are thus increasingly becoming important. For middle or low-skilled workers, the challenge is how to recognize skills competencies acquired on the job informally. Recognition of qualifications constitutes an open issue both for potential and returning migrants. Limited recognition of qualifications discourages mobility, as does limited portability of social security entitlements for both high-skilled and low-skilled migrants. To help address these challenges, ILO strives to embed measures of recognition of qualifications and certification in the wider context of training and educational systems. In addition, ILO works to improve governance of migration of professionals and skilled personnel in the health sector through the development of a system for skills testing and certification for main countries of destination through tripartite consultations and development of regional labour migration policy which also guide national policies. She ended her presentation with a question of whether or not ILO should develop job descriptions and training requirements for low-skilled occupations for inclusion in bilateral or multilateral agreements.

25. For his part, Mr Alex Zalami of the UAE recognized a fast solidifying global consensus that migration is a key driver of development, as evidenced by GFMD discussions over the years and the more recent deliberations at HLD preparatory events in New York and across many regions. However, for migration to figure prominently and meaningfully in the post 2015 global development agenda, it is imperative to bring up evidence on the range of its development outcomes, but also to demonstrate how they can be further amplified by the design and implementation of sound national policies and bilateral and multilateral collaborative schemes. A sound framework for managing the acquisition, certification, documentation and formal recognition of employable skills can serve to optimize measurable human and economic development outcomes and ensure their equitable distribution.

4 To see their presentations, go to: http://www.gfmd.org/en/docs/sweden-2013-2014.
26. To this end, Mr Zalami pointed out the need for a multi-stakeholder buy-in for the recognition and certification of migrant labour skills, as this could be beneficial for the migrant worker, the employer, the recruitment agency, the country of destination and the country of origin. Addressing skills across all phases of circular and temporary labour migration, in the context of internal, bilateral and multilateral collaborative frameworks augments development outcomes measurably. However, it is crucial to clarify issues related to certification. On skill development (pre-departure training) and certification: Who bears the cost of training? Who designs the curricula? Who tests for certification and where are tests conducted? On skill upgrading, recording and attestation: How can it be standardized, made simple and low-cost to applicant? On skill recognition: What is the basis for recognition by the country of origin upon return?

27. To offer some answers to these questions, he shared about the UAE experience. Labor immigration in the UAE is demand driven. The Ministry of Labour (MOL) is mandated to administer the labour market, while the development and implementation of a national qualification framework is the mandate of National Qualifications Authority (NQA). In the Emirate of Abu Dhabi, the Quality and Conformity Council (QCC) is mandated with personnel certification. The QCC has embarked on a project to pilot a certification process, using 24 designated occupations for which standards have been developed. Two out of the 24 occupations are agricultural and the rest (22) are in construction. The UAE envisions five key stages of activity, including training, testing, certification, licensing and inspection. The UAE is offering to pilot an integrated training, skill certification, recording and recognition project with the Abu Dhabi Dialogue partner countries of origin.

28. Ms. Jennifer Irish presented a brief overview of the recent and upcoming changes to Canada’s economic immigration programs made with the aim of matching Canadian jobs and foreign labour. At the outset, she clarified the concepts in Canada – i.e., “economic immigration” in lieu of “labour migration;” “immigrants” rather than “migrants;” and “temporary” instead of “circular migration”. There are two migration schemes in Canada: first, the permanent resident programs (economic immigration) and the second is temporary resident programs (such as for live-in caregivers and seasonal agricultural workers).

29. Among the programs that Canada has for migrant workers, she cited the Foreign Skilled Workers Program, the Federal Business Immigration program and the temporary workers program. Common to these different programs is the need for support – i.e, a key barrier to integration for newcomers is discounted international credentials. In this regard, the Citizenship and Immigration Canada (CIC) works with a broad range of partners to help temporary skilled workers and newcomers become productive and engaged citizens in jobs that are commensurate with their fields of training. Additionally, Canada provides protection for temporary workers, such as from exploitation and mistreatment. There are also transition mechanisms, for example, for workers with intermediate language skills that have demonstrated successful employment in Canada in a skilled occupation. For Canada, immigration is a key priority. The main objective of the Canadian immigration system is to select skilled workers who can succeed in the Canadian economy based on set criteria to help them adapt to the Canadian labour market and society.

