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Making policies work

FULL REPORT

Mapping private sector engagement along the migration cycle

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Acknowledgements

Summary

A summary report of the study with a synopsis of the key findings and recommendations is available here.

Acronyms

B2B	Business to Business
CRRF	Comprehensive Refugee Response Framework
CSO	Civil Society Organisation
EEA	European Economic Area
EU	European Union
EUI	European University Institute
FFR	Financing Facility for Remittances
GAMCA	Gulf Cooperation Council Approved Medical Centers Association
GCM	Global Compact for Migration
GCR	Global Compact on Refugees
GFMD	Global Forum for Migration and Development
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GSMA	Global System for Mobile Communications
IDP	Internally Displaced Person
IFC	International Finance Corporation
ILO	International Labour Organisation
IOE	International Organisation of Employers
IOM	International Organisation for Migration
IZA	Institute for Labor Economics
LEED	Local Economic and Employment Development
MMC	Mixed Migration Centre
MSME	Micro Small and Medium-sized Enterprise
NGO	Non-governmental organisation
OECD	Organisation for Economic Co-operation and Development
OSF	Open Society Foundation
PPP	Public private partnership
SDC	Swiss Development Cooperation

SDGs	Sustainable Development Goals
SME	Small and Medium-sized Enterprise
UK	United Kingdom
UNHCR	United Nations Refugee Agency
US	United States
WEF	World Economic Forum
WTO	World Trade Organisation

1. Introduction

The private sector plays an important role in achieving development outcomes and its engagement can help strengthen the link between displacement, migration and sustainable development (OECD 2019). International development agendas, such as the Addis Ababa Action Agenda (AAAA)[1] and the Sustainable Development Goals (SDGs),[2] as well as global migration frameworks, such as the New York Declaration on Migrants and Refugees (UN 2016), the Global Compact for Migration (UN 2018a) and the Global Compact on Refugees (UN 2018b), acknowledge this role of the private sector. These frameworks advocate for joint solutions that involve the private sector in development - a sector traditionally dominated by public service actors.

The involvement of private sector actors in migration-related processes, policy development and implementation is not entirely new. The International Organisation for Migration (IOM) first initiated discussions with the private sector on migration in 2005 with a view to forming partnerships "in the development, planning and implementation of mobility policies and practices" (IOM 2005: 1). The Global Forum on Migration and Development (GFMD) also included the private sector through its GFMD Business Mechanism.[3] In addition, the World Economic Forum's Global Future Council on Mobility brings together governments and private sector actors to develop and implement more effective migration policies (WEF 2017).

In policy frameworks and discussions, the role of private sector engagement in migration and displacement has evolved from being viewed solely as a source of funding, to being acknowledged as an active player contributing to improving the lives of migrants and widening the range of choices available to them (WEF 2013). Nevertheless, the tendency to engage the private sector primarily as a funder or co-funder remains largely unchanged. Moreover, international policy fora have fallen short of involving a diverse range of private sector actors leaving representation to just a few interests.[4] In higher-level policy discussions the 'private sector' is still often viewed as a single entity and references to it remain general with no identification of specific measures and methods for engagement (WEF 2017). Yet, beyond mobilising resources, private sector actors also help to generate expertise, provide access and lobby political leaders.

In practice, there are many different private sector actors operating at various levels. They take diverse roles as employers or service providers at different points in the migration cycle. Consequently, their interests and the scope for cooperation with governments, donors and international organisations varies. From the perspective of public sector actors, different modalities and a variety of targeted approaches and tools will be necessary to initiate and sustain partnerships with private sector actors. A specific role in migration policy and its implementation may not always be desirable or even interesting to the private sector.

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[1] Paragraph 35,36 & 40 of the Addis Ababa Action Agenda for Financing Development 2015 (UN DESA 2015).

[2] Examples of specific references to the private sector are included in SDG targets 17.6 &17.7 (UN 2015).

[3] The GFMD Business Mechanism was launched in 2015 to create a platform that allows businesses to engage with governments on migration issues. It is funded mainly by Switzerland (through SDC) and supported by the World Economic Forum (WEF). The International Organisation of Employers provides the secretariat.

[4] Often those companies with a very specific business interest in migration processes (such as large multinationals employing migrant labour, recruitment agencies, etc.).

This paper examines private sector engagement in migration and displacement. It explores the interests and motivations of private actors and what scope there may be for cooperation with governments and international organisations. It does so by providing an overview and mapping of private sector engagement along the migration cycle. It further examines how and to what extent private sector interests and development cooperation values are in alignment and where tensions may arise, to be able to maximise the development impact of migration for migrants and communities as well as their countries of origin, transit and destination.

