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Migration policy

Guidelines for practice

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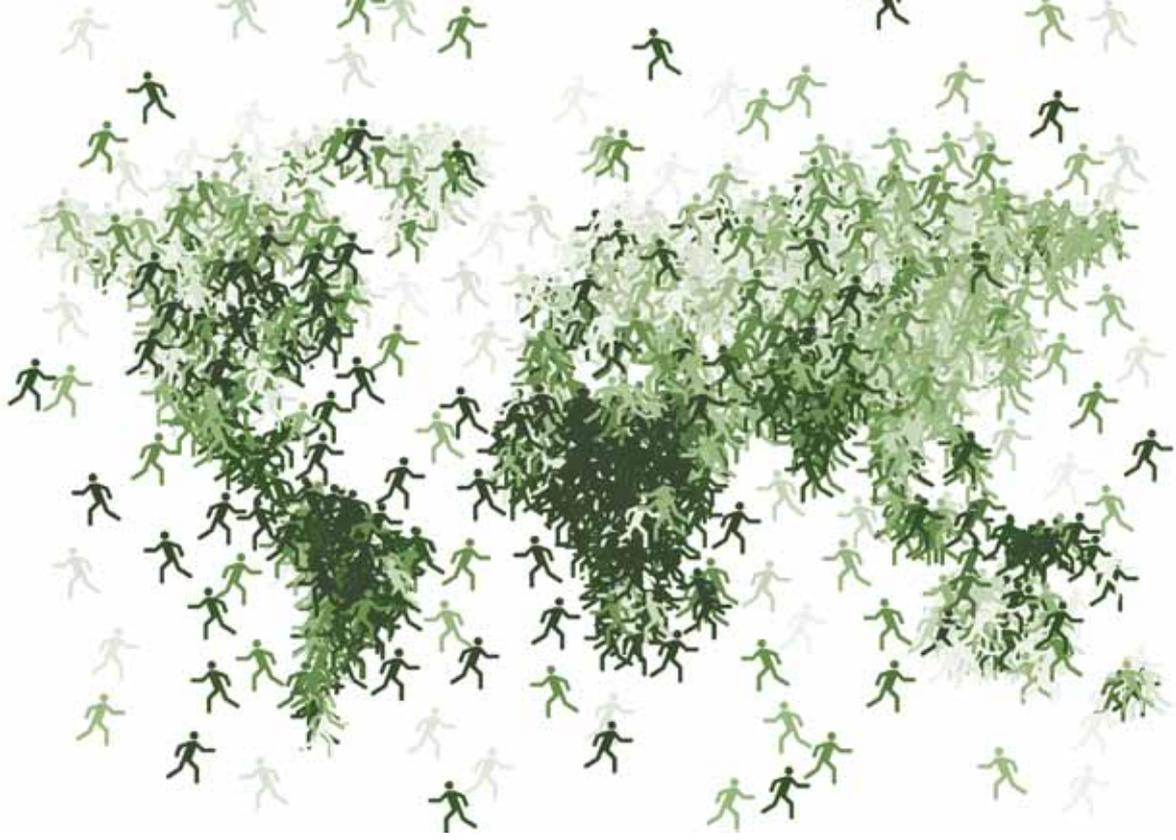
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I. Introduction

Guidelines for practice – why have them and who are they for?

Human migration can only become a win-win situation for everyone concerned if there is skilful management and cooperation among a number of institutions and actors. Currently, some 3% of the world's population live outside their country of origin, with the vast majority – nearly two-thirds – involved in so-called South-South migration. Until very recently, development cooperation (DC) still considered migration to be a negative phenomenon, since emigration went hand in hand with loss in the countries of origin, particularly of know-how and workforce. In the meantime, however, the notion that migration offers a great deal of potential has become widely accepted – as long as it is shaped and managed such that both the countries of origin and the host countries, as well as the migrants

themselves, profit from it (triple win). At present, legal migration is de facto determined by the immigration laws of the host countries. A number of starting points already exist for designing and implementing migration policy in the countries of origin. In addition, actual practical experience with advice provided through DC will be discussed in detail in the sections below.

In most countries of origin, interest in their diaspora abroad has also grown tremendously in recent years. However, in many cases the countries do not have sufficient data or information on migration issues, nor do they have a coherent strategy for this area. While responsible institutions exist, they are generally quite fragmented, with unclear or overlapping authority.

It is thus an important task for development cooperation to strengthen the governments of the partner countries in order to harness the potential of migration, of which they are well aware, for the development of their own country. In addition, migration influences the development-policy results of advisory work on the ground; for instance, remittances sent by migrants to

their relatives have an impact on poverty reduction. For technical cooperation (TC), such as in vocational training projects, the question arises as to whether support for training of experts primarily benefits the partner country or whether it should also be used to promote a strategy for exporting labour.



04 These practical guidelines are based on insights and experience gained to date in the area of migration policy in German and international development cooperation.

The guidelines aim to

- identify conditions and approaches for successfully designing migration policy, and on the other hand,
- provide criteria for the practical implementation of advisory approaches in this area.

They are thus directed towards

- representatives of national institutions in the area of migration management¹ in partner countries of German DC
- staff of German DC projects and programmes
- staff of the German Federal Ministry for Economic Cooperation and Development (BMZ) and
- other donors, cooperation partners and implementing organisations of international DC.

¹ This refers not only to the directly responsible institutions, but also to the other ministries or authorities, e.g. for education, finance, etc.

