

Final 2013 GFMD Survey Report¹

1. Introduction

As outlined in the GFMD 2013-2014 Concept Paper, the Swedish GFMD Chair seeks to bring the Forum process forward by helping to achieve more concrete, evidence-based and broadly relevant outcomes. One step in this direction is to encourage substantive input to the work in the GFMD Government Teams in order to prepare the ground for more evidence-based Roundtable discussions at the GFMD Meeting in May 2014 and beyond.

The Swedish Chair, therefore, launched a brief GFMD Survey. It provided governments an opportunity to feed their concrete experiences in the area of the six selected themes for 2013-2014 into the GFMD process, covering the following:

- *RT 1.1. Operationalizing mainstreaming and coherence in migration and development policies*
- *RT 1.2. Framing migration for the MDGs and the Post-2015 UN Development Agenda*
- *RT 2.1. Enhancing the development impacts of labour migration and circular mobility through more systematic labour market and skills matching*
- *RT 2.2. Facilitating positive development impacts of diaspora engagement in skills transfers, investments and trade between countries of residence and origin*
- *RT 3.1. Empowering migrants, their households and communities for improved protection of rights and social development outcomes*
- *RT 3.2. Migrant asset transfers and their effects on health and education*

The Survey also encourages an open exchange of information, as some of the information provided will contribute to the Roundtable Background papers (notably the Annexes) as well as to the future *GFMD Policy and Practice Database*. The Database will be a useful one-stop shop for information in the area of migration and development. It may be used by all GFMD stakeholders and the broader international community as a source of inspiration and knowledge on policy development and partnerships.

¹ **Disclaimer:** This Survey Report and the underlying survey has been drafted by Natalia Banulescu-Bogdan, Migration Policy Institute, in consultation with the Swedish GFMD Chair; it does not purport to represent the views or the official policy of the Chair, those governments mentioned in the report or any other party to the GFMD process.

Methodology

The GFMD Survey questionnaire² was designed to reflect the six thematic Roundtables and related priorities as provided in the Annex of the GFMD Chair's Concept Paper. The questionnaire included six multiple-choice questions, asking respondents to indicate whether they have in place any of a number of examples of policies, projects, strategies or tools relevant to the Roundtable topics. The respondents were then given an opportunity to provide a narrative answer describing how their government implemented these strategies, i.e. a further explanation/description of the policies and practices that the respondent checked or referred to in the multiple-choice questions. Respondents were also encouraged to attach or upload supporting documents and provide web addresses where more relevant information can be found.

This paper presents a short synthesis of the responses received, and draws some observations based on a comparative analysis of relevant policies, practices, projects, and programs.

2. Snapshot of Survey Responses

A total of 48 governments completed the Survey from June – October 2013: 25 from Europe, 10 from Africa, 6 from Asia and Oceania, 5 from Latin America and the Caribbean, and 2 from North America. The responses reveal a heightened awareness of migration as a cross-cutting issue—38 respondents report having some mechanism to mainstream migration into their development planning and/or increase coordination horizontally across government, and all but nine countries said they incorporate migration *either* into national development plans, household surveys, or cooperation with other countries. Overall, the surveys reveal a good deal of policy innovation, though there are huge discrepancies among countries in terms of implementation and evaluation.

Some noteworthy findings include the following:

- While most countries surveyed have policies or mechanisms to protect *immigrants* coming to work in their country, slightly fewer have policies designed to protect *emigrants*; and fewer still (only nine respondents) have policies that target families left behind.
- Only a limited number of countries report that they regularly *monitor* the impact of migration on development, despite most of them affirming that their government regularly draws on the contributions of migrants in a number of areas key to development.
- Only nine countries of the sample indicate having established partnerships with employers in the area of labor migration even though the vast majority relies on bilateral agreements to fill shortages in key sectors.
- All but eight countries report some systematic policy to facilitate transfers of knowledge and skills from their nationals abroad, revealing an even richer tapestry of diaspora engagement than is typically reported. The goals varied from not only boosting economic outcomes for developing countries, but also strengthening the

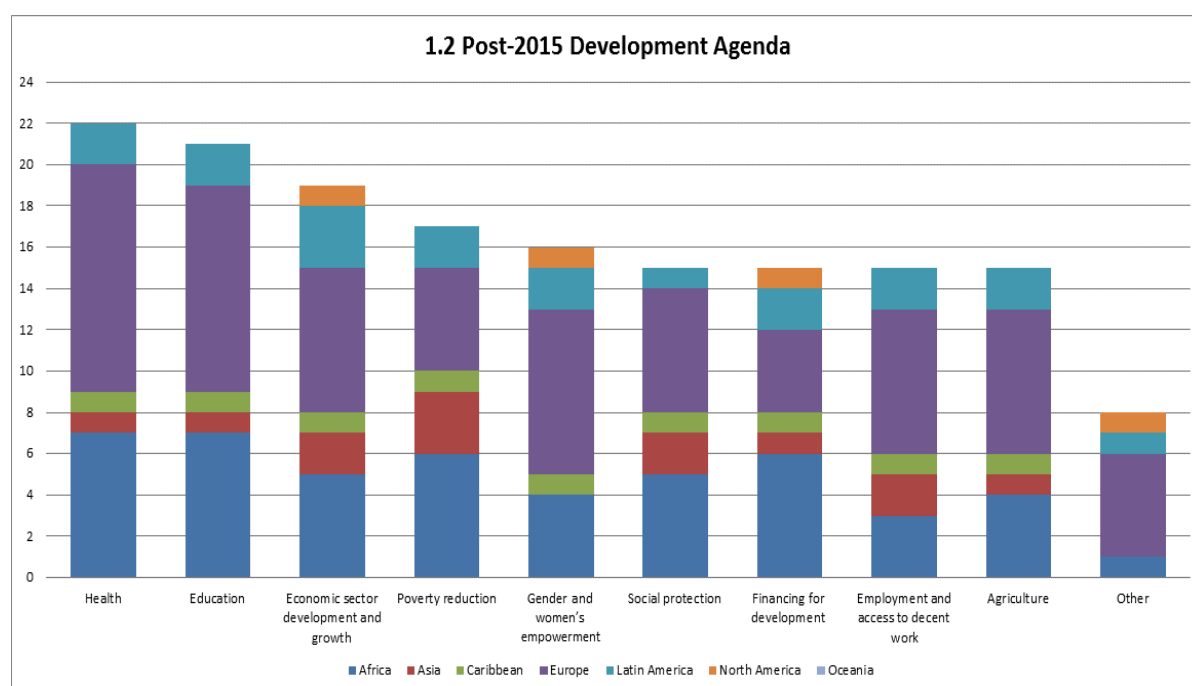
² The Survey questionnaire was available at <http://www.gfmd.org/en/pfp/thematic-survey>

social fabric of communities (as some countries, for example, rely on migrants abroad to contribute to health, education, and even social security back home). In addition, many receiving countries are making important contributions to facilitating cross-border transfers that benefit migrants' countries of origin. On the other hand, developed countries do not always have adequate mechanisms for maintaining ties with *their* nationals abroad—even ones experiencing economic distress that might benefit from such cross-border transfers.

3. Migration's contributions to the MDGs

As governments and researchers think deeply about what the next generation of international development goals should look like—and what role migration could play in achieving them—one of the most critical questions is how migration *has already* contributed to achieving one or more *Millennium Development Goals* (MDGs).

A range of respondents confirmed that their government systematically draws on the contributions or experiences of migrants/diasporas in the development-related policy sectors or areas of health, education, economic sector development and growth, poverty reduction, social protection, financing for development, employment and access to decent work, and gender and women's empowerment (between 15 and 22 said yes for each area).



Several survey respondents offered further insights into the role migration has played in their countries:

Poverty Reduction

- **Nepal** reports that remittances, which comprise 21.2 percent of the GDP, have played a vital role in reducing poverty. The 2010 Nepal Living Standard Survey shows that the poverty level has decreased to 25 percent (down from 30.8 percent in 2003/04) thanks to remittances.

