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**INTERNATIONAL MIGRATION AND DEVELOPMENT INITIATIVE:
LABOUR MOBILITY FOR DEVELOPMENT**

INTERNATIONAL MIGRATION AND DEVELOPMENT INITIATIVE: LABOUR MOBILITY FOR DEVELOPMENT

1. With the aim of contributing to the efforts of the international community to find appropriate ways to maximize the development benefits of international labour migration and minimize its negative impacts, IOM has developed a proposal for an **International Migration and Development Initiative: Labour Mobility for Development (IMDI)**. IMDI is a framework for labour migration and development programmes and policy advice drawing on inter-agency, governmental and private sector collaboration. All of these stakeholders have major roles to play, as project partners, providers or recipients of services and advice.
2. This background note provides information on (1) the genesis of the IMDI concept; (2) the issues and gaps IMDI proposes to address; (3) how IMDI might operate and be governed, and (4) the way forward for its further development.
3. This note complements the draft IMDI concept paper (attached) circulated by IOM at an IMDI side event at the United Nations High-Level Dialogue on International Migration and Development (HLD) in September 2006 to initiate discussion on the concept. In addition, the Administration will provide further information at the start of the session of the Council devoted to IMDI on developments since this document went into print.

I. THE GENESIS OF THE IMDI CONCEPT

4. With the support of the UN Secretary-General, a Global Commission on International Migration (GCIM) was established in 2003 to provide the framework for the formulation of a coherent, comprehensive and global response to international migration issues. The GCIM report underlined the need for more inter-agency collaboration to address the new and complex realities of international migration and its relationship with other global issues such as trade, development, security and human rights. Shortly after the report's release in 2005, Commissioners Jan Karlsson and Nand Kishore Singh asked IOM, together with the World Bank, to work on means to improve inter-agency cooperation in addressing the growing gap between labour supply and demand as well as human resource development issues from a more global perspective. IOM initiated consultations with the World Bank in early 2006 and expanded those consultations to include all Global Migration Group (GMG) agencies by mid-2006. The IMDI is the outcome of these consultations.

II. WHAT ARE THE ISSUES TO BE ADDRESSED BY IMDI?

5. The need to pay more attention to labour migration at the global level is recognized in the conclusions of various recent international consultations on migration,¹ although each reflects different concerns or approaches, ranging from an economic and trade to a development and human rights-oriented perspective. IMDI is intended to address labour migration issues against this background, and specifically to address the following gaps:

¹ Including consultations in the context of the Berne Initiative's *International Agenda for Migration Management* in 2003-2004; ILO's 2004 International Labour Conference devoted to migrant workers and the adoption in November 2005 by a Tripartite Committee of Experts of the ILO Multilateral Framework on Labour Migration: Non-binding principles and guidelines for a rights-based approach to labour migration; and IOM's International Dialogue on Migration devoted to migration and trade in 2004, migration and development in 2005, and human resources for health in 2006.

Gap 1: The mismatch between labour demand and supply and the need to create a mutually beneficial approach to labour migration

6. With ageing and declining populations in much of the industrialized world, and growing populations in much of the developing world, existing gaps between labour supply and demand are projected to increase in the coming years. Wage and opportunity disparities between and within the developed and developing worlds are expected to continue and will provide an enduring impetus for mobility of people for work (e.g. from South to North, South to South, East to West).

7. Labour migration can generate important potential gains for all: for countries of origin, it can ease unemployment, help absorb increases in the local labour force, and provide development support, especially through remittances, transfer of know-how, the upgrading of skills and the creation of business and trade networks. For receiving countries, immigration can help alleviate labour shortages, facilitate labour mobility and increase the human capital stock. In the context of demographic changes, it can help destination countries in their efforts to maintain workforce levels.

8. However, the effects of economic migration will vary from country to country, depending on the volume, composition and characteristics of the migratory flows, as well as the contexts in which such flows take place, including such variables as the level of skills, geographic origin, employment record and age and gender of the migrants. Other variables likely to determine the impact of international migration are the legal or clandestine nature of such moves, whether they are organized or spontaneous, temporary or long-term, as well as the level of development and the demographic and labour market conditions in both sending and receiving countries. Even within one and the same country of origin or destination, the impact of economic migration may vary with the actual groups affected, e.g. owners of capital, skilled and unskilled workers, the unemployed and others, as the case may be.

9. Countries of origin and of destination share an interest in pursuing mutually beneficial policy approaches to labour migration; yet, such approaches are not common practice. Labour migration is too often perceived as being synonymous with migrant worker exploitation, brain drain, xenophobia, irregular migration and national security problems. Related immigration policies are highly restrictive, in part owing to political difficulty in demonstrating the need for foreign workers and garnering public support. Other barriers to mobility are linked to the difficulty of assessing the real social and economic impacts of labour emigration and immigration, as well as discrepancies between actual skills needed in destination countries and those available in source countries.