30. During the question and answer, delegates shared about their national experiences in managing foreign workers. Good practices include protocols on ethical recruitment for the private sector, strict regulation of private recruitment agencies, and bilateral agreements that contain provisions on human resources development, information sharing, mutual recognition of credentials and certificates, bridging agreements and visa arrangements. Another delegate suggested establishing a platform to facilitate the exchange of information between Ministries of Labour in various countries on the application and enforcement of labour standards. This idea was welcomed by the panelists, although a caution was raised that not all countries have solid labour market information systems; thus, it is important to start with improving and upgrading existing data and information collection, analysis and reporting systems.
Panel III: Diaspora, Skills transfers, investments and trade

31. Panel III was chaired by Dr. Reinout Vos, Deputy Permanent Representative of the Netherlands to the UN in Geneva and featured three panelists: 1) Mr William Lacy Swing, Director-General of the International Organization for Migration (IOM), Mr Legese Diro Bekele, Expert, Diaspora Affairs Directorate-General of Ethiopia, and Mr Seydou Keita, Minister of Malians Abroad and African Integration.5

32. Dr. Reinout Vos explained that Panel III would focus on migrants as entrepreneurs and attempt to answer the guiding questions: How to help Diaspora entrepreneurs to contribute to creation of jobs, both in their countries of residence and their countries of origin? What kind of policies could facilitate the transfer of skills and knowledge and setting up of SMEs, investment and trade by diaspora? How to sharpen existing tools to better attract the engagement of diaspora entrepreneurs in the country of origin?

33. The first panelist, IOM Director General William Lacy Swing, appreciated the relevance of the thematic meeting to IOM, especially in light of the recently held Diaspora Ministerial Conference which brought together 500 participants and 55 ministers/ministerial level delegates from around the world. According to him, the diaspora remains to be an under-utilized resource for the home, host and other societies. It is vital to promote the well-being of migrants by engaging, enabling and empowering diaspora. This is a pressing issue, given the scheduled 2nd High Level Dialogue in October, the ICPD review in 2014 and the post-2015 discussions.

34. In an era of unprecedented human mobility, IOM saw migration as no longer about the traditional movement from country of origin to a country of destination. A primary objective is to remove the obstacles to regular migration, so that job markets get filled, skills made available and economies flourish. To this end, IOM is developing the code of conduct for recruitment agencies which will be launched in 2014. Concrete examples of progress in policies and tools that facilitate diaspora creation of jobs, skills and knowledge transfer include the MIDA (Migration and Development in Africa) project, the Philippines “Diaspora to Development” programme, Mauritius’ circular labour migration agreements and setting up of diaspora professional and business networks in various countries. IOM likewise facilitates investment and trade between countries of origin and residence and conducts diaspora surveys, subscribing to the principle that knowing the population is the first step to diaspora engagement.

35. IOM recently launched the 2013 World Migration Report which is devoted to the well-being of migrants, including the diaspora. IOM’s approach to diaspora, based on its 62 years of working with diaspora and 40 years of diaspora engagement programmes, is focused on migrant well-being, and on how to engage, enable and empower them. In this regard, he enjoined all delegates to pursue a high-road scenario that will chip away at the obstacles to safe human mobility and the latter’s potential to contribute to development. He expressed the hope that the Global Forum will help promote a consensus among governments that diaspora builds bridges and that states can help the diaspora to contribute to development and offer support in times of crises.

36. Mr Legesse Diro imparted Ethiopia’s 10-year experience in engaging the diaspora. From a small research unit in the Ministry of Foreign Affairs, a Directorate-General was established, with diaspora offices at the regional and federal levels. These offices collect and maintain diaspora data and disseminate it to relevant bodies. They organize meetings on diaspora-related issues both at home and abroad in collaboration with other stakeholders, encourage diaspora to invest and share their knowledge and skills, and open doors for them to serve in governmental institutions with their profession and experiences on temporary or permanent basis. As a result of these efforts, Ethiopian diaspora participation in investment, trade, technology and knowledge transfer has increased and the diaspora issue gained prominence in the country.

37. Mr Seydou Keita discussed the contributions that have been made by the Malian diaspora and the constraints facing them. To promote investment and entrepreneurship, the Government of Mali tried

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to overcome many hurdles including the landlocked nature of the country, very high production costs, a complex legal and regulatory framework, corruption, fraud and poor governance, lack of documentation and training, issues with dual citizenship, high cost of remittance transfers, xenophobia and armed conflict. With regard to the transfer of knowledge from the diaspora, Mali has worked in partnership with UNDP on the programme called TOKTEN since 1977, starting first with university graduates and research institutes, then broadening to the health care sector and SMEs. To address constraints, they adopted an investment code and drafted a national migration policy which recognizes migration as an asset for the country, as it provides economic growth, reduces poverty and furthers development.