II. Migration policy: Definition and fundamental concepts

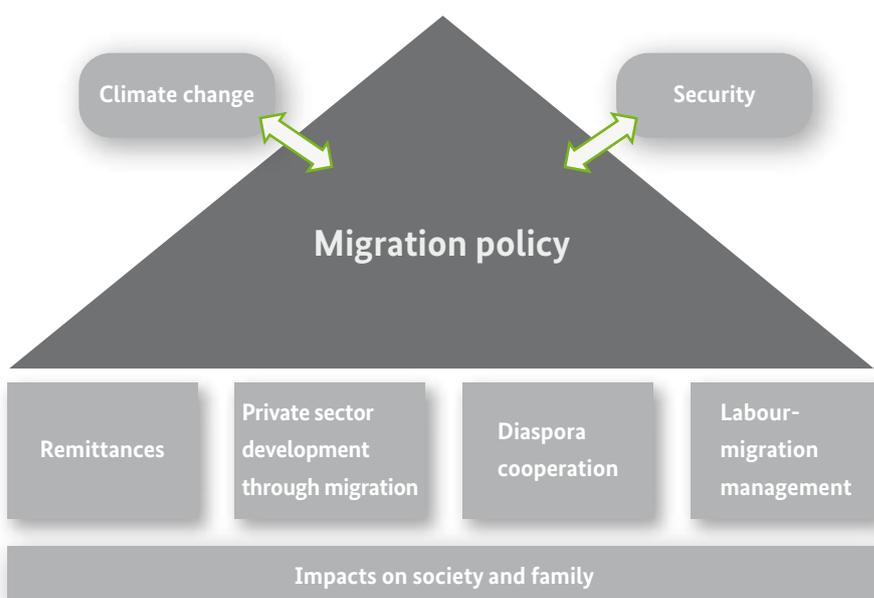
Definition

Migration policy includes **national policy approaches** for designing and managing in- and out-migration, in particular (legal) labour migration, as well as data collection and assessment. It also includes legal regulations, the responsible government institutions and non-state actors. On the other hand, it also encompasses **international migration management**, which regulates the relations between origin and host countries and regional migration movements.

When drafting country-specific migration policies, issues such as the facilitation of remittances transferred

by migrants to their countries of origin or relationships with the diaspora are particularly important. The promotion of knowledge transfer through returning experts, shaping vocational training and labour-market regulation and private sector development through migration are also potential components. In addition, the interaction between migration and security, climate change and gender issues within the framework of a migration-policy strategy can be presented and measures formulated. Thus, migration policy forms the »roof« or overarching structure for the above-mentioned migration-related topics.

Diagram 1: Migration policy as a »roof«



In line with Diagram 1, the overview presented below compiles important questions that primarily address the migration policy of the countries of origin but which cannot be discussed separately from the respective immigration and integration policy in the host countries. This applies to issues such as the recognition of vocational certificates in the area of legal labour migration, as well as with regard to the facilitation of money transfers and the promotion of non-profit or private sector engagement of migrants (see also table in section III).

Another important point is the identification and assessment of the **impacts of migration** from a social, socio-economic and in some cases, cultural perspective for fleshing out a coherent migration policy for both countries of origin and host countries.

Migration policy – what are the important issues?

■ Remittances

What can countries of origin and host countries do to facilitate remittances via formal channels?

How can the sustainable use of the remittances be ensured?

What options exist to reduce dependence on remittances?

■ Migration of experts (brain drain)

In what sectors in the host countries and countries of origin is there an actual shortage of experts due to migration?

How can this be dealt with?

And how can public expenditures for educating highly qualified professionals be compensated for?

■ Rights of migrants

How can placement and recruiting agencies be managed so that migrants' rights are strengthened, services are improved and human trafficking reduced?

How can it be ensured that migrants' vocational training certificates are recognised in host countries?

■ Know-how transfer und diaspora cooperation

How can ties be maintained to (highly qualified) migrants and know-how transfer through these migrants be organised?

How can active involvement on the part of the diaspora be promoted?

■ Return

What conditions for income and employment must be in place in order for migrants to return?

What special incentives for return can be established?

What role does the political and security situation in the country of origin play?

■ **Private sector development through migration**

Do migrant entrepreneurs constitute a special target group?

How can investments and trade be promoted through migration?

■ **Gender**

What is the gender profile related to migrant workers?

Do female labour migrants have special needs for advice and support?

■ **Society/family**

How can the social costs of migration in the countries of origin, such as those caused by the separation of families, be offset?

■ **Security**

Under what conditions does regional cooperative migration management foster stability in the region?

■ **Climate change**

To what extent can or must climate-related migration be accounted for in national migration policy?