- **Morocco** reports that remittance transfers have reduced poverty in remittance-receiving families by an average of 4.6 percent—with greater impact in rural areas. Research shows that without diaspora transfers, the poverty level in 2007 would have been 10.1 percent instead of 8.9 percent. Another way to think about this is that these funds have enabled 348,000 people to escape extreme poverty.
- **Zimbabwe** similarly cites remittances as a major source of sustaining families during the 2005-2009 economic downturn.
- **Eritrea** indicates that its diaspora plays a big role in poverty reduction beyond just financial transfers, “taking responsibility for families in need” in lieu of an in-country social protection system.
- **Mauritius** credits its productive foreign workers for helping maintain the competitiveness of a number of its enterprises, thus safeguarding employment for local employers. In addition, remittances have helped increase the standard of living of families left behind, even helping some come out of poverty.
- Studies in the **Philippines** have shown that having an Overseas Filipino Worker (OFW) member in a poor household improve the chances for this particular poor family to get out of poverty. The government also encourages the investment of remittances in activities that boost economic outcomes (including by encouraging entrepreneurship or investing in productive agricultural activities).

Health and Education

- **Burundi** notes that diaspora have contributed to several social development goals (such as building health clinics or contributing to national reconciliation panels).
- **Zimbabwe** reports that migration has contributed to MDGs 4, 5, and 6. One example is the country’s Short-Term Sequenced Return Project, which facilitates short-term sabbaticals for Zimbabwean Diaspora medical personnel to work in institutions facing acute shortages of medical staff, as well as teach at the University Medical School, which has a shortage of lecturers.
- In **Morocco**, diaspora transfers have contributed to increasing the levels of education for children aged 6 to 14 (net school enrollment increased by 1.4 percent in remittance-receiving households), which has disproportionately benefited rural populations and young girls.

Gender Equality

- **Greece’s** Ministry of Interior has financed research on the feminization of migration, including on employment outcomes for immigrant women in Greece (supported by the European Integration Fund).
- **Moldova’s** pilot program “Mainstreaming of Migration into Development in Moldova (MOMID)” places particular importance on gender. The program evaluates how gender is currently reflected in migration policies and strategies (surveying 23 national institutions) and an expert report was drafted based on the results. In addition, a checklist for all future legislative acts to be adopted in the Republic of Moldova will also include the impact of migration on gender issues.
- **Moldova** also introduced Joint Information and Services Bureaus (JISBs) (based on the “one-stop-shop” approach) to offer women in rural areas (as well as potential or returned migrants) better access to quality information and services.

- The National Union of **Eritrean** Women, an association with branches in numerous countries, addresses matters related to gender and women's empowerment.

Partnerships for Development

- Multiple migration-related initiatives in **Ghana**—particularly those built on international cooperation and partnerships—have contributed to achieving MDGs. Cooperation and partnerships have focused on eradicating extreme poverty (and the poverty levels in Ghana are indeed decreasing, albeit slowly), improving school enrolment (facilitated by partnerships in education), improving health care (through the temporary provision of medical care and the provision of knowledge, either physically or through e-learning approaches, and through twinning activities), and migrants and the diaspora have drawn attention to sanitation problems. One example is a “twin city” program between the Dutch city of Almere and the Ghanaian city of Kumasi, which involves Ghanaian migrants to facilitate collaboration in the areas of waste management, urban planning, women empowerment, and cultural exchanges.
- **Mexico**'s well-known public-private partnership “Tres por Uno (3x1)” provides a means to multiply the development impact of remittances: For every peso migrants spend on infrastructure and community services, the federal, state, and local governments each match the investment—thus tripling the funds devoted to improving vital services like education and health.

4. Implementing Lessons from Past Global Forums

In keeping with the Swedish GFMD Chair's emphasis on *continuity*, a section of the questionnaire asked governments to provide examples of voluntary follow-up of past GFMD recommendations and outcomes. One question also concerned national consultation mechanisms that allow policymakers, civil society organizations, and private sector stakeholders to discuss and reflect on GFMD issues and outcomes at the national and local levels.

While it is sometimes hard to pinpoint any direct influence of the GFMD process at the national level, governments reported activities in the following areas:

Explicitly incorporating lessons learnt from past GFMDs into current policy

- **Mexico**'s new Migration Law specifically incorporates past GFMD recommendations to strengthen bilateral, regional, and international cooperation to manage the flows of international migration and to incorporate migration in development policies and poverty-reduction strategies. The Migration Law is guided by the protection of human rights of migrants, especially women and children. Mexico recognizes the important contributions made by migrants to the host countries, as well as to their country of origin.
- **Moldova** implemented the 2009 and 2010 GFMD recommendation to create an Extended Migration Profile; while **Montenegro** is trying to improve its data collection and statistics on migration.
- As a result of recommendations from previous Global Forums, **Belgium** financed an independent evaluation of the MIDA-project.
- **Armenia** reports that it is planning to implement GFMD recommendations in its 2012-2016 Action Plan for the State Regulation of Migration.

- **Georgia's** main migration document prioritizes the promotion of legal migration and strengthening migrants' rights, and calls for practical approaches to issues like diaspora contributions to state development, the benefits of international migration, and harnessing migration's positive social and economic impacts.

Mainstreaming Migration into Development Policy

- **Nepal** has established collaboration with the Ministry of Federal Administration and Local Development to mainstream migration into local development efforts. It has included migration data in the 2011 census, as well as in economic and labour force surveys. Nepal has endorsed the United Nations Development Assistance Framework for 2013-2017 which has specific outputs pertaining to migration and development and identified migrant and families as one of their client groups.
- **Moldova** has had significant activity in this domain, notably the Pilot Programme "Mainstreaming of Migration into Development in Moldova (MOMID)," which is implemented by the UN Development Programme (UNDP), the International Organization for Migration (IOM) and UN Women in cooperation with the State Chancellery. One of the principal goals is to incorporate international migration into the country's National Development Strategy.
- **Zimbabwe** has integrated migration and development into the country's Medium Term National Development Plan (2011-2015), and has also instituted policy coherence among different ministries implementing migration and development activities. They have also introduced Bilateral Labour Agreements for the formal export of labour.
- **Germany** actively uses practical examples from the Platform for Partnership for mainstreaming purposes. In the framework of its program to support the "Development Activities of Migrant Organisations," the Centre for International Migration and Development (a joint operation of GIZ and the German Federal Employment Agency) conducts trainings on global governance issues around migration and development. The trainings explicitly reflect on results from previous GFMDs.
- **Central African Republic (CAR)** reports that incorporating migration into development policy is indispensable—though it requires a holistic approach—and is providing financial support for its national focal point to organize workshops on better migration management.

More Proactive Migration Management

- Many countries without a long history of migration are—for the first time—developing proactive plans to manage labor migration and consider migration's effect on development. The **Tanzanian** Ministry of Labour and Employment, for example, is voluntarily establishing a labour migration management policy based on the results of a needs assessment conducted in collaboration with the ILO.

Expanding Partnerships to Include Civil Society, Local Authorities, and the Private Sector