This mapping is primarily based on insights taken from existing literature on the private sector and migration[5] complemented by 11 key stakeholder interviews.[6]

The report is divided into six main sections. Section two identifies the characteristics and categories of the private sector and migrants, underscoring the diversity in both private sector actors and migrants. Section three maps the interaction between private sector actors and migrants identifying the roles the private sector assumes in interacting with migrants (including refugees) during the migration cycle. It includes examples of sectors where private sector engagement with migrants occurs along the migrant cycle and how this takes place. Section four provides an overview of the roles of public sector actors, mainly governments and donor agencies, in interacting with the private sector on migration issues. This is with a view to gaining a clearer understanding of how public and private sector actors can cooperate to achieve migration and development objectives. Section five summarises the key lessons learned from public-private cooperation on migration. It highlights the opportunities and challenges for cooperation between donors, government and the private sector, using examples from selected thematic areas of public-private cooperation on migration. Section six provides concluding remarks.

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[5] The desk review included relevant policy documents relating to private sector engagement in migration and displacement, relevant international guidelines on migration and private sector engagement, as well as previous studies on the contribution made by the private sector in addressing migration and development objectives. Other sources included project documents of development agencies working with both the public and private sectors.

[6] The list of the key stakeholder interviews (KII) is provided as Annex A.

2. The private sector and migrants - characteristics and typologies

Public development actors, such as donors and international organisations,[7] have adopted varied perceptions of the private sector, as well as migrants. Despite appreciating the nuances and complexities, analysts and policymakers engaged in migration governance and collaborating with the private sector tend to engage in categorisation. The categorisation and labelling of different types of migrants has been contested, with no unequivocal consensus to date (Carling 2015).[8] Moreover, there is no uniform understanding of what a broader reference to private sector engagement in migration policy processes means (Dos Reis 2017).[9] This section briefly sets out a conceptual basis and defines the terminology used in this paper.

2.1. The private sector

The private sector[10] is diverse, and it includes "...industries, ranging from the multinational through small and medium-sized enterprises (SMEs) to local entrepreneurs, and owned and managed at global, regional, national and local levels" (WEF 2017 : 3).

A strict definition of the private sector is often limited to the sector of the economy made up of formal and informal "organisations that have a core strategy and mission to engage in profit seeking through the production of goods, provision of services and/or commercialisation" (Di Bella et al. 2013 : 9). However, the private sector can be viewed from a broader perspective which goes beyond profit making. Such a wider definition of the private sector focuses more on the source of capital, rather than its motivation or objective. Development actors have adopted this wider definition of the private sector to design inclusive approaches to addressing migration and development objectives (IOM 2015b).[11] In discussing the private sector, we refer to a broad set of actors that use private capital to fund legitimate economic activities in different sectors of both the formal and informal economy within and beyond national boundaries. In this study we have also included privately-owned foundations and charities which raise private capital to pursue philanthropic goals, even if they are not profit seeking.

Private sector actors are further classified by their ownership, type and geographic location. Their characteristics in these categories determine how they interact with different types of migrants and the motivations that drive these interactions. For example, international and multinational companies may interact with migrants based on business interests, either as potential employees or as consumers of

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[7] We use the term 'development actors' here to refer to public actors active in the field of international development cooperation.

[8] See, for example, the discussion by Carling on whether or not refugees are migrants.

[9] For example, international organisations may focus their engagement with large or transnational corporations, while other donor agencies may focus on MSMEs which require more support, especially financial, and with technical advice. National governments, however, tend to engage with private sector actors owned by their own nationals. While some development actors engage with private sector actors with a core focus on migration-related activities, others engage with actors that more broadly relate to migrants. For more details of the discussion on private sector engagement in migration and in implementing, see the Global Compact for Migration (GCM).