10. To ensure a more mutually beneficial policy approach to labour migration, labour mobility needs to be responsive to the economic and social objectives of both countries of origin and destination, supportive of migrants, respectful of their rights, and facilitate the interaction between workers and employers. Key factors to be explored are the extent to which countries in need of labour are prepared to admit migrant workers and respond to their needs and those of their employers, and under what conditions.

11. The options available to countries of origin willing to promote foreign employment of their nationals, and to ensure that they are adequately equipped to satisfy international labour demands, should also be considered. Some countries of origin have already established

emigration departments or ministries to identify job opportunities, and to place and protect their nationals in work abroad that can provide useful models for other countries. Moreover, and regardless of their approach to labour emigration, countries of origin need to be cautious so that international labour migration does not impede local development. This would entail, for instance, efforts to create local job opportunities and an investment climate that can make migration a matter of choice rather than necessity.

12. Collaborative efforts between countries of origin and destination and between the public and private sectors can lead to more evenly shared costs and benefits of labour migration, in particular regarding human resource development and the prevention of brain drain. A conducive environment for such collaboration could be established through a global mechanism aimed at facilitating labour migration policy and programme modelling, the sharing of data and analysis, the pooling and sharing of advice and of effective practice, and technical cooperation and capacity-building assistance to governments and the private sector.

Gap 2: The need to foster the positive contribution of labour migration to development

13. There is renewed interest to explore the linkages between labour migration and development, fuelled by globalization of labour markets and the increase of labour migration from developing countries, as well as the new round of WTO negotiations on the liberalization of the temporary movement of service providers - Mode 4 of the General Agreement on Trade in Services.

14. Addressing the mismatch between labour demand and supply is important to enhancing the contribution of labour migration to development, while also benefiting the developed world.² Improved and targeted access to the labour markets of countries seeking labour immigrants could be achieved by assisting, upon request, in the design of more favourable entry conditions and opportunities. This could be complemented by strengthening the capacity of developing countries of origin who so desire to devise labour emigration strategies and invest in human resource training to give their emigrants a comparative advantage in international labour markets, in line with the first of IMDI goals: *Facilitate the matching of labour demand and supply.*³

15. A second approach, reflected in IMDI's second goal (*Enhance the positive impact of migration on development*), is to explore the potential of activities generated by migrants to address some of the development needs of countries of origin. To yield positive results, initiatives both to minimize any negative impacts of labour emigration, such as, for instance, brain drain, and to maximize the benefits should be part of national and regional development planning strategies. These could focus *inter alia* on lowering remittance transfer fees, offering investment incentives to diasporas in a selection of socio-economic priority development areas, creating favourable conditions for the transfer of know-how, skills and technology, as well as efforts to minimize brain drain.⁴ The drawing up of migration profiles⁵ could serve as an

² For example, the Global Economic Prospects Report 2006 of the World Bank estimates that an increase by 3 per cent of the total labour forces in industrialized countries through migration would result in an additional USD 160 billion global income, surpassing the expected gains from liberalizing merchandise trade, particularly for developing countries.

³ See page 2 of the attached annex, where the three main goals of IMDI are described.

⁴ The Global Health Workforce Alliance provides an example at the sectoral level of what IMDI could accomplish. It seeks to improve working conditions for health professionals and reach more effective agreements to manage their migration. The Alliance will also serve as an international information hub.

⁵ The aim of migration profiles, an initiative of the European Union, is to produce an overview of the migratory situation in a country, with information about legal and irregular migration trends, skills shortages or surpluses, as well as migration policies, administrative and legal structures.

analytical framework in countries of origin, on the basis of which official aid and other assistance could be provided.

16. The two approaches referred to above and reflected in the first two IMDI goals can be pursued simultaneously. The second implies greater investment by governments and/or the private sector, and direct support to the development side of labour migration.

17. While there is growing acknowledgment of the possible contribution of migration to development, the move from theory to practice is still very recent. Therefore, there remains an urgent need to further explore and analyse the complex linkages between migration and development, and define good practices, particularly of workable programmes and policies and coordination mechanisms within and between governments, and productive public-private partnerships. Such information would assist policymakers and inform future capacity-building initiatives in countries of origin and destination.