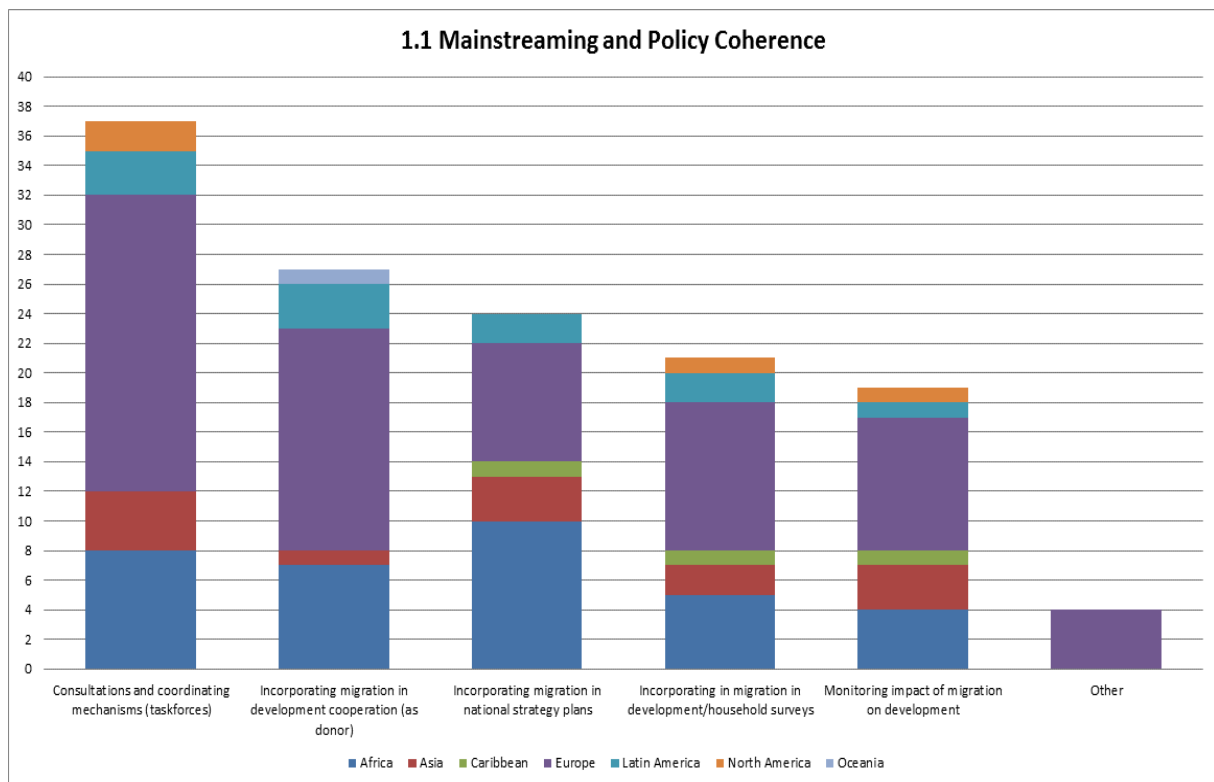
- Many countries report that they hold regular discussions and dialogue with the private sector and civil society to better address migration issues, including Albania, Finland, France, Ghana, Italy, Mexico, the Philippines, and Switzerland.

- The Government of **Nepal** has a variety of mechanisms to consult with civil society, the private sector, and migrants themselves in advance of the GFMD (to incorporate their input and feedback into the government teams’ work) as well as after the Forum (to share outcomes). However, the follow-up activity on GFMD has been hampered due the political transition and the frequent changes in the administration.

5. Comparative Analysis of Selected Themes

Mainstreaming migration into development planning

In response to the multiple choice questions on mainstreaming and policy coherence, 37 countries indicated that they have consultations and coordination mechanisms in place, such as taskforces or inter-ministerial committees. 24 countries reported that they incorporate migration in national strategy plans and 27 said that they incorporate migration in development cooperation (as donors). The table below shows the geographic distribution of each affirmative answer to the multiple choice questions.



The first part of the survey reveals how governments around the world have mainstreamed migration into development by coordinating policy (and designing plans) across the many arms of government that deal with these issues, greatly improving policy coherence.

- **Portugal’s** Action Plan for the Integration of Immigrants (in its second edition) embodies the “whole of government” approach at the heart of mainstreaming: it tackles integration issues across different sectors (employment, health, education), across distinct target groups (descendants of immigrants, family reunification, older migrants), and across government (involving 10 ministries).

- Many countries (including Belgium, Burundi,³ Ghana, Korea,⁴ Mexico, Slovakia,⁵ and Rwanda) have established inter-ministerial committees to coordinate on migration-related projects and policies—and even to draft national migration policies—thus taking into account the objectives and priorities of all relevant branches of government. These typically include representatives from the ministries of development, economy, foreign affairs, and/or interior, along with the national statistical service. The committees are often situated under the control of the prime minister or the ministry of interior.

Some countries are in the process of formally incorporating migration into national development plans or national surveys:

- Examples include **Mexico's** 2013-2018 development plan, which specifically calls for policies that incorporate migration into the country's poverty reduction strategy; **Nepal's** Three Year Plan Approach Paper 2010-2013 (UNDAF), which includes migrants and their families as one of the target groups; **Ecuador's** National Human Development Plan for Migration, which focuses not on remittances but on the protection of vulnerable migrants; **Zimbabwe**, which integrated migration and development into its Medium Term National Development Plan (2011-2015); and the **Maldives**, whose 2014 national census will (for the first time) take stock of foreign migrant workers.
- Migration is quite significantly captured in **Ghana's** National Population Policy. The Ghana Shared Growth and Development Agenda (GSGDA) 2010-2013 aims to establish a comprehensive institutional framework for the management of migration, harmonize legislation on migration, create a comprehensive database on migration, mainstream migration into the national development policy framework, and build the human, technical, and logistical capacity of migration institutions. Currently, there are consultations with the National Development Planning Commission to incorporate migration into the country's national development plan, the Statistical Service has indicated that the next national household survey will have a full complement on migration, and the 2010 National Population Census captured relevant questions on migration to assist in policy formulation.

Countries have also pioneered bilateral or multilateral cooperation in this area, most notably **Ecuador** and **Spain's** Co-Development Project in 2008-2009, which aimed to improve conditions for migrants from the Cañar province in Ecuador to the Murcia region in Spain by generating a series of good practices that could potentially be replicated elsewhere. And **Nepal** (along with other survey respondents) participates in regional and global non-binding processes such as the Colombo Process, the Bali Process, and the Asia-EU dialogue; in addition, Nepal cooperates with labor attachés in key destination countries such as Malaysia,

³ Burundi's interdepartmental committee jointly drafted the country's national migration policy in 2011 (though it has yet to be implemented, and the survey urges the government to urgently "reactivate" the interdepartmental committee to implement this plan. The diaspora policy has similarly been crafted with the perspectives of multiple national and international stakeholders in mind, and.

⁴ Korea has not one but five inter-ministerial high-level committees (under the aegis of the prime minister) that deliberate and determine all aspects of migration policy (two focus on foreigners residing in Korea, one on overseas migration of Korean nationals, and the other two deal with social integration).

⁵ Slovakia's Inter-Departmental Expert Committee for Labour Migration and Foreigner Integration (under the auspices of the Ministry of Labour, Social Affairs and Family) draws together government actors from multiple ministries together with non-government representatives.

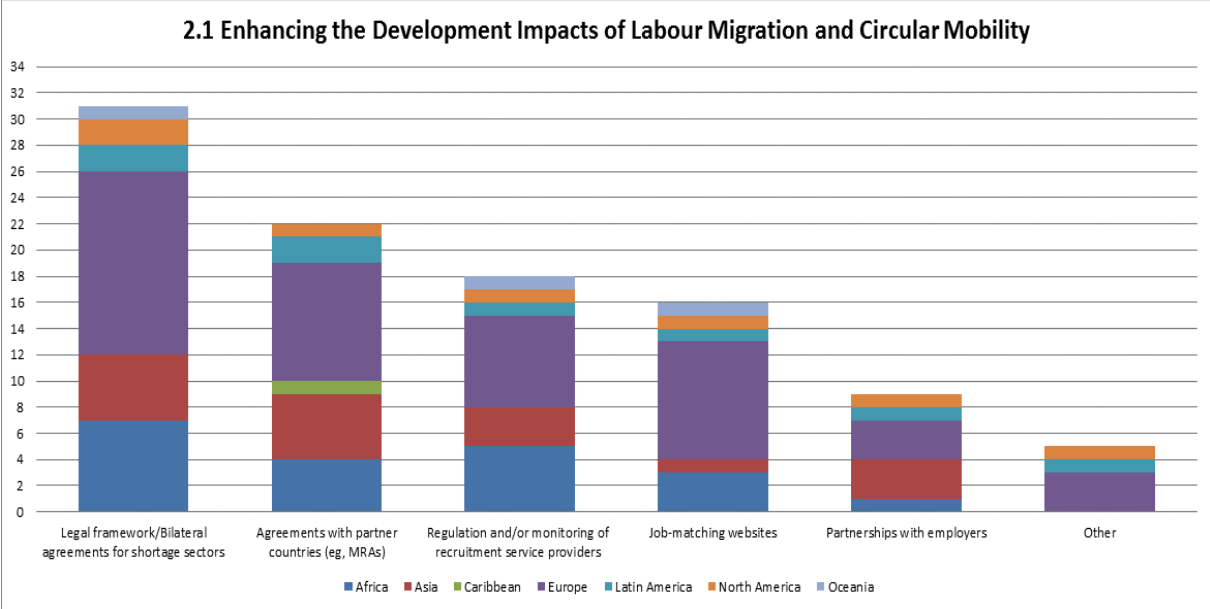
South Korea, Qatar, Kuwait, Saudi Arabia, and the UAE; and conducts government-to-government dialogues with Israel and Saudi Arabia on domestic workers.