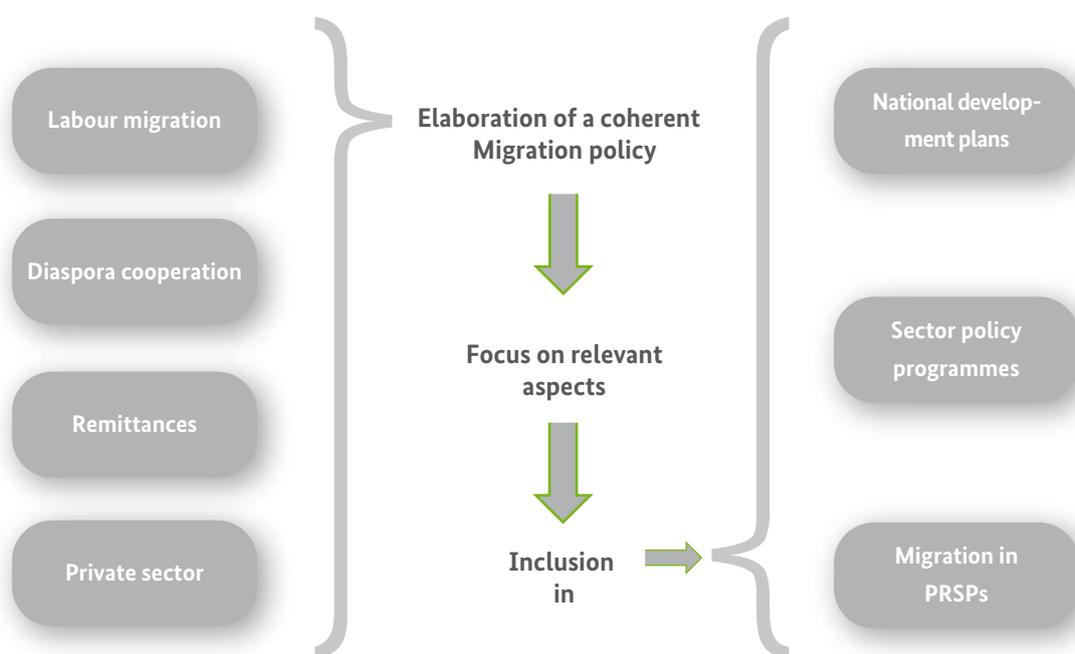


Of course, the weighting of the thematic groups presented in the overview varies from country to country. For instance, for Tajikistan, where some 45 % of the gross national product is made up of remittances² – strengthening formal transfer channels and opportunities for sustainable use of remittances play an important role. In some sub-Saharan African countries, however, the issue of »care drain«³ and the impacts of climate change on migration are particularly virulent.

Thus, migration policy, regardless of the need for coherent harmonisation of the various policy approaches, as well as educational, foreign or financial policy, can also

set a programmatic focus and in so doing, be geared to the most urgent problems of a country. This may then be reflected in individual sector policies or programmes addressing topics such as vocational training or financial system development. Coherent migration policy also means that a country’s relevant migration aspects are included in national development strategies and are also taken into account for developing Poverty Reduction Strategy Papers (PRSPs) (see diagram 2 below).

Diagram 2: Integration of migration policy in national development plans



² According to the IMF, however, due to the economic and financial crisis, there has been a decline in the amount of remittances.

³ »Care drain« refers to the migration of health care and nursing staff.

Fundamental elements of a successful migration policy

The decision to leave one's country of origin is first and foremost an entirely individual consideration and constitutes an essential element of human freedom of choice. In this respect, migration may not be prevented by the government. However, it can and must be shaped and managed in order to limit the risks and to allow potential to be tapped into and positive effects to develop.

Thus, the central question is whether and to what extent migration, i. e. out- and in-migration, should be promoted. Migration policy can basically be developed in three different directions:

(1) **Migration** is deliberately **promoted** as a key economic factor and the necessary incentives are put in place for this purpose. This includes both active promotion of labour migration, a practice especially well known from the Philippines and other Asian states, as well as targeted recruitment of experts, such as that undertaken as part of the »green card« initiative in Germany. With regard to the sending countries, training, recruiting and placing experts serve primarily to ease the tight domestic labour market and generate foreign currency, while for receiving countries, eliminating the shortage of experts is the driving force.

(2) **Legal migration** is **regulated** to the greatest possible extent, for instance by immigration and bilaterally negotiated country quotas, as is the case between states of the European Union and some countries of origin, or by immigration points systems, such as in Canada. A major argument in favour of these types of systems is better manageability of the domestic labour market. However, it can also lead to an increase in irregular (in-) migration and a reduction in development-policy benefits from migration.

(3) Finally, another option is a **laissez-faire policy**, which attempts neither to promote nor prevent out- and in-migration, as is the case with the regional migration movements in some West African countries.

In addition to the above-mentioned programmatic issues, what are the essential fundamental elements of a successful migration policy?

First, migration policy requires sound **data and information** on the scope and impacts of migration, which can be presented as follows:

First of all, the migration flows can be used to find out whether a country is primarily an immigration or an emigration country or whether both categories apply (for instance, Ghana⁴).

⁴ Up until the mid-1960s, Ghana primarily constituted an immigration country for migrants from other countries in West Africa. After 1965, as a result of the economic and political crises, however, there were larger waves of emigration that still continued in the 1980s. Owing to the economic upswing of recent years, Ghana has now once more become an attractive immigration country.

Transit countries

A number of countries also have a transit status. This applies in particular to several countries in North Africa that, due to immigration restrictions in the EU, host a considerable number (of irregular) migrants who cannot depart for the destination country but in many cases, also cannot return to the country of origin.

The resulting challenges affect both the national interests of the respective country, especially in terms of economic, social and local government policy, as well as international migration management matters.

With this in mind, the profile of out- and in-migrants can be more precisely defined based on quantitative and qualitative data⁵ if these exist. In addition to the number of migrants, these data include their level of education, the employment sectors from which they have come and in which they are currently working as well as the gender ratio. If applicable to the particular country, data should also be gathered on regions that are particularly affected by migration. From the labour-market perspective, it is relevant for countries of origin to identify the age groups in which a manpower surplus exists or is predicted and for host countries to find out the areas and the extent to which there is a need for experts or workers in general.

In a further step, the impacts generated by migration movements should be studied and evaluated. Frequently, the main focus of these studies is on economic questions, such as the amount and use of migrants' remittances, the interplay between migration and investments and labour-market supply and demand. In contrast, the impacts on family relations and less prosperous regions and on integration, migrants' rights and municipal infrastructure tend to be neglected. However, they should also be taken into account and included in political decision-making processes.