Gap 3: Governments need stronger capacity to formulate labour migration and development policies to ensure safer, more humane and orderly labour movements

18. As more governments develop policies to manage labour migration according to their social, economic and development priorities, there is a growing need for good practice models and exchange of expertise and advice to assist governments where requested to assess their need for relevant legal and administrative parameters, and to design, implement and monitor appropriate migration policies and programmes. Labour migration policies are by their very nature complex and have to address issues concerning migrants as workers, tax payers, temporary or permanent members of a host society and conversely absentees from their home communities, members/heads of families with needs for healthcare and education, to name only some of the most obvious and pressing. Such policies have to cover different stages of the migratory process: entry, stay and return, as well as irregular migration and illegal employment. Difficulties in designing and implementing such policies and programmes can come from lack of local expertise, relevant data and, as may often be the case for developing countries, of funds.

19. Where requested, IMDI would assist governments to create safe and legal channels for migration, to build the necessary capacity to combat irregular migration, especially its most dangerous forms of trafficking and smuggling, and to protect the human rights of migrants. Creating safe and legal channels for orderly migration is key to ensure the protection of the human rights of migrants, to help to maximize their human and development potential and enable them to make optimal contributions to their home and host societies.

20. Underlying IMDI's goals of facilitating labour migration and releasing its positive development impact is the need for a planned, balanced, comprehensive and "full cycle" approach to managed migration, where respect for the human rights of migrants is an essential component. Upon request, IMDI could provide technical cooperation and support for capacity building by, for example, assisting in the review and updating of policy, legal and administrative frameworks; improving migration management systems and data collection mechanisms; training staff, and providing seed money for appropriate activities in this area, particularly in developing countries. In doing so, IMDI would facilitate the development of consultative mechanisms among relevant governmental stakeholders, and private sector and civil society representatives, and foster international cooperation. By doing so on an inter-agency basis, IMDI would have added value compared to what is currently available today.

Gap 4: Gaps in addressing labour mobility in the global context: a piecemeal approach to a multi-dimensional phenomenon

21. Driven by globalization, labour migration has become a worldwide phenomenon. Today, it is not just workers who are going global, but also students, educational institutions and programmes, businesses and jobs, consumers seeking services at the best prices (such as health treatment), regulations and legislation on recognition of qualifications, rights of establishment, labour and social security rights in the framework of bilateral, regional and multilateral agreements, and transnational financial transactions, including remittances. These multi-dimensional international flows are changing our concepts of work, education, services and protection of nationals. It is in this broader context that labour mobility needs to be understood.

22. The need for a global perspective is reinforced by the fact that labour migration flows increasingly occur outside traditional bilateral, regional and inter-regional routes. No government acting alone can manage these flows; international cooperation is required. Governments are engaging in cooperative approaches at bilateral and regional levels, and would benefit from a more collaborative approach at the global level.

23. Although it is not their main focus, a number of international organizations devote attention to issues related to labour migration. Among them are ILO (elaboration of labour standards and the protection of workers, including migrant workers), the World Bank (through its development impact), IOM (based on its mandate on migration), UNHCHR (in the broader context of the protection of human rights), WTO and UNCTAD (in relation to trade agreements). Yet, nowhere are all the multi-dimensional aspects of labour migration analysed and addressed in a comprehensive and integrated manner, particularly in relation to development agendas. As a result, some areas remain unattended to, expertise is often dispersed, and opportunities for synergies are missed, for instance the synergies to be derived from an integrated labour migration and development country programme.

24. Bearing in mind the need to address labour migration and development from an economic, trade, development and human rights perspective simultaneously, IMDI could be a framework to systematically address interlinkages, create synergies between intergovernmental organizations and activities, and provide continuity in the pursuit of these issues. The purpose is not to duplicate existing activities or to establish normative frameworks, but to focus on coordination, collaboration and addressing gaps, in a complementary manner and on a voluntary basis.

Gap 5: Mobilize all stakeholders and recognize the growing role of the private sector

25. While governments have primary responsibility to design labour migration policies, other actors are key partners in shaping these policies and ensuring their effective implementation. This is particularly true for the business sector as labour migration is directly linked to job opportunities. In some countries, private recruitment agencies are assuming the leading role in matching labour demand and supply. Members of civil society, such as trade unions and migrant associations, have also played an important part in fostering better understanding and awareness of labour migration issues and in linking them with development issues. The labour migration and development agenda would benefit from partnerships between all relevant stakeholders.

26. A key innovation of IMDI is the engagement of the private sector as a full partner: employers (and their human resource development departments, in particular), but also other private stakeholders play an important role in labour migration today. These include professional associations, recruitment agencies, immigration law firms, educational and training

institutions, and money transfer companies. IMDI could be a catalyst for the exchange of ideas and experiences among such partners and with interested governments. Such cooperation would facilitate the initiation and implementation of concrete activities in partnership with public actors, with the support of intergovernmental organizations, and allow the funding of programmes and activities of interest to them.