Very few countries report that they systematically monitor the development impacts of migration, but there are some exceptions.

- **Turkey’s** new migration law (as of April 2013) established a new Migration Advisory Board with a mandate of assessing the effects of regional and international migration policy developments on Turkey. The Board will thus be regularly monitoring the development impacts of migration at the national and sectorial levels as part of its duties under the law.
- The **Greek** government reports that research has been conducted on migrants’ contribution to the agricultural sector of the economy.
- **Morocco’s** semi-regular household surveys have the stated goal of measuring the impact of migration on development, while also capturing information on the demographic and socioeconomic characteristics of migrants, the causes of migration and the particular challenges facing migrants, and the volume of migration flows.
- **Slovakia** produces annual summary reports that evaluate immigrant integration practices from all responsible ministries, municipalities, and cities.

Labor Migration and Circular Migration

Out of the 48 respondents to the Survey, 31 reported that they have legal frameworks or bilateral agreements in place for shortage sectors, while 22 indicated having agreements with partner countries. Regulation and/or monitoring of recruitment service providers were in place in 18 of the responding countries. There are also 16 cases of job-matching websites reported. The chart below presents a picture of the preponderance of each policy, along with the geographic distribution by region.



In more detail, several countries have mechanisms in place to facilitate labor migration, especially in key shortage sectors or occupations:

- **Korea** fills job vacancies with foreign labor through their Employment Permit System (EPS), launched in 2004. The public sector is in charge of selecting and introducing the foreign workers to be invited to work in Korea while the private sector is excluded from the process. When an employer provides foreign workers with vocational training, whether directly or by way of a training provider, he/she may receive government's subsidy. In order to provide on-the-spot service, 27 foreign worker support centers have been established.
- **Ghana's** recently established Diaspora Support Unit has created a website to match employers with migrant applications,⁶ which also plans to act as a one-stop shop for information and providing networking opportunities for diaspora.
- **Portugal** has created special programs to recruit health professionals from abroad, seeing them as "an important answer to overcome the lack of doctors and nurses," and filling urgent needs in the health system (also on lower salaries). The supply of qualified doctors in some Latin America countries has led to bilateral and multilateral agreements between the Portuguese government, sending countries (including Uruguay, Cuba, Colombia and Costa Rica), and health institutions. The programs are regulated to limit the number of contract health professionals so as not to negatively impact their countries of origin.
- **Rwanda** published an "Occupations in Demand List" in March 2013, with the goal of helping the government recruit qualified teachers, nurses, medical doctors, investors, and tourists.
- **Morocco's** National Agency for the Employment and Skills Promotion (ANAPEC) aims to match employers with the right workers and also provides integration support to job-seekers. Anapec has 74 agencies around the country with a total of 600 employment counselors, and manages a database of 600,000 job candidates.
- **Spain's** Pagesos Solidaris program is a public-private partnership operated by the Union of Farmers and Ranchers of Catalonia that provides integration services to seasonal agricultural workers in Catalonia, Valencia, and Mallorca, while also emphasizing co-development. It provides training and support to these migrants to implement local co-development projects in their country of origin (Colombia, Morocco, Romania, Senegal, and Mauritania).
- **Cyprus's** Labour Department systematically tries to fill labor shortages with foreign workers, with over 60 percent of the total work permits granted going to unskilled agricultural workers (foreign workers made up 36 percent of the sector in 2012).
- **Austria** has developed an elaborate points system (the Red-White-Red Card Scheme) to facilitate labor migration from non-EU countries for highly skilled workers, as well as for workers in specific shortage professions.

Several countries seek to deepen cross-border ties through *youth exchange programs*, which are notable because they give young people a window into other countries' labor markets *before* they complete their education—in some cases deepening regional integration:

- **Lithuania and Canada** have had a "Youth Exchange Programme" since 2010, which creates opportunities for youth from both countries to study and work in the partner country during holidays, deepening their professional and language skills. Lithuania also has bilateral agreements on migrant workers with Germany, Ukraine, and Russia.

⁶ www.ghanaiandiaspora.com

- **Mexico and the United States** announced a youth exchange in 2013, which seeks to foster a deeper understanding of education, research, and technological needs by attracting more exchange students in both countries.

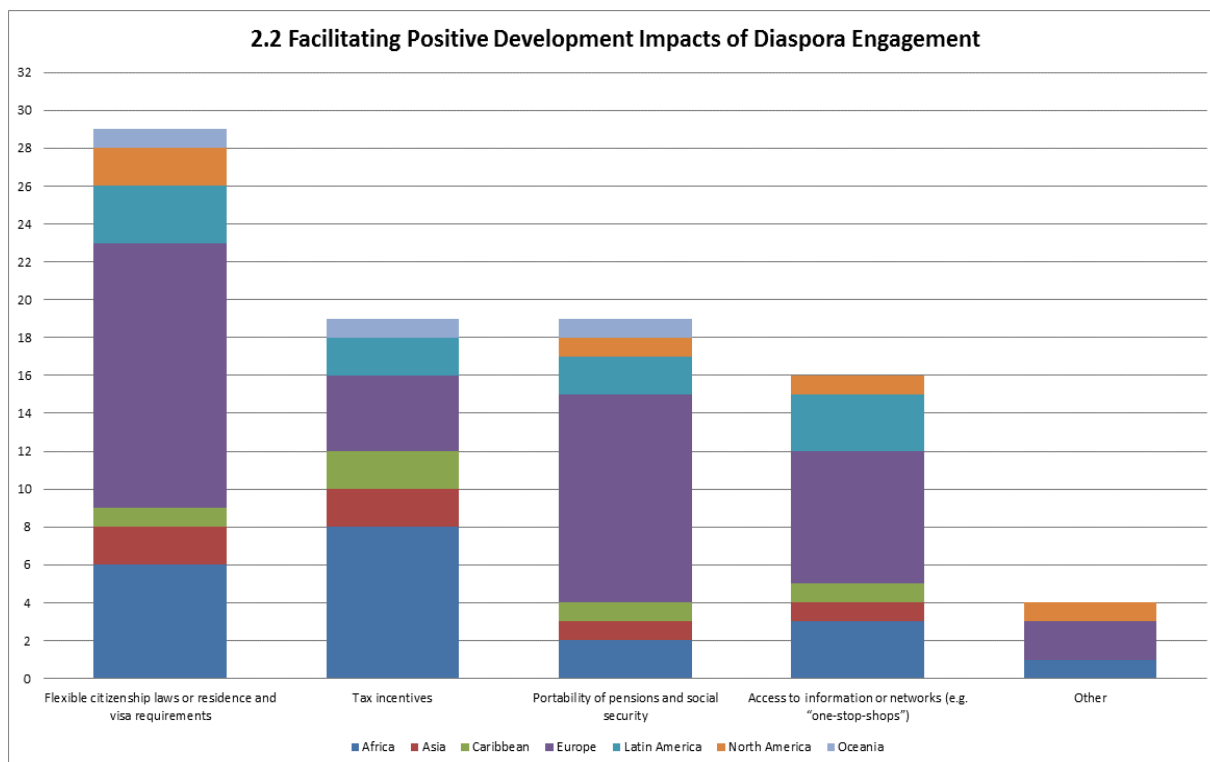
There are also various examples of bilateral or multilateral cooperation to facilitate labor migration:

- Many countries have signed Memoranda of Understanding in this area. The **Korean** government has signed MOUs with 15 worker-sending countries (including Vietnam, Thailand, the Philippines, and Indonesia) with the goal of improving the transparency and efficiency of the sending process; **Nepal** has signed MOUs with several destination countries, including the UAE (2007), Bahrain (2008), Korea (2007), and Japan (2009), and a bilateral labour agreement with Qatar (2005); and **Zimbabwe** has entered into an MOU with the Republic of South Africa to facilitate the recruitment of Zimbabwean workers on South African Farms in the Limpopo Province.
- There have been “twinning” arrangements between cities, such as between Almere in the Netherlands and Kumasi in **Ghana**, to collaborate in the areas of waste management, urban planning, women empowerment, and cultural exchanges, with the involvement of Ghanaian migrants. The Government of Italy has also assisted Ghanaian migrants enter the agricultural sector and apply improved technology to their activities. Some have ventured into pineapple and other crops.
- The **Eritrean** Ministry of Labor and Social Welfare monitors labor migrants abroad, trying to secure fair contracts and protect their welfare (particularly domestic workers), for instance working through consular networks. They have signed agreements with some countries, particularly in the Middle East, in this field.
- **Greece** has a seasonal work agreement with Egypt and Albania, and an agreement with Canada on “Volunteers for Vacations.”