In addition to establishing a data and information base, a **second step** requires **coordinated interaction among various policy sectors**. This calls for a coordinated procedure up to and including joint policy approaches. On the other hand, the various interests that definitely exist with regard to the impacts of migration must be balanced.

Involved political areas are primarily the domestic and foreign policy of a country with central issues such as diaspora policy (maintaining ties, know-how transfer), on the one hand, and integration of migrants, on the other. Additional relevant areas are citizenship law and voting rights, as well as entry and exit and visa regulations. Labour-market and social policy are the areas in which bilateral or even regional labour-migration agreements are fleshed out. The core activities in this area involve the proper collection and evaluation of data and job placement, advice and information, including the reintegration of returnees. Education and vocational training policy focuses on vocational training of migrants and returnees or the recognition of educational certificates and professional skills, for example through qualifications frameworks.

Thirdly, institutions responsible for migration policy are needed, and their competencies and responsibilities must be clearly defined. Only very few countries have this type of central institution, such as a ministry or an agency (Serbia, for example). In line with the area of

⁵ They may be part of the regular labour-market or household survey that must be supplemented by migration-related modules.

responsibility, competencies are generally assigned to various government offices (see above). In addition to the main government actors, responsible institutions can also exist at regional and local level, in some cases as lower-level organisational units (for instance, in India). This varying assignment of competencies requires maximum harmonisation, dialogue and coordination. In the best-case scenario, this is undertaken by a government authority that implements coordination or is officially in charge.

The institutional landscape is complemented by agencies offering advice and information and job-placement services (as well as centres) that may be run by both government authorities and private organisations. In addition to the existence of the institutions, another important question regards the resources – whether human or financial resources – with which they are equipped.

A **fourth** important area involves **legal issues related to migration**, in particular legal protection for migrants, which comprises important aspects such as right of residence, labour law, employment protection and social security, as well as the transferability of social benefits acquired.

Based on these four large areas – data and information, policy coordination, institutional setting and legal issues – it is essential to develop specific migration-policy approaches and measures that take into account the conditions in the particular country and lead to an overall concept that is as coherent as possible.



III. Policy approaches and measures

When shaping migration policy in a cooperative manner, host and countries of origin need strategies and approaches for the **three phases of migration**:

- (1) Prior to departure
- (2) Stay in the destination country
- (3) After return

benefits from migration can only be derived with the joint efforts of origin and host countries, the table also presents tasks for which the host country is responsible. In addition, a very small number of DC partner countries, such as South Africa or Kazakhstan, serve as both host and sending countries. For these countries, it makes sense to develop a (regional) cooperative approach to migration management with the respective countries of origin.

In this regard, the table below presents the major (policy) areas. For each area, specific approaches and measures are suggested. Considering that sustainable

	Responsibility borne by the country of origin	Responsibility borne by the host country
	Development and coordination of a coherent migration policy	Coherent immigration policy
Prior to departure	<ul style="list-style-type: none"> ➤ Vocational training <ul style="list-style-type: none"> • Increase employability and employment prospects through vocational training • Flesh out national and regional qualifications frameworks and • Introduce recognised (minimum) vocational standards. ➤ Labour-market information (LMI), advice and placement <ul style="list-style-type: none"> • Collect and evaluate data, adapt LMI systems, identify country’s own need for experts and the need of potential destination countries, • Establish migration, information and advisory centres with the following responsibilities: <ul style="list-style-type: none"> a) Exchange of information relevant for the labour market, candidate profiles and placement offers, and b) information for potential migrants on important destination countries, possibly career orientation, language courses, job placement, legal advice, basic financial education, etc.) 	<ul style="list-style-type: none"> • Recognition of qualifications • Adaption of the LMI systems to identify the need for experts (including seasonal)

Prior to departure	<ul style="list-style-type: none"> ➤ Labour-migration agreements • Negotiate bilateral or regional labour-migration quotas (including temporary/seasonal labour migration) • Establish clear regulations on legal status of labour migrants (residence and work permits, employment protection, social standards, family reunification) and • Transferability of insurance and pension entitlements 	<ul style="list-style-type: none"> • Cooperative design of labour-migration agreements, including selection criteria, immigration and residence regulations • Ethical recruitment of experts
Stay in the destination country	<ul style="list-style-type: none"> ➤ Migrants' rights • Lobbying for legal protection of migrants (possibly by means of advisory centres and points of contact in the destination countries) ➤ Financial services and private sector promotion • Offers for safe and inexpensive money transfer • Incentives for investments on the ground, for instance, by facilitating business registrations and guaranteeing legal security • Financial products for family members and to guarantee return • Access to loans • Establish strategic alliances between the political sphere and the private sector in countries of origin and host countries ➤ Know-how transfer and diaspora cooperation • Promote circular migration • Incentives for return • Maintain ties to returnees to ensure know-how transfer • Promote networks and exchange • Promote non-profit engagement of migrants and diaspora organisations 	<ul style="list-style-type: none"> • Guarantee legal protection for migrants • Appropriate integration opportunities • Promote safe and inexpensive money transfer • Permit circular migration and promote advice and placement for returnees • Promote town and university twinning programmes • Promote non-profit engagement of migrants and diaspora organisations
After return	<ul style="list-style-type: none"> ➤ Reintegration of returnees • Advice and information • Recognition of acquired certificates and skills • (Adaptation) training • Job placement • Promote access to loans for business start-ups, investments, housing construction 	<ul style="list-style-type: none"> • Promote returning experts (work place equipment, salary subsidies) • Permit transferability of pension and insurance entitlements

Selected country examples

In order to obtain a more accurate overview of the existing approaches and experience with migration policy in selected countries of origin, the Migration and Development Sector Project, commissioned by

BMZ, has had a number of studies carried out and working papers written. At the centre are the diaspora studies⁶, which examine the activities of the diaspora communities for their country of origin, as well as the government policy on the promotion of this engagement in each case.