III. GOVERNANCE, STRUCTURE AND OPERATIONAL MODALITIES OF IMDI

27. It is proposed that IMDI's structure and operations would be governed by the following principles:

- encouraging private/ public partnership
- facilitating local ownership of projects and programmes
- ensuring financial accountability and transparency
- providing flexibility and responsiveness.

28. The creation of such a global mechanism would allow the bringing together of expertise available in various agencies and in governments and the private sector to pool their resources – both in terms of expertise and financial resources. From a cost-efficiency perspective, this leverage would permit returns beyond those made possible by individual initiatives, and would maximize the impact of the available resources. IMDI would permit those GMG agencies who wish to collaborate on labour migration and development issues to work together with governments, the private sector, migrants associations and other stakeholders on concrete activities to help realize the development potential of global labour mobility.

29. Such activities would make IMDI:

- **A capacity-building tool** for the formulation of policies and programmes through the exchange of expertise and the development of models to be shared at the global level.
- **A means for providing access in one place to data on labour migration and development**, including applicable laws and regulations (through a website with links to existing data, and the collection and display of additional information).
- **A public information gateway on the activities of major international organizations** in the area of labour migration and development.
- **A mechanism for consultation among public and private stakeholders.**
- **A funding and implementation tool for ad hoc projects** submitted by governments, the private sector and civil society, covering activities such as pre-departure language and professional training for migrants, local development in high emigration zones, and investment tools for members of diasporas to pool their resources and invest in the development of their home countries on favourable terms.

30. At a side event during the HLD, the World Bank proposed to move forward with a small preliminary inter-agency task force at the technical level to explore possible models for IMDI's mandate, governance structure and funding mechanism. These models are to be shared for discussion with the respective agencies' constituents, which will be invited to contribute to IMDI. The World Bank has already identified one of its trust funds that could serve as a model for IMDI. To date, UNCTAD, ILO and UNHCR have expressed their interest in joining IOM and the World Bank in the task force.

31. The governance structure of IMDI is still under preliminary discussion in the IMDI inter-agency task force, which is expected eventually to include representatives of the various IMDI constituency groups, i.e. international organizations, governments, private sector and civil society representatives. IMDI's oversight body could be comprised of governments (donors and recipients), international organizations, private donors and potentially other representatives from the private sector and civil society. IMDI is not intended to be a new institution but rather an umbrella framework with a strong operational focus.

32. With regard to IMDI's procedures for the funding of *ad hoc* programmes, governments, businesses and/or NGOs could submit a project for IMDI funding to be executed by one or more international organizations participating in the IMDI, or their local partners. All projects should have the endorsement of the countries involved, and should be consistent with country-led development models and poverty reduction strategies, as appropriate.

IV. THE WAY FORWARD

33. At the Council, an update will be provided on the status of the taskforce discussions on governance, as well as an indication of how governance arrangements could operate.

34. The time during the IOM Council dedicated to the discussion of IMDI will provide an opportunity for IOM's membership to comment on the proposal. Some may wish to express interest in being involved in IMDI, and suggest modalities for moving the proposal forward.

35. Finally, all GMG agencies have been invited by IOM to contribute to and participate in IMDI. A number have indicated their interest and are participating in the further development of the Initiative. IMDI could become a concrete programmatic means for both the GMG and the Global Forum on Migration and Development to help realize some of the objectives of the HLD and to implement priority actions on this specific issue.

4 September 2006

An IOM Proposal for an
International Migration and Development Initiative
To Increase the Development Benefits of Labour Migration

DRAFT Concept Paper

This IOM proposal describes an International Migration and Development Initiative (“IMDI”) to maximize the societal and human development potential of global labour mobility. It aims to contribute to the international community’s efforts to find appropriate ways to maximize the development benefits of international migration and minimize its negative impacts. IOM puts forward this proposal as a contribution to the debate in connection with the UN High-Level Dialogue on International Migration and Development in September 2006.

In recent international consultations on migration¹, many governments and private sector representatives have recognized the need for a more effective and efficient global labour market. Existing gaps between the supply and demand for labour are projected to increase in coming years, with aging and declining populations in much of the industrialised world, and growing populations in much of the developing world. Wage and opportunity disparities between and within the developed and developing worlds are also expected to continue, and will provide a continuing impetus for mobility of labour (from South-North, South-South, East-West, etc.). **A mechanism needs to be established to better match the supply with the demand in safe, legal, humane and orderly ways that maximize the societal and human development potential of global labour mobility, with the involvement of public and private stakeholders.**

Such a mechanism would allow enhanced mobility of labour to be achieved on an equitable basis and address the “unfinished business” of globalization. Indeed, the movement of labour has not benefited from the same level of liberalisation as capital and goods. The WTO’s General Agreement on Trade in Services (GATS) Mode 4 negotiations currently represent the only global framework aimed at removing barriers to human mobility. The negotiations are expected to afford service providers with improved labour market access to WTO Member States on a temporary basis. The GATS covers all categories of service providers. However, the beneficiaries today are mainly highly-skilled persons, such as executive managers and intra-corporate transferees.