Diaspora Engagement

Many governments have tried to leverage the assets of their nationals (and their descendants) living abroad through more effective diaspora engagement. The Survey asked respondents to specify the precise tools they employ to facilitate cross-border transfers of knowledge and skills. The multiple choice replies suggested that 29 countries have flexible citizenship laws or residence and visa requirements, 19 countries use tax incentives or portability of pensions and social security, while 16 countries reported they offer access to information or networks for diaspora, such as one-stop shops.

Both countries of origin and destination have proactively established programs to facilitate entrepreneurship and job creation in the country of ancestry—and to bring critical skills to areas in need, if only temporarily—by connecting diaspora members to their home communities through mentorship, traineeship programs, and networks:



- **Belgium** financed the MIDA-programme of IOM for Central Africa (RDC, Burundi, and Rwanda) from 2001-2012, with the aim of promoting the transfer of skills and knowledge of the diaspora to their country of origin. While the project was able to establish parameters for productive engagement, it is hampered by lack of capacity in the home country (both to select and carry out projects). Thus while the emphasis on knowledge transfer was deemed a successful idea, there are concerns that this initiative is not sustainable without continued donor involvement.
- **Portugal** supports the project “DIASpora for Development of Cape Verde,” which aims to build capacity among professionals working in key development sectors in Cape Verde, establish a network between diaspora members and government institutions both in Cape Verde as well as in the involved host countries; and to improve the capacity of the Government of Cape Verde to assess professional needs, disseminate information, and manage migration for development projects. The project has conducted trainings to build capacity among Cape-Verdean public administration professionals and networking missions involving Cape-Verdean diaspora entrepreneurs exploring investment possibilities in their country of origin.
- **Norway** is currently considering a project within the MIDA-framework to encourage the Somali diaspora to apply the qualifications and competences they have acquired in Norway to help rebuild the Somali state. They hope to sign an agreement soon that would encourage capacity-building projects in Somalia, such as building up the country’s public administration.

Several countries have notable examples of productive cross-border knowledge exchanges, some of them short term:

- Certain members of the Somali diaspora in **Norway** have returned home to perform important jobs (for example the Speaker of the new Somali Parliament has a diaspora

background from Norway).⁷ The Norwegian government supports various measures to promote recruitment of Norwegian-Somalis, both through international agencies like UNDP and UNICEF, as well as through Norwegian NGOs. The government also supports special programs for women, including courses for leadership training.

- Other countries with short-term exchanges include **Rwanda**, which reports that 13 specialist doctors from the Diaspora have participated in short-term programs treating Rwandans in hospitals located in remote areas of the country; **Ghana**, which has a circular migration program to encourage Ghanaian professionals to return on a temporary basis to teach and provide medical assistance in various regions (run with support from IOM, the Netherlands, and the United Kingdom); and **Eritrea**, which encourages skilled diaspora professionals to return regularly to provide short- or long-term services (on a voluntary and non-paid basis) to government bodies (including ministries of health, education, and construction).
- **El Salvador** has created a “knowledge network” (El Salvador Global) that aims to contribute to the scientific, academic, technological, and business development of El Salvador by engaging highly qualified Salvadorans abroad. It taps into the knowledge, connections, and resources of Salvadorans abroad to promote short-term exchanges (such as lectures, conferences, seminars, internships, and mentoring), to foster business development and entrepreneurship in El Salvador, and to promote scientific and academic innovation in the country (for instance through university- company transfers).

Many governments focus specifically on job creation and entrepreneurship, which includes both building skills and giving individuals the tools they need to invest and navigate complex systems.

- The **Belgian** Development Cooperation funds a study helping Moroccan diaspora in Belgium identify their interests and opportunities to start a business in their country of ancestry (this study has been followed up with a pilot project, and an MOU was signed in the beginning of 2013).
- **Rwandan** diaspora youth in Belgium have organized an annual “Job in Rwanda” initiative since 2010 (through the Directorate General of Diaspora) to help Rwandan youth who have graduated from different universities find a job—helping them understand the requirements, navigate the process, how to present their CVs, identify prospective companies, and eventually link them to hiring companies.
- **Ecuador** has established an entrepreneurship network “REDIEM” to encourage provinces greatly affected by migration to generate productivity and employment.
- The **Ghana** Investment Promotion Centre (GIPC) is a one-stop-shop for diaspora who wish to invest in Ghana. It encourages diaspora members set up small and medium-size enterprises (SMEs) in Ghana to provide employment and reduce poverty.
- Diaspora NGOs in **Finland** are engaged in development cooperation projects implemented in their countries of origin (about 3.2 million EUR annually). The projects are mainly in the field of education and health, and promotion of children and women’s rights. There are also projects to support economic empowerment and the protection of the environment.
- In 2011 the **United States** helped launched IdEA – the International Diaspora Engagement Alliance – a non-profit organization managed via a public-private

⁷ The government is currently looking into how they can scale up such exchanges, for instance they are considering a project with IOM within the MIDA-framework to build capacity within the Somali diaspora to help the public administration back home; they hope to sign an agreement on this in the near future.

partnership between the U.S. Department of State, the U.S. Agency for International Development (USAID), and the Migration Policy Institute (MPI). It provides a forum in which to foster engagement between the U.S. Government and diaspora groups, and promotes and supports diaspora-centered initiatives in entrepreneurship, volunteerism, philanthropy, diplomacy, and social innovation in countries and regions of diaspora origin. It also brings together partners from business and civil society to open opportunities for diaspora communities to give back to their countries of origin or ancestry.

Many countries now have specific institutions tasked with diaspora engagement:

- Some countries have stand-alone institutions, such as **Mexico**, which created the Institute of Mexicans Abroad (IME) to provide support to emigrants and promote leadership abroad; it helps improve the integration of Mexican communities in destination countries and maintains systematic and direct communication between Mexico and its diaspora. **Moldova** also recently established a Bureau for Diaspora Relations.
- Other governments have special diaspora units within other ministries. The government of **Rwanda** has established a Directorate General of Diaspora in the Ministry of Foreign Affairs to coordinate issues related to Rwandans living abroad and provide passports and other services to diaspora. **Tanzania**'s Ministry of Foreign Affairs and international cooperation has established a special desk for Diaspora to assist with various issues.
- **Togo** has established a Directorate for Togolese Abroad (which grew out of a the diaspora unit within the Ministry of Foreign Affairs and Cooperation, and which they are hoping to expand) and has made diaspora engagement part of their national development plan—the Strategy for Accelerated Growth and Employment Promotion (SCAPE).
- The **Ghanaian** Ministry of Foreign Affairs has set up a Diaspora Support Unit with the assistance of IOM to mobilize the Ghanaian Diaspora to contribute to the country's socioeconomic development. It is also expected to act as a one-stop shop for all diaspora-related information and to respond to queries from the diaspora, such as services in the areas of investment assistance and coordinating with public institutions, such as company registration, clearance of goods, etc.