Example: Ghana

Starting in 2000, the Government of Ghana began to increasingly view its diaspora communities as key economic and political resources and has specifically promoted Ghanaian migrants organised in associations through the embassies. For example, at the initiative of the Ghanaian Embassy in Germany, the Union of Ghanaian Associations in Germany (UGAG) was founded in June 2004 as the umbrella organisation of all Ghanaian associations in Germany. However, the UGAG does not represent all associations and is not recognised by the particularly active and large organisations such as the Ghana Union Hamburg. One explanation for this is certainly the manner in which this umbrella organisation was established, which took a »classic« top-down approach.⁷

In parallel to the activities abroad, legal and institutional changes have taken place in Ghana itself with the aim of including the diaspora in the economic and political development to a greater extent. This includes the introduction of dual citizenship, meaning that Ghanaians can become citizens of the host country without losing their own citizenship, and the decree on foreign voting rights (2006), which, however, was not used in the elections of 2008. The efforts to institutionally establish migration policy have had diverse results. An important actor is the Ghana Immigration Service, which was initially assigned the primary task of managing relevant migration data and then developed broader concepts and proposals for promoting diaspora, such as mentoring and twinning programmes, skills audits and one-stop shops for business registration, and presented them for discussion in the international arena. In contrast, interministerial cooperation and coordination appears to be more difficult. As a result, despite the above-mentioned conducive conditions, to date there have been few concrete results with regard to the implementation of a coherent migration policy.⁸

Another series of country studies (Uzbekistan, Philippines, Nepal, Georgia, Armenia, Tajikistan and Albania, 2009-2010) has addressed the impacts of the economic and financial crisis on migrants, migration and remittances. A key question dealt with in these studies was the manner in which the respective governments are responding to the decline in remittances and the return of labour migrants and the options that exist for better protection and social security of migrants.⁹

⁶ <http://www.giz.de/Themen/de/23881.htm>

⁷ In contrast, in the UK an umbrella organisation was successfully founded. Cf. Vezzoli and Lacroix 2010.

⁸ For an in-depth explanation, see: Schmelz 2009; Vezzoli and Lacroix 2010.

⁹ Cf. Schmelz 2010. In addition, there is a supranational study on mobility management systems in selected partner countries of German TC (Egypt, India, Kosovo, China, Philippines, South Africa, Indonesia, Viet Nam 2010). This study focuses particularly on the political, institutional and target-group level and the resulting development aspects for shaping (labour) migration. Arnold Bergstraesser Institute 2010.

Example: Philippines

In the Philippines, labour migration has a long tradition. Started in 1970 as a temporary measure, it has been actively promoted by every administration ever since. The density of institutions and legal regulations sets the Philippines apart as a sending country. The objective of sending at least a million labour migrants abroad per year has consistently been met in the past years. Opinions on this strategy for exporting workers have varied widely, however. While its advocates especially praise the strategy's positive impact on business and poverty reduction, its critics point out the absence of sustainable development effects and a deferment of urgently needed reforms, such as a land reform.

Even in the wake of the 2008-2009 economic and financial crisis, the Philippine Government failed to bring about a fundamental reform of its strategy for exporting labour and instead launched a campaign to specifically establish new destination countries and employment opportunities. In addition, special anti-crisis measures for returnees were implemented, including advanced training courses, advice and repeat placement of workers in jobs abroad, as well as loans for business start-ups. For this purpose, integrated advisory offices were set up in all provinces. In addition to providing legal advice and information on advanced training and business start-ups, they maintain online job portals for employment opportunities in the Philippines and abroad. Nevertheless, these support measures have been used by only a very small number of returnees. This is primarily due to the lack of confidence in government structures, as well as to the high bureaucratic obstacles, for example, when applying for small loans. The situation is exacerbated by an overall neglect of reintegration measures, which makes returnees tend to prefer to migrate again rather than seek employment on the domestic labour market. It means that even in times of economic recession, the Philippine Government is continuing its policy of exporting labour. As it expands its institutional structure and promotional activities to pursue this strategy, it is neglecting to seek economic policy alternatives to labour migration and dependence on foreign currency inflows.

A large number of countries of origin have established programmes and special institutions for promoting returnees and reintegrating migrants. These programmes and institutions aim to facilitate migrants' decision

to return, support their reintegration and thus make better use of migrants' resources for the domestic economy and the labour market.