[10] In this report, 'private sector actors' refers to the whole range of private sector organisations under the broad definition that we have adopted. In the text we have used the terms companies, organisations, businesses and firms interchangeably to refer to the private sector.
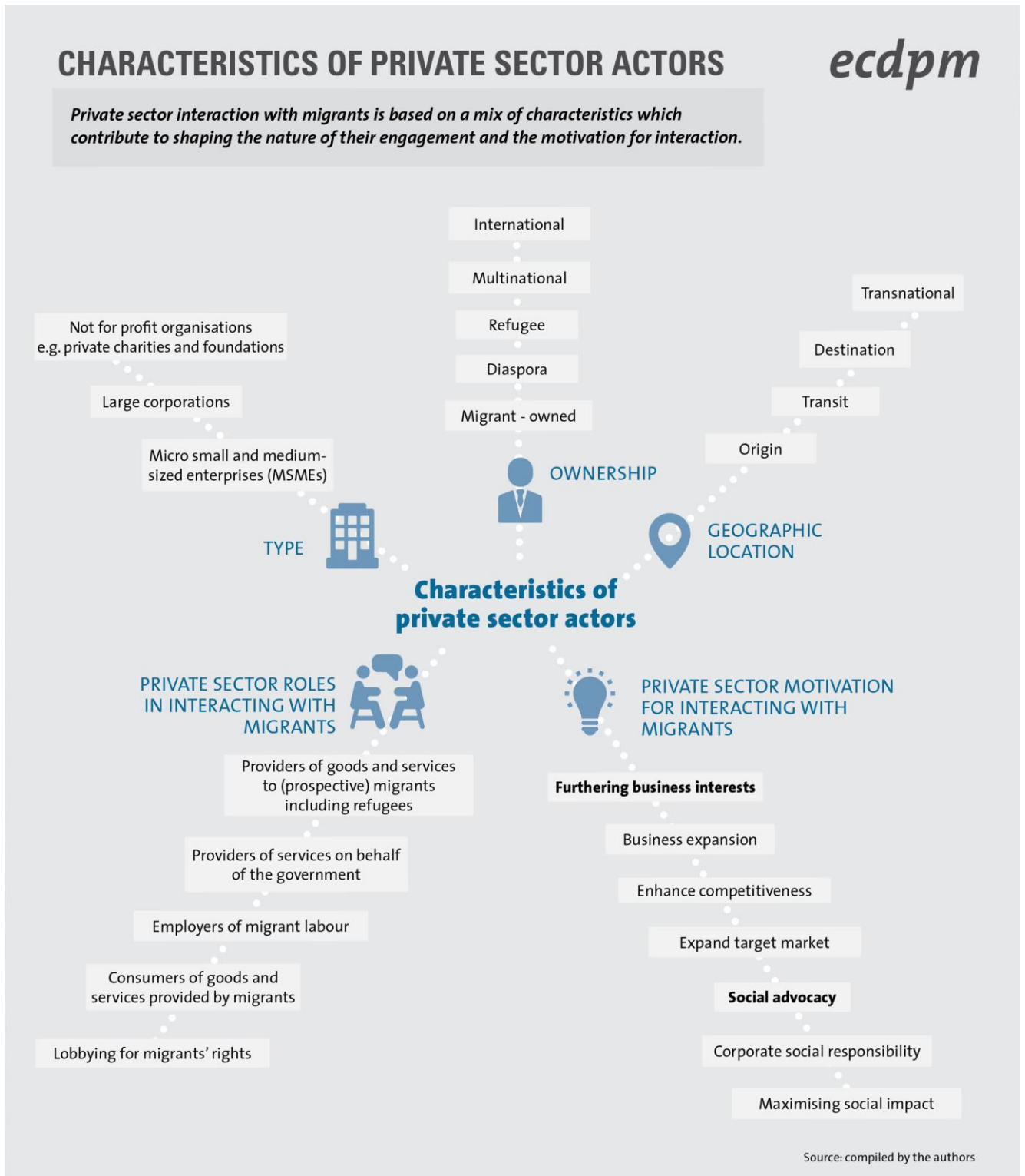
[11] The GFMD Business Mechanism uses this broad definition of private sector actors. IOM's Private Sector Partnership Strategy 2016-2020 also adopted a broad definition of private sector actors.

goods and services provided by migrants. They can span different markets and may engage in international recruitment. SMEs may find an increased customer base through migration. Businesses owned by refugees, diaspora or migrants may have an additional motivation for achieving social impact stemming from their relationship to the migration process. The interests of private sector actors may further differ based on their location in the countries of origin, transit and destination or internationally, with a wide reach across many countries. For example, the private sector in countries of high outward mobility may be interested in retaining the available skilled domestic talent for the local industry. While in the destination countries the interest may be in attracting skilled talent to make up for domestic labour shortages.

The interactions between the private sector and migrants can be analysed from two main perspectives. First, as part of their daily core business and profit-seeking activities and, second, as part of their social and charitable outreach to society. This study addresses both aspects, focusing mainly on interactions with migrants as part of private sector core business activities.

As service providers the private sector provides goods and services to migrants either because their specific target market is migration processes and migrants, or because migrants constitute additional customers in the context of a business strategy which targets a wider customer base. Private sector actors equally act as service providers to migrants when acting on behalf of the government. This may take different forms, e.g. through subcontracting, public-private partnerships and outsourcing, etc. In addition, private sector actors themselves are consumers of goods and services produced and provided by migrants. Migrant-owned businesses are also included in supply and value chains serving as input into production processes. Another important relationship is in offering employment: the private sector is the largest employer of migrant workers (WEF 2017). Many sectors like agriculture, construction, tourism and healthcare are heavily dependent on migrant workers. This occurs especially in regions where people with the qualifications and skills required to work in these sectors may not be available (or only to a limited extent) on the domestic labour market. Migrant workers also fill labour shortages in the domestic market where nationals are not interested in working in those sectors. This may be because of the low prestige, low salary or inadequate working conditions associated with the work. Lastly, the private sector lobbies governments and public sector actors with a view to influencing migration governance in support of liberal (or, in some cases, stricter) migration rules. These characteristics and classifications are illustrated in Figure 1 and further discussed in this paper.