Another effective method of encouraging diaspora entrepreneurship is to *create incentives and ease barriers for investment*. In some countries (Barbados, Nepal, Eritrea) returning nationals are exempt from duties on items they ship upon return, with certain governments easing restrictions specifically on imports of raw material and equipment (Burundi) to encourage investment:

- The Customs Division, of the **Ghana** Revenue Authority (GRA) grants tax incentives to diaspora, including through lower customs duties and fees, reduction in income tax rates, lower tariffs on equipment for investment, and tax deductions on charitable goods.
- **Ghana** has also offered financial bonds targeted to the diaspora (so they can assist in financing development), and the Ministry of Finance has been working with the Bank of Ghana to reduce the cost of remittances, and enhance its use for investment (as opposed to mainly for consumption). Currently, there is a World Bank project being

coordinated by the Ministry of Finance and Economic Planning looking at remittances in Ghana.

- **Eritrea**'s diaspora ministry encourages job creation and investment in agriculture, providing incentives for their diaspora to contribute specifically to this sector.
- Nationals of **St Kitts and Nevis** who have lived abroad for at least ten years qualify for certain tax exemptions when they return.
- Several countries (including Australia, Italy, and Canada) have made efforts to **reduce the cost of sending remittances**. **Finland** has introduced free remittances to/from Finland; **Norway** has a Sending Money Home price comparison service for remittances; and **France** has carried out research on how to reduce costs and optimize remittances, and has a comparative cost website.

There are also other incentives designed to encourage diaspora members to contribute to their country of origin, including by granting political or social rights and/or easing travel restrictions. Many countries (such as Croatia, Ecuador, Ghana, and Eritrea) facilitate the acquisition of citizenship by members of the diaspora (including by allowing dual citizenship). Some countries offer voting privileges. Ghana allows its diaspora to vote in general elections, saying that “making them a part of the democratic process will encourage them to participate fully in the country’s developmental agenda.”

One of the most active forms of engaging diaspora members in the politics of their country of ancestry is to allow them to hold some type of office, usually a special diaspora seat in the legislature, or in a non-governmental institution. **Burundi** has a member of the diaspora (currently a woman living in the Netherlands) represented in the National Women’s Forum—a regional mechanism designed to exchange good practices on gender issues. **El Salvador** also features direct representation from members of the diaspora in “Connigrantes,” an autonomous, inter-institutional coordination body established in 2010 that advocates for the rights and development of migrants and their families, composed of both governmental and non-governmental members.

Some countries facilitate asset transfers or “portable benefits,” recognizing that the ability to take earned rights (such as social security benefits) from one country to another can be a decisive factor in a migrant’s decision to move. For example:

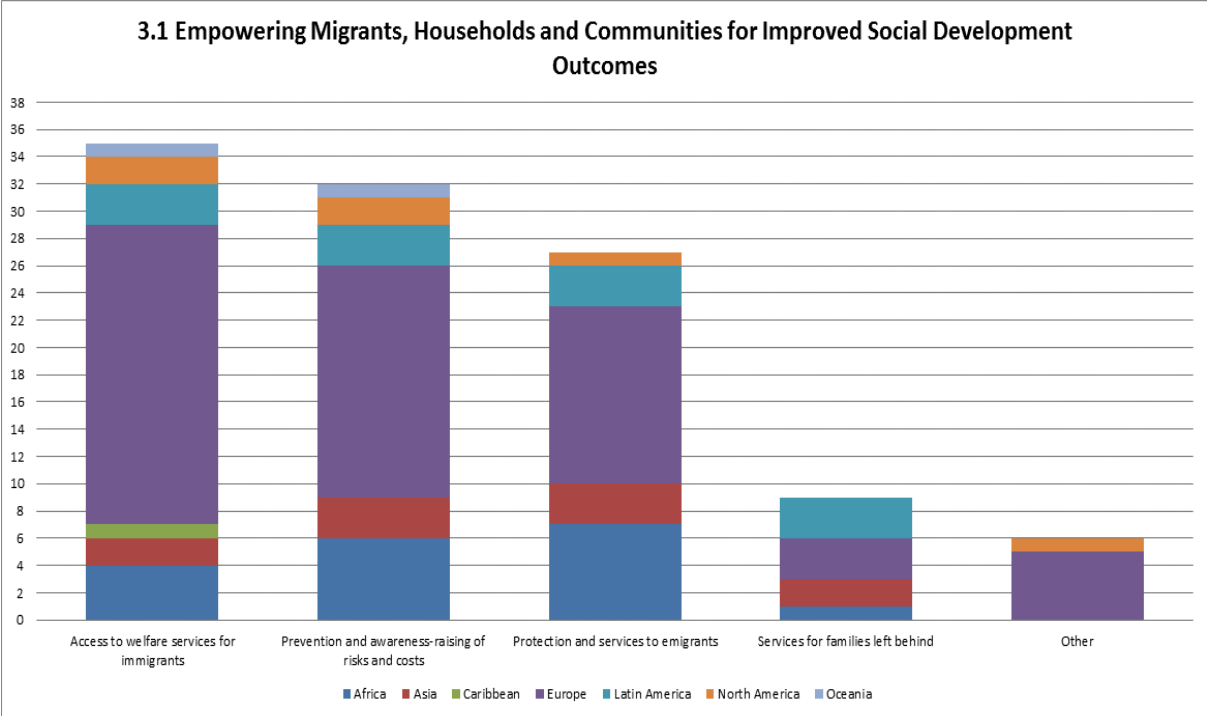
- **Ecuador** has signed various agreements on the portability and securitization of social security (mainly with other Spanish-speaking countries).
- **Liechtenstein** allows those who are returning to their country of origin to transfer social benefits gained while abroad, such as pensions or life insurance.
- Members of the Caribbean Community (CARICOM), including **St Kitts and Nevis**, have an Agreement on Social Security (CASS) that protects pension rights for workers moving between CARICOM member states.
- **Sweden** has entered into social security agreements with 11 countries that cover mainly old-age pensions, disability pensions, and survivors pensions and contain coordination and aggregation rules in addition to regulating the exportability of the benefits.

Finally, some countries appeal to the *sentimental aspects of diaspora connections* to the home country, organizing festivals and cultural events to emphasize shared heritage, and connecting through social media, specialized web portals, and consulates abroad. (Eritrea is an example.)

One of the main recommendations for governments seeking to productively engage their diasporas is to learn much more about these communities—what they want, what their challenges are, and in a most basic sense, their size and location. IOM established a database concerning the diaspora residing in **Belgium**, which was a good instrument in order to match individuals who could collaborate on projects. **Burundi** also manages a database of skilled diaspora members.

Empowering and Informing Migrants, Households, and Communities

The Survey questionnaire invited participant governments to indicate whether they had policies in place offering access to welfare services for immigrants or emigrants, respectively. A similar number of countries reported on these (35, and 32 countries respectively), while somewhat fewer mentioned having prevention and awareness-raising tools on the risks and costs of migration in place. A comparatively low number of countries—only nine—reported having services for families left behind in place.



Many receiving countries have integration and training programs to help immigrants gain host-country language, skills, and knowledge of local customs at destination—some even providing skills training (including for returning migrants):

- **Ecuador**’s National Secretariat for Migrants provides information on its website of all relevant issues for migrants, including access to services.
- **Korea**’s Social Integration Program offers courses on Korean language and society to foreign immigrants, encouraging them to sign up by offering certain incentives (they will be exempt from the written exam and interview for acquiring citizenship, and the waiting period is also shortened). It seems to target migrant spouses, who have difficulties finding jobs due to language, cultural differences, and lack of skills. Mindful of such need for training, the government spent \$2.8 billion KRW

(approximately \$2.6 million USD) on this program for 3,024 marriage immigrants in 2011.