IOM’s proposed IMDI would follow a different and broader approach than the GATS, by potentially addressing all types of economic migrants, moving on a temporary and permanent

1 Including the regional consultations organized in the context of the Berne Initiative’s *International Agenda for Migration Management* in 2003-2004, the consultations carried out by the Global Commission on International Migration in 2004-2005, ILO’s 2004 International Labour Conference devoted to migrant workers, and IOM’s 2004 International Dialogue on Migration devoted to migration and trade and 2005 International Dialogue on Migration devoted to migration and development.

basis, with particular emphasis on enhancing the development potential of migration. Moreover, involvement in IMDI would be on a voluntary and non-legally binding basis, with participation open to governments, the private sector and relevant international organisations. IMDI would be a framework that would systematically and comprehensively address the interlinkages between labour migration and development, and provide continuity in pursuing these issues. It would work towards three main goals:

- 1. Facilitate the matching of labour demand and supply**
- 2. Enhance the positive impact of migration on development**
- 3. Ensure safer, more humane and orderly labour movements**

To achieve these goals, IMDI would:

Gather all relevant stakeholders:

- ✓ **Engage governments as well as the private sector** - including businesses, employer and professional associations, civil society representatives, trade unions and migrant and diaspora associations to work together with the principal international organisations involved in these issues.

Facilitate the coordination of activities on migration and development between international organisations:

- ✓ **Create synergies between intergovernmental organisations on migration and development activities** by offering a mechanism to develop joint activities and pool their expertise. This would be in line with recent initiatives to enhance cooperation between agencies dealing with migration from various angles (e.g. refugees, migration, development, trade) through the creation of the Global Migration Group (GMG)². While the GMG agenda is broader as it covers multiple aspects of migration, IMDI could support its collaborative work by facilitating the implementation of activities identified by the GMG as priorities in the field of migration and development.

IMDI does not aim to duplicate activities already being undertaken by international organisations. Rather, it is intended to help join the organisations' efforts to address certain migration and development issues in a structured, collaborative approach. Some activities described in the IMDI concept paper are already carried out by UN agencies and IOM, either on their own or in collaboration. The aim of IMDI is to offer the possibility to the agencies to identify those they think would benefit from closer cooperation with other agencies through the pooling of expertise and resources both from private and public

² The GMG is an inter-agency group, meeting at the level of Heads of agencies, which aims to promote the wider application of all relevant international and regional instruments and norms relating to migration, and provide more coherent and stronger leadership to improve the overall effectiveness of the United Nations and the international community's policy and operational response to the opportunities and challenges presented by international migration. The GMG was created through the expansion of the Geneva Migration Group, formed in 2003. The current members are: ILO, IOM, UNCTAD, UNDESA, UNDP, UNFPA, UNHCR, UNHCHR, UNODC and the World Bank.

sources. This can either cover activities already being carried out or new activities which would need to be developed to fill identified gaps.

- ✓ **Be an open structure.** IMDI would have some core partners among the main organisations with a mandate in migration and development issues (e.g. IOM, UNCTAD, the World Bank, UN-DESA, ILO and UNDP). Each agency would have a role in coordinating IMDI work on specific activities consistent with its expertise, and in setting IMDI's agenda as well as its governance structure. IMDI would be also an open structure in the sense that all the other international and regional agencies would have the opportunity to participate in any specific IMDI activities corresponding to their institutional priorities, or to initiate such activities in the framework of IMDI.

Build capacity:

- ✓ IMDI would not create any rights of entry or alter any country's right to determine its immigration policy, as this is the sovereign domain of States. That being said, IOM believes that the best means to protect the human rights of migrants is in migrating through safe and legal channels and having a secure, legal status in the host country with recourse to national laws and procedures. Therefore, IMDI would help create favourable conditions for those countries that wish to create legal labour migration avenues, and would assist those which so desire to design labour migration policies that respond to their needs, with a view to benefiting countries of origin, destination and individual migrants and their families.
- ✓ IMDI would promote information exchange, networking and dialogue **among governments and international and regional organisations and other stakeholders on labour migration and development as well as** provide technical assistance including capacity building at global, regional, bilateral and national levels on such issues.
- ✓ IMDI would act as a focal point for information on activities undertaken at the multilateral level on economic migration and development. IMDI's website would display information on its activities as well as information provided by the network of international and regional organisations to build knowledge and awareness of these actions.