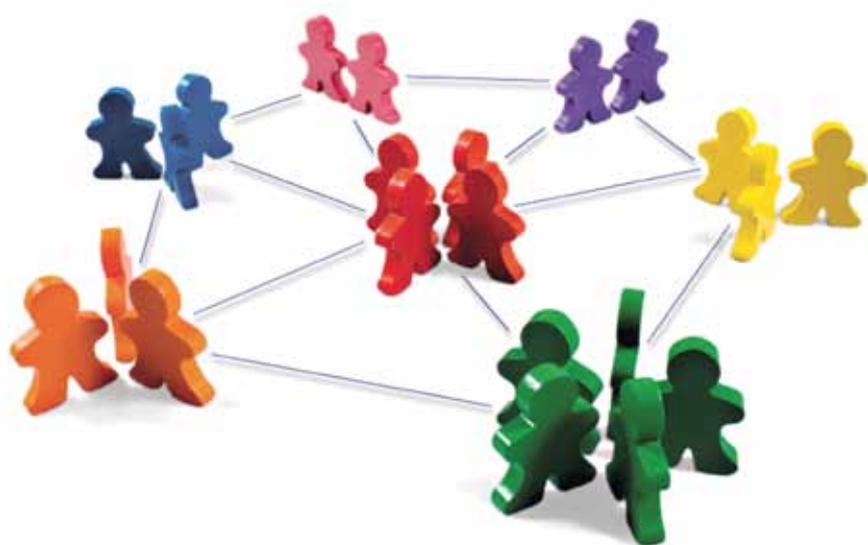
Example: Colombia

Since 2009, Colombia has had a policy paper for strategic orientation of its migration policy, »Política Migratoria Integral«, which was drafted in consultation with the Colombian diaspora and was jointly adopted by 13 ministries. The paper stipulates that an intersectoral commission is responsible for the implementation of the policy, including the implementation of the returnees' programme »Plan de Retorno Positivo«. The programme includes the following approaches:

- tax relief for the import of goods and capital
- training courses and loans for business start-ups
- adaptation training for better integration into the labour market, as well as
- long-term support in the areas of housing, productive investments and collaborative work.

An internet platform, »Bienvenid@s a casa« is used to provide information and advice by email on legal questions, social security, housing and employment and business start-up opportunities. In addition, further programmes guarantee special support for reintegration into the domestic labour market, such as labour-market advice, job exchanges and recognition of qualifications acquired abroad.

IV. Migration-policy advice in development cooperation



Migration-policy advice can include one or more of the above-mentioned migration-related topics. To this end, German DC provides advice to the governments of the partner countries both on developing a coherent migration strategy and on selecting suitable implementation measures. In addition, interesting interfaces with existing projects may arise, for example, as part of economic policy advice and in projects on microfinance, private sector and employment promotion, vocational training and labour market, health, education and social security.

Managing (legal) labour migration in the interest of all participating actors has become increasingly significant in recent years.

This is also demonstrated by the analyses and policy recommendations of relevant international publications.¹⁰ German DC has primarily addressed this topic with regard to the question of how the professional mobility of workers can be improved and in turn, increase the benefits of migration for the countries of origin. Initial advisory approaches on meeting this objective have already been presented (see below).

Migration-policy advice also means helping to strengthen the role and institutional capacity of the countries of origin, in order to achieve a real cooperative approach and balance of interests in international migration management on this basis. Strengthening the ability of DC partner countries to use migration potentials will also enhance the positive development results of migration.

In addition to the political level, civil society also plays a major role in this context. This affects both migrant organisations and representatives of their interests in the host countries, as well as non-state actors of migration management in the countries of origin. In both cases, it is important to involve civil society to a greater extent in dialogue processes on national migration policies and their practical implementation.

¹⁰ For example, ILO 2010a; OECD 2009, IOM 2008b; UNDP 2009.

Intervention levels and starting points for DC

The various starting points for DC projects and specific advisory approaches can primarily be assigned to the three following intervention levels (macro, meso, micro). Here, migration-policy advice can be implemented in both stand-alone projects or be combined with ongoing measures, such as vocational training projects. If possible and if requested by the partner, when providing migration-policy advice, it is a good idea to work together on at least two of the levels (see example of interministerial dialogue in Uzbekistan presented here). In this way, policy advice can be combined with institutional promotion, for example, and in turn, better results can be achieved. It may also be wise to combine bilateral activities with a regional project or programme, or to start with regional measures in order to develop bilateral advisory offers as needed (see the example of migration-policy advice in the Western Balkans).

1. Macro or political level: At this level, the primary activity is provision of advice on elaborating an overall concept and on corresponding strategic and coherent orientation of the migration policy, for example, the extent to which labour migration should be actively promoted. This is because it has substantial impacts on other policy areas. This type of advice was provided in Honduras, for example, for developing a national migration policy, »Política Nacional de Atención al Emigrante«, which was elaborated in a participatory manner with the involvement of civil society, the private sector, the government and donors.¹¹

In a further step, this can be incorporated into advice on selected sectoral policies. In so doing, this may comprise both approaches geared towards the causes of migration, for example, related to a shortage of jobs

¹¹ Owing to the political crisis of 2009, however, this policy has not yet been implemented to date.

and employment prospects, as well as approaches that promote the benefits of migration, such as the improvement of the business and investment climate, which also benefits migrants working as entrepreneurs.

This is one of the approaches pursued in the MIDEO (Migration et Développement Economique dans la region de l'Oriental) project in Morocco. In Honduras, the Government also received advice on shaping financial regulation with the objective of acquainting small-scale money-transfer enterprises with the international standards for combating money-laundering and financing of terrorism without creating additional obstacles for remittances transferred by Honduran migrants from the USA.

If PRSPs or other national development plans are in place, another possible starting point can involve the introduction of migration as a »cross-cutting theme«, especially with regard to the impact on poverty reduction, as well as on improved opportunities for income and education and as a result, on sustainable development in general.

2. Meso or institutional level: In line with existing migration-related structures and responsibilities, advisory approaches for further development of these institutions, strengthening of capacities and for training personnel, etc. can be proposed. This generally also includes advice on pooling competencies and responsibilities that are often assigned to too many institutions and are not clearly defined.

An important starting point is the provision of advice and promotion of service centres for migrants and returnees. These centres already exist in a number of DC partner countries. They serve as examples of good practices and offer interested partners from other countries the opportunity to exchange experiences (for example, in the Philippines, or the Migration Service Centre supported by the IOM). In addition to advice, information and job placement, these centres

can also provide services for migrants and returnees, including adaptation qualifications, certification of skills acquired abroad or business start-up advice, as is planned for Uzbekistan and Tajikistan.