- In **Sweden**, local authorities provide various integration services for immigrants, including language training and legal aid. Some local authorities also run medborgarkontor (citizen information centers) in areas with high numbers of migrants, which provide individual assistance to migrants on how to navigate local bureaucracies, apply for benefits, and find housing.
- **Portugal** set up a “one-stop-shop” in 2004 that mainstreams the provision of immigrant services, facilitating partnerships and cooperation between civil society organizations (including immigrant associations), public authorities, and central government. It now has three centres that provide various immigration-related services in one space—even offering support services such as cultural mediators to help migrants navigate government services.
- **Denmark** also has a “one-stop-shop” that offers services to migrant workers, job-seekers, and their families. The International Citizen Service offers help with paperwork, personal career guidance, useful information about living and working conditions in Denmark, and authorization and approval of professional qualifications for regulated professions. The Danish Tax and Customs Administration (SKAT), the Danish Immigration Service, and the municipalities are all represented.
- The Government of **Albania** is working closely with local authorities on the important issue of reintegrating return migrants who have been “unsuccessful” abroad. The country has a “Strategy on Reintegration of Returned Albanian Citizens,” through which it supports returned emigrants, including those with financial problems. In order to reduce poverty and unemployment, it matches returnees with free public vocational training courses and ensures they have health care and psychological assistance if needed. The government sees this as not just benefiting individual emigrants, but also contributing to the country's broader economic development goals.

Many origin countries have programs to impart critical language and job skills to migrants before they depart:

- **Nepal** has established Migrant Resource Centers to provide information to migrants, including mandatory pre-departure training to migrants, literacy training to families of migrants, and entrepreneurship training to returnees—and they have expanded their MRCs to cover more districts (as a result of the GFMD). They also have mandatory insurance for every departing migrant.

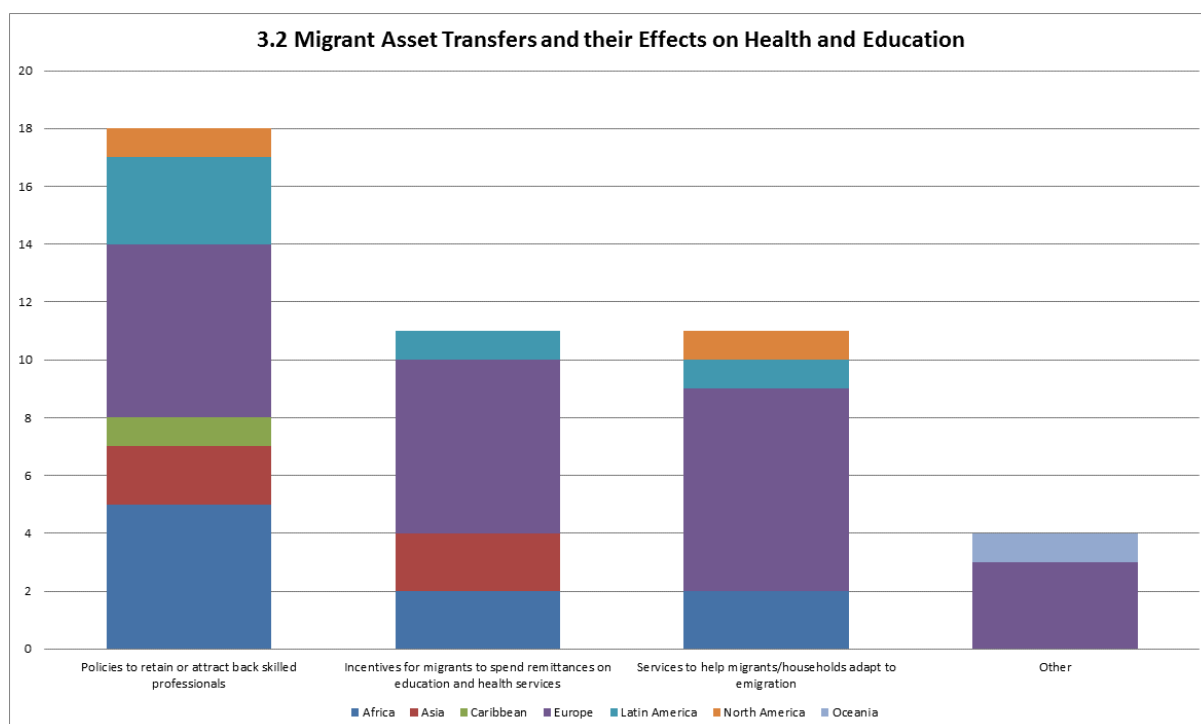
Both origin and destination countries offer information sessions about the risks and costs of irregular migration and labor exploitation, some during the aforementioned pre-departure sessions.

- The Migration Information Bureau of the **Ghana** Immigration Service has been at the forefront of prevention and awareness creation on the risks and costs of irregular migration. The Service has recently launched a documentary to be aired on all the TV networks in the country, and has been involved in Public Education Campaigns (PECs) throughout the country using lectures, drama, stories of returnees, leaflets, and ad posters. This year the Service has been to six out of the 10 regions of Ghana.
- The **Swedish** Work Environment Authority has a website in multiple languages designed to inform migrant restaurant and construction workers of their rights and entitlements in Sweden in order to minimize their risk of exploitation.

- While **Tanzania** does not have a formal immigration policy yet, they have instituted pre-departure training to better protect migrants under the government employment Agency (Tanzania Employment Service Agency (TaESA))

Migrant Asset Transfers and their Effects on Health and Education

There was a relatively lower response rate for questions about migrant’s assets (human, social and financial capital) and the transfer of these in the area of health and education for improved social development outcomes. 18 countries indicated having policies to retain or attract back skilled professionals, while a similar number (11 each) reported having incentives for migrants to spend remittances on health and education services, or services to help migrants/households adapt to emigration in this regard.



Some countries have specific programs and services that target returning migrants, including some that aim to attract back skilled professionals:

- The Federation of **St Kitts and Nevis** has a Returning Nationals Secretariat, which offers assistance (to both voluntary and forced returnees) and services such as help finding jobs, locating housing, and utilizing other social services. They also offer guidance and essential information, assistance navigating the relocation bureaucracy, and even counselling where necessary.
- In collaboration with development partners, **Nepal** has established public-private partnerships to provide skills training and financial literacy programs (for instance how to establish microenterprises) for returning migrants.
- **Ecuador** has a “Welcome Home Plan,” which offers training in entrepreneurship and financial issues.

- **Barbados** offers certain scholarships that require students to return to the country and work in their field for a period of time.
- **Zimbabwe's** Ministry of Health and Child Welfare and Ministry of Higher and Tertiary Education have embarked on campaigns and programs to attract back the skills that were lost (the “brain drain”) during the period of economic decline.
- The **Ghanaian** government provides health and education incentives to attract and retain professionals, including providing car loans and housing facilities. They also facilitate opportunities for circular migration, including professionals in Ghana who specialize abroad and return, and also in twinning activities between government and other countries in the educational and health sectors.

6. Summary

Governments across the world are working to factor migration into their policymaking processes. Greater mobility is often regarded as a means to enhance economic and social development in a range of different ways. New talent can reinvigorate labor markets and spark innovation, provided migrants’ skills and qualifications are employed to their full potential. Diaspora members can infuse their countries of origin with skills, investments, and technology to which local entrepreneurs may not otherwise have had access—whether or not they decide to return. Governments are thinking in new and creative ways about how to benefit from (and facilitate) this circulation of skills and transnational ties in our globalized economies.

The examples of policies, projects, strategies or tools relevant to the Roundtable topics provided by governments in response to this Survey will be most helpful in advancing the objective of making the Forum process more evidence-based. They will help achieve more concrete, evidence-based and broadly relevant outcomes.

The Government Teams preparing Background papers and Annexes for the GFMD Roundtables will benefit from the information collected through the Survey in the thematic areas selected for 2013-2014. In addition, an Online Discussion will be launched on the basis of the government Survey, inviting GFMD observers, civil society, private sector, migrant and diaspora associations and academic stakeholders to provide similar input. With these steps, and building on the allocated information, examples and recommendations from this and past GFMD Chairmanships, it is hoped that the future *GFMD Policy and Practice Database* can serve as a tool for an evidence-based debate and exchange on migration and development.

ANNEX

Swedish GFMD Chairmanship 2013-2014
GFMD Thematic Survey – for GFMD Government Focal Points
24 June 2013

General instructions for responding to the Survey questions

Please respond to this Survey questionnaire by **31 July**. The Survey questionnaire can be filled out directly in this document or online at the GFMD website <http://www.gfmd.org/en/pfp/thematic-survey>. Please send any hard copies via e-mail to: swedenchair2013-2014@gfmd.org or fax to +4122 788 4948.