38. During the question and answer, several delegates offered their national experiences in engaging with diaspora. Successful initiatives include organizing forums on remittances, investments and transfers; developing financial instruments and mechanisms that aim to tap savings left outside of economic and financial circuits rather than total remittances; offering dual citizenship; promoting horizontal cooperation between and among diaspora groups; establishing diaspora support units or consultative committees where the diaspora can channel its concerns, needs and wants; setting up and maintaining diaspora databases that provide an overview of skills beneficial for national development; setting up one-stop investment promotion centre; bilateral arrangements and cooperation with regional and international bodies such as the ILO and ECOWAS on sharing of information and protecting migrant rights; regular analysis of policies by local government actors. It was underlined that all initiatives must be based on the country’s local and national development plan and strategies.

39. Other delegates posed a range of questions to the panelists. One asked how to set up a diaspora investment fund. The panelists identified the political will as a key, as well as concrete measures that facilitate the transfers, such as by removing exclusivity clauses. Another wanted to know how host countries could facilitate the transfer of diaspora funds. The panelists suggested promoting brain circulation so that diaspora are encouraged not only to send remittances but also share their knowledge and skills. Another asked what security measures could be provided for migrants’ remittances, like lower taxes. IOM offered its support through the African Capacity Building Center in Tanzania and the Migration Research and Training Center in South Korea. The importance of continued dialogue and cooperation in the framework of the GFMD and the Regional Consultative Processes was likewise underscored.

40. Dr Vos summed up the panel discussion by stressing that migrants and diaspora have a development potential that is not always fully recognized and utilized. This potential has to be unlocked both by governments of countries of origin and residence using national, bilateral and regional approaches.

**Concluding Discussion**

41. The concluding discussion was chaired by Ambassador Eva Åkerman Börje, Swedish GFMD Chair. Ambassador Souhail of Morocco joined her at the podium, together with Panel III Chair, Dr. Reinout Vos of the Netherlands.

42. In her concluding remarks, Ambassador Åkerman Borje thanked all the chairs and panelists for their presentations and appreciated the active participation of the delegates from the floor. She reiterated the focus of the discussion on the question of how to facilitate inclusive economic development outcomes in relation to migration. The meeting explored ways to improve international labour market complementarities through efficient systems of labour matching, cross border flows of skills, investments and trade. Participants have demonstrated how labour migration and circular forms of mobility as well as diaspora entrepreneurs and investors can make important contributions in this regard. Mobility, migration and diaspora engagement can also contribute to improved human resource management, job creation and economic growth. Governments play an important role in supervising, monitoring and regulating the intermediaries and recruiters in order to reduce abuse, exploitation and disinformation. Bilateral and mutual cooperation can contribute to improving the mutual recognition of skills and validation of foreign qualifications. In addition, Governments need
to work more actively with diaspora, highly heterogeneous communities that can be a great resource for both countries of origin and residence.

43. Amb Åkerman Börje emphasized that more focused cooperation is needed in regard to both public and private, formal and informal channels of recruitment. The exchange of good practices and experiences must be continued, in particular on viable models for recruiting and labour matching, government policies and frameworks, public-private partnerships, and bilateral and regional cooperation mechanisms that support employers, migrants and diapora for better functioning labour markets and lead to more inclusive economic development. Another key message that came out of the thematic meeting was the urgency to scrap the old categories of sending, receiving and transit countries and start working from the assumption that all countries are a mix of destination, origin and transit, depending on their geographical and historical situations.

44. The GFMD Chair was optimistic that the results of the thematic meeting would enrich the preparations of the two government teams -- RT 2.1 on Enhancing the development impact of labour migration and circular mobility through more systematic labour market and skills matching and RT 2.2 on Facilitating positive development impacts of diaspora engagement in skills transfer, investment and trade between countries of residence and origin.

45. Both Minister Souhail of Morocco and Dr Vos of the Netherlands seconded the Chair’s comments on the complexity and diversity of migration issues today, and the blurring of distinctions between sending, receiving and transit countries. Minister Souhail added that migration has to be understood as a whole, with specificities that exist across the different migratory flows. Continued cooperation is needed at the bilateral and regional levels to promote exchange of practices. He also believed that organizations like the ILO and the IOM should guide governments closely in dealing with the impacts of globalization on migration.

46. The conclusions of the three panelists were followed by more interventions from the floor. The need for ethical recruitment practices was identified, as well as the importance of looking at diasporas in a more integrative approach. A concrete suggestion was to incorporate human resource development clauses in bilateral understandings or MoUs.

47. In closing the discussion, Amb Åkerman Börje mentioned that a summary report will be shared with everyone as soon as possible. She reminded the participants of the third Thematic Meeting on Migrant Empowerment and Assets slated for November 20, 2013. She thanked all the delegates for their participation.

48. The meeting was adjourned at 17.30.

This summary report was prepared by the GFMD Support Unit.