There are other points of departure as well, for example, approaches for the promotion of microfinance institutions in the area of remittances. In private sector development projects, special advisory services can be developed for migrant entrepreneurs that take into account the fact that potential investors generally stay in the country of origin only temporarily and as a result, providing security for loans is difficult. The above-mentioned MIDEO project in Morocco focused on advisory services, as well as exchanging information and improving cooperative relationships between local entrepreneurs and the Moroccan diaspora in Germany and improving the range of financial and non-financial services. The aim of these efforts is to encourage more productive investments in the Oriental Region.

3. Micro and household/target-group level: This involves the data and information situation on migration (at the household level), which is frequently inadequate and as a result, complicates political decision-making with regard to migration strategy. In this area, advisory approaches for improved data collection and evaluation can be logically combined with advice on labour-market information systems. On the other hand, this area focuses on migrants as the beneficiaries of measures that benefit both the migrants themselves and their families and which can provide momentum for sustainable development in their countries of origin, such as financial products for recipients of remittances. In this respect, the micro-finance institution PAMECAS in Senegal offers its customers combined savings and loan products with which the migrants can start up businesses or build a house after their return.¹²

¹² For an in-depth explanation, see: Riester 2010.

Approaches used by German DC

■ Promotion of the interministerial dialogue for developing and harmonising a labour-market strategy in Uzbekistan

Regional labour migration has become a significant economic factor for Uzbekistan in recent years. It is estimated that a total of EUR 3 billion in remittances are transferred by labour migrants. This is ten times the amount of foreign direct investments and financing provided in the context of development cooperation. To date, however, Uzbekistan still lacks a consistent government (labour-) migration policy that would better regulate options for transfer and savings, integrate migration-related needs for qualifications into the government vocational education policy and offer higher legal security for labour migrations in intergovernmental agreements. In fact, despite the high number of Uzbek workers who reside abroad, mainly in Russia and Kazakhstan, labour migration has largely been denied by the Government to date.

On behalf of BMZ, in 2009 GIZ launched the project »Support for a cross-sectoral government policy of the Republic of Uzbekistan for labour migration«. It was preceded by a kick-off event that took place in November 2008 and which for the first time brought together the responsible Uzbek partners from the various ministries to discuss the issue. As the result of a second conference in November 2009, an **interministerial task force** headed by the Uzbek Ministry of Labour was set up that aims to develop into an important political dialogue forum.

In keeping with the multisectoral character of labour migration, work in the project is carried out in three promotion components: Vocational training, legal advice and questions related to economic development.

In the area of **vocational training**, analyses on the need for training and workers in the two main destination countries, Russia and Kazakhstan, were first launched. The objective is to promote potential migrants through better training in order for them to be able to find secure and better paid employment. The training and information centre established in Shakhribabz, a small town in Uzbekistan with a high concentration of migrants, citizens who wish to emigrate and returnees, also aims to achieve this objective.

The **legal advice component** focuses on issues related to the legal foundations for labour migration and legal protection of migrants. In contrast to its neighbouring countries Kyrgyzstan and Tajikistan, which have adopted migration laws, in Uzbekistan the legal framework for employment abroad is rudimentary at best. In order to analyse the situation and provide a basis for discussing the situation with the partner, the Ministry of Justice, the current legal situation was studied. To this end, important international agreements and standards set by international law were consulted. At present, an improvement in the exit procedure and job placement for Uzbek migrants is being worked on. In addition, the government monopoly on the »export« of labour is to be dismantled and a legal basis established for private employment agencies to operate.

One focus of the **economic promotion component** is support for private sector initiatives with the objective of creating income and employment opportunities for (returning) migrants. Another focus is to promote the establishment of stable long-term relationships between migrants and their families, and of financial institutions that secure access to financial service providers and products both during migrants' stay abroad and after their return. To this end, training courses are organised for migrants on basic financial education, as well as on using remittances for investments and for business start-ups. With commercial banks and other

financial institutions, opportunities for developing new financial products are explored. Furthermore, a website for comparing costs, similar to GeldtransFAIR.de, is to be set up, with additional information on current financial products for migrants, however. The project thus contributes to changing awareness and policies with regard to the potential labour migration provides for Uzbekistan and better use of this potential. Efforts are undertaken to ensure that labour migration aspects will become an integral component of all relevant projects of bilateral technical cooperation between Uzbekistan and Germany.

■ Migration-policy advice in South-Eastern Europe/Western Balkans

(Labour) migration has a long tradition in this region. The first **migration-policy** approaches were developed by the Yugoslavian Government and were later continued by the newly established national governments. The core aspect involved actively maintaining ties to migrants via the consulates. Most Western Balkan countries have units responsible for migration and diaspora, although their prominence and competency varies widely. Most of the diaspora institutions share the fact that they play only a subordinate role in the political hierarchy and as a result, have only meagre (human and financial) resources. In addition, competencies are not clearly assigned. Far more important, however, is the fact that experience and knowledge of how the potential of migrants can be used for the development of their own country exists in only isolated cases. For this reason, regional exchange of experience and the presentation of good practices through a series of events (four to five workshops) are to be used to help strengthen the institutions responsible for migration policy.

By means of three workshops relevant governmental and non-governmental stakeholders were already

given the opportunity to exchange on topics like the development and implementation of migration strategies as well as institutional coherence and coordination of development-oriented Diaspora policy.

The point of departure is the **migration policy checklists** available for all the region's countries. They provide a good overview of the responsible institutions and their political approaches, the activities of migrant organisations and networks and the donors' projects.