There are two types of questions in this survey:

- *The multiple-choice questions ask for a number of examples of policies, strategies or tools that your government might have in place relevant to the Roundtable topics. These examples also serve as a source of inspiration for providing more in-depth information. You may provide as many specific examples as applicable of the policies and practices relevant to each GFMD Roundtable theme. You are encouraged to attach supporting documents and provide web addresses where more relevant information can be found when you send your completed questionnaire back to us (swedenchair2013-2014@gfmd.org). You can upload these supporting documents if you fill out the Survey questionnaire online (<http://www.gfmd.org/en/pfp/thematic-survey>).*
- *The other questions require a narrative answer, i.e. further explanation/description of the policies and practices that you have checked or referred to in the multiple-choice questions. You are requested to provide a response of up to 1000 words. If you are not responding to the questionnaire online, please answer through this Word document, which will automatically adjust the space requirement.*

Permission to upload data/information on the public GFMD Database

- Please check this box if you grant the Swedish GFMD Task Force/Support Unit permission to include data/information from your responses in section A-L below, in the GFMD Policy and Practice Database.*

1.1 Operationalizing Mainstreaming and Coherence in Migration and Development Policies

A. Does your government apply any of the following strategies or tools for migration and development policy coherence?

Please check all that apply (at least one)

- Consultations and coordinating mechanisms (e.g. focal points, units, inter-ministerial taskforces)
- Incorporating migration in national poverty-reduction or development strategy plans
- Including migration in national development surveys (e.g. household surveys)
- Incorporating migration issues in development cooperation with partner countries (as a donor)
- Regularly monitoring development impacts of migration at national or sectorial level
- None/Not applicable
- Other: [Click here to enter text.](#)

B. Please provide as many specific examples as applicable of how your government has implemented or operationalized the strategies listed above: How have legislation, policy frameworks, programmes, or projects been effective for policy coherence and the mainstreaming of migration in development policies? Include if possible already evaluated initiatives. (1000 word limit)

[Click here to enter text.](#)

1.2 Framing Migration for the MDGs and the Post-2015 UN Development Agenda

C. Does your government systematically draw on the contributions or experiences of migrants/diasporas in any of the following development-related policy sectors or areas?

Please check all that apply (at least one)

- Poverty reduction
- Agriculture
- Health
- Education
- Social protection
- Employment and access to decent work
- Economic sector development and growth
- Gender and women's empowerment
- Financing for development
- None/Not applicable
- Other: [Click here to enter text.](#)

D. If relevant, please provide as many specific examples as applicable of areas where migration has contributed to achieving the Millennium Development Goals (MDGs) in your country. Include if possible already evaluated initiatives (legislation, policy frameworks, programmes or projects). (1000 word limit)

[Click here to enter text.](#)

2.1 Enhancing the Development Impacts of Labour Migration and Circular Mobility

E. Does your government facilitate labour migration with any of the following strategies or tools?

Please check all that apply (at least one)

- Legal framework and/or bilateral agreements addressing key labor-shortage/surplus sectors (e.g. engineering, energy/mining, IT, construction, hospitality, agriculture)
- Regulation and/or monitoring of recruitment service providers
- Internet-websites for matching employer vacancies with migrant applicants (e.g. with job descriptions, applicant CVs, model contract conditions)
- Agreements with partner countries to better assess and validate foreign credentials (e.g. bilateral or regional mutual recognition agreements).
- Partnerships with employers (e.g. employer-led language or vocational training, government support to hire migrants)
- None/Not applicable
- Other: [Click here to enter text.](#)

F. Please provide as many specific examples as applicable of the items you checked

above: How have legislation, policy frameworks, programmes or projects been effective in matching supply and demand of labor migration? Include if possible already evaluated initiatives. (1000 word limit)

[Click here to enter text.](#)

2.2 Facilitating Positive Development Impacts of Diaspora Engagement

G. Which of the following policies or tools does your government provide to facilitate diaspora transfers of knowledge, skills, investments and trade?

Please check all that apply (at least one)

- Tax incentives (e.g. exempting customs duties and fees on the importation of household goods of returnees; temporarily reducing income tax rates for returning citizens; lower tariffs on imported raw materials and equipment; or tax deductions on charitable contributions)
- Access to information or networks (e.g. “one-stop-shops” with information/networking for business loans or programmes pairing local entrepreneurs/business owners with diaspora)
- Portability of pensions and social security, or medical and life insurance
- Flexible citizenship laws or residence and visa requirements (e.g. dual/multiple citizenship, special property rights, land purchase rights, legislation that officially recognizes emigrants/members of the diaspora as an integral part of the national development plan)
- None/Not applicable
- Other: [Click here to enter text.](#)

H. Please provide as many specific examples as applicable of the items you checked

above: How have legislation, policy frameworks, programmes or projects been effective in facilitating diaspora transfers? Include if possible already evaluated initiatives. (1000 word limit)

[Click here to enter text.](#)

3.1 Empowering Migrants, Households and Communities for Improved Social Development Outcomes

I. How does your government protect, support and inform *emigrants and immigrants*?

Please check all that apply (at least one)

- Access to welfare services for *immigrants* (e.g. language training, access to legal aid, decent working conditions, social security schemes, portability of pension rights)
- Protection and services to *emigrants* (e.g. pre-departure orientation or training, insurance, consular services)
- Prevention and awareness-raising of the risks and costs of irregular migration, trafficking, smuggling and employer abuse
- Services for families left behind (e.g. financial management and entrepreneurship training, addressing dependencies, family break-ups, school dropouts, child abuse, loss of skills in local communities)
- None/Not applicable
- Other: [Click here to enter text.](#)

J. Please provide as many specific examples as applicable of the items you checked

above: How have legislation, policy frameworks, programmes or projects been implemented and effective in protecting, empowering and supporting both emigrants and immigrants? Include if possible already evaluated initiatives. (1000 word limit)

[Click here to enter text.](#)

3.2 Migrant Asset Transfers and their Effects on Health and Education

K. How does your government ensure that the transfer of remittances and other economic and social assets such as skills contribute to positive health and education outcomes?

Please check all that apply (at least one)

- Policies to retain or attract back skilled professionals (e.g. ethical recruitment guidelines, twinning initiatives between hospitals and education centres in countries of origin and residence, sabbatical leave-systems, job placement services)
- Incentive systems to encourage migrant households to voluntarily spend remittances in ways that improve access to (and quality of) education and health services (e.g. public-private partnerships, government co-funding of migrant/diaspora initiatives, micro-insurance projects)
- Services to help migrants and/or households adapt to the effects of emigration (e.g. monitoring and counteracting possible negative effects on health and education)
- None/Not applicable
- Other: [Click here to enter text.](#)

L. Please provide as many specific examples as applicable of the items you checked

above: How have legislation, policy frameworks, programmes or projects been effective in facilitating migrant asset transfers to contribute to positive health and education outcomes? Include if possible already evaluated initiatives. (1000 word limit)

[Click here to enter text.](#)

GFMD Focal points, expert network and national consultations
(information shared below will not be displayed on the public GFMD Database)

M. As a GFMD Focal Point, please provide a list of your migration and development-related national contact points with name, function and contact details in various ministries, authorities and agencies. The aim of this list is to improve the ability of the GFMD Thematic Roundtables to connect with appropriate expertise – including for the *GFMD Expert Network*.

[Click here to enter text.](#)

N. If applicable, please provide examples of how your government has voluntarily implemented or followed-up on past GFMD recommendations and outcomes.

[Click here to enter text.](#)

O. What consultation mechanisms does your government have in place, that allow policymakers, civil society organizations and private sector stakeholders to discuss and reflect on GFMD issues and outcomes at the national and local level?

[Click here to enter text.](#)

P. Please provide any other comments and information that you think is relevant for the GFMD thematic priorities and work process. Here you can also add information that did not fit within the 1000 word limit of some of the previous questions.

[Click here to enter text.](#)

Thank You!