Pool resources from both private and public sources:

- ✓ IMDI would create a means for the international donor community, both public and private, to **pool financial resources** and invest in activities including prospective labour market analyses, skills development and training, and human resource planning needed for tomorrow's global economy, which from a cost-efficiency perspective are beyond the means of any single government or private business.
- ✓ IMDI would be **supported by voluntary contributions** from governments and the private sector. One part of these contributions would be allocated to IMDI for pursuing core activities, and another part for *ad hoc* programmes in related areas, supported by IMDI upon request from governments and/or the private sector and after approval by a Technical Advisory Panel.

- ✓ IMDI would facilitate **coherence between development and migration policies**. IMDI's general purpose is to address multidirectional labour migration issues (South-North, South-South, etc.), with the specific objective of enhancing their contribution to development. In this regard, IMDI's financing mechanisms would be consistent with a country-led development model and with the Poverty Reduction Strategy Papers prepared by governments through a participatory process involving civil society and development partners, including the World Bank and the International Monetary Fund (IMF).

OVERVIEW OF IMDI'S ACTIVITIES

IMDI would provide for the development of global analytical tools and general models while addressing through its technical cooperation and capacity building programmes specific needs at the regional, bilateral or country levels, identified by individual or groups of governments, businesses or other stakeholders.

I. FACILITATE THE MATCHING OF LABOUR DEMAND AND SUPPLY

- Enhance global knowledge on labour market trends, labour force profiles and labour migration trends through the establishment of global databases and analytical work;
- Create a centralised information source on regional and national migration regulatory frameworks; and
- Develop and disseminate policy and programme models, as well as provide assistance for building the capacity of governments to formulate national labour market, human resources development and migration policies and elaborate programmes in an integrated manner.

II. ENHANCE THE POSITIVE IMPACT OF MIGRATION ON DEVELOPMENT

- Improve data collection on remittances and their utilisation at the global level;
- Develop indicators to assess and monitor the impact of migration on development to enable policy-makers to better integrate migration into development policy agendas, including Poverty Reduction Strategies; and
- Develop and disseminate policy and programme models for enhancing the contribution of migration towards development.

III. ENSURE SAFER, MORE HUMANE AND ORDERLY LABOUR MIGRATION MOVEMENTS

- Provide technical assistance at the international level on managed labour migration;
- Contribute to building the capacity of governments to formulate policies (at the national, bilateral, regional levels) on labour migration and related fields impacting on

labour mobility, living conditions and employment (e.g. visa policies, social security, integration, etc.);

- Develop assessment tools and monitoring mechanisms for labour migration policies and programmes; and
- Provide certification for the private sector and government programmes on good labour migration.

Attachment:

Annex: Description of Activities by Component

Annex

Description of Activities by Component

COMPONENT I: Facilitate the matching of labour demand and supply

Core activities:

- **Enhance global knowledge on labour market trends, labour force profiles and labour migration trends through databases on:**
 - ✓ sectoral and country/regional analyses of the future job market ;
 - ✓ skills supply indicators: by country, education, training, language proficiency, etc.;
 - and
 - ✓ labour migration trends.

IMDI would also:

- (1) Prepare estimates and projections in these three areas with particular attention to their interrelationships on the basis of existing information at the global, regional and national level, as well as further data collection and research activities;
 - (2) Provide support and servicing to public and private actors through the preparation of high-quality documentation, analytical work and facilitation of consensus-building and policy development; and
 - (3) Enhance coordination and cooperation among international and regional organisations through the establishment of networks for information-sharing on current and planned activities, exchange of expertise and lessons learned.
- **Create a centralised information source on regional and national migration regulatory frameworks:**

IMDI would establish a framework for the collection and dissemination of information on national and regional migration legislation, regulations and administrative requirements relevant to permanent and temporary migration for the performance of economic activities (including GATS Mode 4 movements). This would involve the creation of a network of national focal points and the development of a common format for capturing key information in a manner easily accessible and understood by end users (i.e. potential migrants, businesses and governments), reducing the time, resources and effort needed to find and interpret this information.