■ Establishment of a new labour-market information system including migration-related data and actors in Kyrgyzstan

While labour-market data in Kyrgyzstan are available in the form of household or special labour-market surveys, there is a lack of significant **data and information on migration flows**, i.e. the number, age, gender and qualifications of immigrants and emigrants. In some cases, this is because cross-border labour migration primarily takes place in a regional context (e.g. Russia, Kazakhstan), which does not require exit or entry documents. If migrants are then employed in the informal sector because they do not have a work permit, it is nearly impossible to register the jobs or the associated labour migration. For this reason, statements on trends for demand and employment potential on regional or international markets have so far only been possible to a very limited extent, which in turn severely restricts possibilities for offering qualified advice to potential migrants and returnees. This also prevents employers from publicising vacancies and from responding to applications submitted by job-seekers.

For this reason, while establishing a new labour-market information system in Kyrgyzstan, it was decided

that in addition to the labour-market information, the relevant data on immigration and emigration should also be collected, evaluated and communicated in future. This may include both quantitative data, such as vacant positions or job applications, as well as qualitative information offers on training or promotion options that also exist for migrants and returnees, the providers of these offers, etc. Thus, the new system will provide much more information than the former information portfolio.

The goal of activities in the framework of the German-Kyrgyz project »Vocational training and the labour market« is firstly, to use an improved data and information base to both facilitate political decision-making in the area of labour migration and to improve concrete advisory activities, job acquisition and placement. Secondly, it aims to promote structured and institutionalised cooperation of all sources of labour-market and migration data and of institutions that require such information. In order to provide relevant information, it is essential to have a joint concept of what information is needed at what level and how it can be appropriately made available to users.

To this end, the planned **network and communications structure** serves as a good basis for the active involvement and participation of governmental and non-governmental actors, for institutions that benefit from the information entered but also have to actively provide information. While this approach is new for this region it is certainly also suitable for projects in other countries once it has been successfully introduced in Kyrgyzstan.

■ Advice for the establishment of a coherent diaspora policy in Mongolia

At present, the Mongolian universities do not have the capacity to train the experts required there. As a result, many Mongolians go abroad to study. At present some 200,000 Mongolians are studying abroad, 800 of them in Germany. Twenty per cent of the students who study abroad stay there, meaning that the academic diaspora is constantly growing. In Mongolia, positions remain vacant, especially in the highly skilled sector. At the same time, no more than 10 % of positions in the country may be filled by foreigners. Thus the diaspora contains a great deal of potential for the development of the country, through returning experts, know-how and knowledge transfer and through contacts and connections of the diaspora. In order to use and promote this potential, the Mongolian Government has established a new ministry entitled Council on Cooperation with the »Citizens of Mongolia Living Abroad«, has drafted a law and has indicated a need for advisory services in this area. To this end, the following **recommendations** have been discussed with representatives of the ministry, the non-governmental organisation Mongolisch-Deutsche Brücke (Mongolian-German Bridge) and the governmental national development and innovation committee:

(1) A closed-door policy for studying abroad is not advisable, because an important source of knowledge growth would remain untapped and the desirable connection to new markets impeded. A much better strategy would be for the diaspora to strengthen ties to the country of origin, for example via institutionalised networks and regular exchange among experts abroad and industrial sectors in Mongolia that have a shortage of labour. With the help of this type of network, placement of workers in vacant positions could be improved.

(2) However, this can only be achieved by expanding the rights of Mongolians living abroad, for example, by introducing dual citizenship and voting rights. (3) Experts can also be specifically recruited by means of a salary subsidy. (5) The precondition for a diaspora policy specially tailored to Mongolia is detailed knowledge of the diaspora structure. (5) However, diaspora policy should not only be geared towards highly skilled migrants, but should also specifically support less qualified migrants, for example, by improving the

money transfer systems, facilitating business start-ups and especially by allowing pension entitlements to be transferred.

GIZ staff in Mongolia have been briefed on the situation in order to guarantee **continuation of the cooperation**. All involved partners have indicated that they are very willing to continue the process and cooperate closely.

■ **Support for the establishment of a network of highly qualified diaspora members for the promotion of innovation and knowledge transfer in Honduras**

In many respects, migration is highly significant for Honduras. The Honduran Central Bank estimates that 10% of Honduran citizens live abroad. This corresponds to nearly one million Hondurans. Remittances by migrants are a central factor for stabilising the balance of payments. Within the group of Hondurans living abroad, there is a small number of highly skilled migrants who are extremely successful in academia and the private sector.

In the context of its programme for economic and employment promotion (PROMYPE), since 2008 GIZ has supported an association of public-private Honduran partner organisations with tapping into this »brain pool« for the country's development. To this end, GIZ has initiated the **Honduras Global** project. Partners in Honduras are representatives of the Government, the private sector and academia (for example, the Ministry

of Planning, the National Industry Association and an association for the promotion of research).

The objective of Honduras Global is to promote knowledge transfer and innovation in academia and business in Honduras by involving the highly skilled diaspora members. For this purpose, Hondurans living abroad who work at universities or in the private sector and are interested in supporting their country of origin through the project Honduras Global are invited to participate. The project's first activities included lectures by members of the network at Honduran universities and participation in conferences and forums in Honduras. Furthermore, members of Honduras Global are systematically involved in existing structures, such as the round table for innovation in Honduras. In addition, the introduction of internship and mentoring programmes is planned, along with e-learning modules and a summer school. Honduras Global also plans to support highly qualified members of the Honduran diaspora with implementing pilot projects in their spheres of activity and influence. One example is the initiation of university cooperation arrangements.



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