In consultation with governments and private sector representatives, IMDI would display the collected information on its website. It could include for each country the following elements:

- ✓ categories of permits and their requirements
 - ✓ documentation required
 - ✓ method of presenting an application
 - ✓ processing time and application fees (if any)
 - ✓ length and conditions of stay
 - ✓ possibility and conditions for extensions (including availability of multiple entry visas)
 - ✓ rules regarding accompanying dependents
 - ✓ review and/or appeal procedures (if any)
 - ✓ criteria applied for the economic need tests and quotas, if applicable
 - ✓ general information on recognition of qualification procedures and relevant professional bodies
 - ✓ details of relevant contact points for further information
 - ✓ reference to any relevant migration laws of general application and links to the documents which can be found in the International Migration Legislation database (an initiative being separately developed and hosted by IOM).
- **Develop and disseminate policy and programme models for building the capacity of governments to formulate national labour market, human resources development and migration policies in an integrated manner.**

At the programmatic level, IMDI would provide support for:

- (1) **Building the capacity of governments to collect, process and share qualitative and quantitative data and its analysis through training and technical assistance;**
- (2) **Training for representatives of the private sector (e.g. trade and business communities) and civil society (e.g. trade unions) on labour migration systems and procedures,** for a better understanding of how migration is managed, existing legal opportunities and the main issues faced by migration policy makers;
- (3) **Assistance to countries to improve transparency in their national migration procedures** (including for Mode 4 movements) by creating mechanisms at the national level to collect this information and make it available publicly;
- (4) **Human resource development and the formulation of foreign employment policies in countries of origin,** in particular through:
 - (a) *Establishing national strategic plans on labour emigration:*
 - mapping out the comparative advantage of the labour forces in countries of origin;
 - identifying priorities for certain skill-types;
 - identifying potential countries of destination (based on diplomatic relations, available information on their labour markets, immigration policies and presence of diasporas);

- identifying gaps in the country of origin's education and professional regulations systems, as well as problems of recognition of qualifications with main destination countries for skills aimed to be exported;
- establishing target numbers of persons to be trained for national and external markets;
- establishing complementary strategies to lessen the impact of brain drain; and
- if applicable, inclusion of migration factors in the National Poverty Reduction Strategy.

(b) *Developing the capacity of governments to:*

- gather detailed information on foreign labour markets of interest to their nationals;
- collect statistics on nationals working abroad (by skills, gender, status in the home country, and occupation in the receiving country);
- promote their labour force;
- support networking between public/private employment agencies and recruitment agencies;
- negotiate mutual recognition of qualifications agreements;
- prepare migrant workers for employment abroad (including vocational and language training, cultural orientation, etc.); and
- ensure the protection of the rights of migrants.

(5) **Bilateral job matching mechanisms:** partnerships between sending and receiving countries (governments and/or private sector) to match labour shortages and supply in specific sectors at the bilateral level. Specific support could include:

- *Database development and registration of potential migrant workers:* development, technical setup and promotion of *on-line* databases to include professional profiles of potential migrant workers for possible job placement in the country of destination.
- *Selection assistance:* pre-selection of candidates on the basis of agreed-upon procedures and requirements to facilitate employers' choice; organization of on-site missions in countries of origin for direct contacts with selected workers; and preparation of workers for foreign employment (as described below);

(6) **Provide direct services to governments for the preparation of workers for employment abroad,** to include: document preparation; security checks; skills/qualification checks (verifying diploma, language and professional abilities); language training; cultural orientation (familiarizing with work, educational and social environment); medical examinations; and travel loans; and

(7) **Labour market analysis and labour migration policy development:** building the capacity of governments to adapt their labour migration policies to the situation of their labour market (e.g. elaboration of shortage occupation lists for which admission will be facilitated, special schemes for business and investors, etc.).

COMPONENT II: Enhance the positive impact of migration on development

Core activities:

- **Improve data collection on remittances and their utilisation at the global level;**
- **Develop indicators to assess and monitor the impact of migration on development to enable policy-makers to better integrate migration into development policy agendas;**
- **Develop and disseminate policy and programme models for enhancing the contribution of migration towards development, and in particular:**
 - ✓ fostering the contribution of remittances to poverty alleviation;
 - ✓ increasing the potential for **transfer of knowledge and know-how and creation of new enterprises** arising from stays abroad and related transnational social networks, for the benefit of the country of origin; and
 - ✓ facilitating the **reinsertion of legal and irregular migrant returnees** in the labour market of their home country;
- **Develop comprehensive strategies for the alleviation of negative effects of international migration of the labour force in sensitive sectors** (e.g. health, education) taking into account the international as well as the internal dimensions (rural/urban, private sector/public sector) of the phenomenon; and
- **Develop and support policies engaging with diaspora populations for the development of their home and host countries.**

At the programmatic level, IMDI would support governments and the private sector in the elaboration of programmes in the following areas:

(1) **Remittances:** improve data collection on remittances and their use at the regional and national level; reduce the costs and enhance the accessibility of remittance services for migrants in developed and developing countries (including through use of new technologies); devise incentives to channel remittances into development schemes, such as special tax reductions and the creation of investment products; and improve the dissemination of information on these opportunities among migrants; provide support to migrant collectives (i.e., Hometown Associations, etc);

(2) **Transfer of knowledge and know-how, and facilitation of entrepreneurship:** support the efforts of migrants willing to create small and medium-sized enterprises, including by cooperating with banks to create a link between remittances and micro-credit or facilitating access to loans, providing business advice and consultation to migrants; develop circular migration programmes for highly skilled workers in partnership with countries of origin and destination, including “shared work schemes” where workers share their work between the countries of origin and destination, while keeping their residence rights; training programmes of relevance for the country of origin; develop e-learning schemes for university students in countries of origin;

(3) **Return and reinsertion of legal and irregular labour migrant returnees in the labour market of their home country:** including establishment of pre-departure programmes for the planning of return for legal migrants (e.g. saving schemes, training delivery in the receiving country), job counseling, business and vocational training, etc.;

(4) **Mobility of labour force in sensitive sectors:** assist in the development of national policies, including replacement migration, retention, circular migration, and consumption abroad (develop programmes with countries of destination where the services can be delivered in the country of origin, e.g. health treatment); and

(5) **Mobilisation of diaspora:** a) undertake quantitative and qualitative surveys (skills mapping) of populations abroad, to acquire a better knowledge of the potential and interests of these populations to act as agents for development; b) identify key development needs/projects/areas in home countries to better match diasporas' contributions with real development objectives; c) adopt incentives for encouraging diasporas' contributions (granting and portability of rights, special services, simplified access to credit etc); d) build governmental capacity to work with diasporas (institutional change, consular services, communication tools, programme evaluation etc.); e) promote partnerships between home and host countries to acknowledge diasporas as cultural, social and economic "trans-national bridges" playing an active role in development and migration debates; and f) undertake research on the potential contributions of diasporas to development and poverty reduction in home countries, in relation to their status and well-being in the host country.

COMPONENT III: Ensure safer, more humane and orderly labour movements

Core activities:

- **Foster sustained and action-oriented dialogue at international level on managed labour migration;**
- **Contribute to building the capacity of governments to formulate policies (at the national, bilateral, regional levels) on labour migration and related fields impacting on labour mobility, living conditions and employment, namely:**
 - ✓ Visa policies, quotas, labour market tests
 - ✓ Family reunion
 - ✓ Double taxation
 - ✓ Social security and other benefits, including portability issues
 - ✓ Recognition of qualifications
 - ✓ Protection of the rights of migrant, labour standards and integration
 - ✓ Irregular labour migration and illegal employment
 - ✓ Migration and security

This capacity building would involve dissemination of information of existing international standards (e.g. ILO, UN and UNESCO Conventions), the collection of good practices and lessons learned made available on IMDI's website, development of training

programmes, and supporting capacity-building programmes approved by the Technical Advisory Panel.

Particular attention would be given to **the creation of partnerships with the private sector** in the development, planning and implementation of mobility policies and practices.

○ **Development of assessment tools and monitoring mechanisms on labour migration policies and programmes:**

There is a real information gap today regarding the effectiveness of various policies and programmes aimed at better managed labour migration. The reasons are multifaceted, including *inter alia* the difficulties of establishing mechanisms to capture the complexity of the economic, social and political goals these policies/programmes are attempting to achieve, and to be able to single out their impact among other variables. However, real progress in managing labour migration is difficult in the absence of proper evaluation mechanisms which are needed to identify good practices. An international policy-oriented research programme would be launched to review existing assessment and evaluation tools used at the national, bilateral, and regional levels, and to develop new instruments which would be tested in the framework of IMDI-supported programmes.

○ **Certification:**

For the private sector: in order to support private enterprises in their efforts towards ethical recruitment and fair treatment of migrant workers, a set of non-binding guiding principles would be elaborated in consultation with business, NGOs, trade unions and other members of civil society. The enterprises complying with these principles would be awarded a **quality label** which could figure on their products and their names would be displayed on IMDI's website.

For governments: IMDI would develop a **Twinning Programme for Facilitated Mobility** between countries of origin and countries of destination. Under this programme, a country of origin would commit to respect a certain number of criteria related to combating irregular migration in exchange for visa facilitation or increased labour market access to the receiving country for their nationals. IMDI would elaborate a template framework to be adapted to the particular objectives pursued by the two twinned countries, and review the implementation with a view to identifying areas for strengthening implementation of the commitments.

At the programmatic level, IMDI would provide technical cooperation and support capacity building on managed migration: including policy, legal and administrative framework review and updating; improvement of migration management operational systems; training and exchange of experts.