Figure 1: Characteristics of private sector actors

CHARACTERISTICS OF PRIVATE SECTOR ACTORS   *ecdpm*

Private sector interaction with migrants is based on a mix of characteristics which contribute to shaping the nature of their engagement and the motivation for interaction.

International

Multinational

Refugee

Diaspora

Migrant - owned

Transnational

Destination

Transit

Origin

OWNERSHIP

Not for profit organisations
e.g. private charities and foundations

Large corporations

Micro small and medium-
sized enterprises (MSMEs)

TYPE

GEOGRAPHIC
LOCATION

**Characteristics of
private sector actors**

PRIVATE SECTOR ROLES
IN INTERACTING WITH
MIGRANTS

Providers of goods and services
to (prospective) migrants
including refugees

Providers of services on behalf
of the government

Employers of migrant labour

Consumers of goods and
services provided by migrants

Lobbying for migrants' rights

PRIVATE SECTOR MOTIVATION
FOR INTERACTING WITH
MIGRANTS

Furthering business interests

Business expansion

Enhance competitiveness

Expand target market

Social advocacy

Corporate social responsibility

Maximising social impact
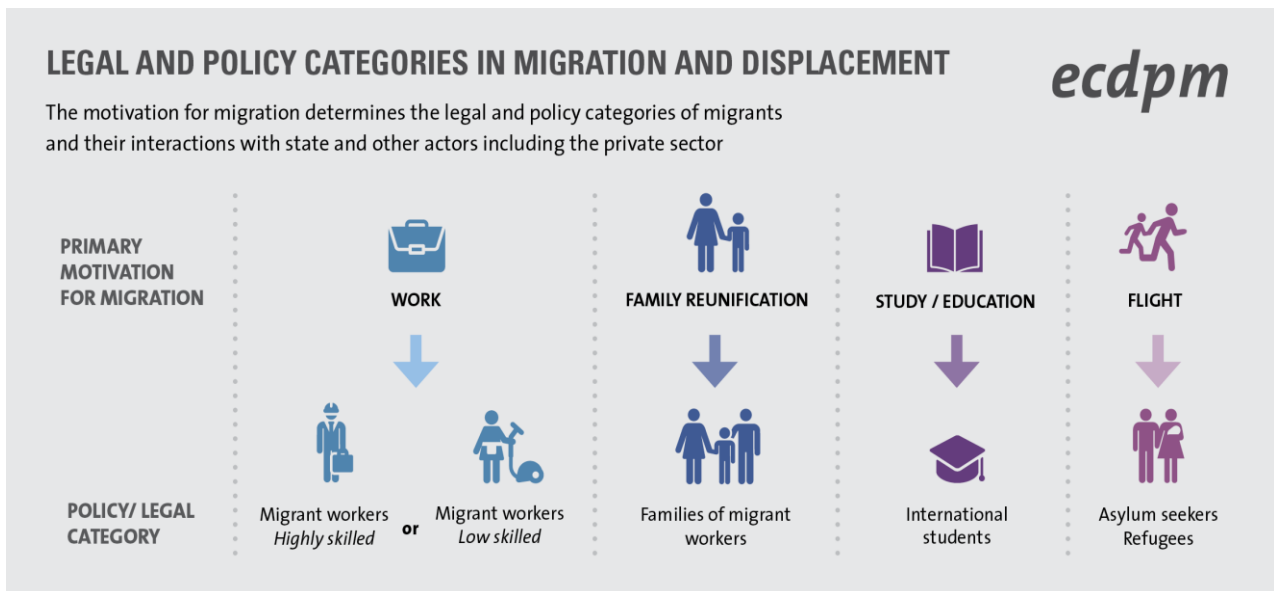
Source: compiled by the authors

2.2.   Migrant categories

A migrant[12] is "any person who is moving or has moved across an international border or within a state away from his/her habitual place of residence, regardless of (1) the person's legal status; (2) whether the movement is voluntary or involuntary; (3) what the causes for the movement are; or (4) what the length of the stay is" (IOM 2019a). The main focus of this paper is international migration, i.e. across international borders.

Legal and **policy categories** used in migration and displacement range from migrants in regular or irregular situations, migrant workers, international students, asylum seekers and refugees.[13] Common categories are based on the motivation for movement and include migrant workers, international students, asylum seekers and refugees, as well as the spouses and children of migrants (including refugees).[14] These categories are shown in Figure 2.

Figure 2: Legal and policy categories in migration and displacement

Source: Compiled by the authors

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[12]   There are two general approaches adopted in defining the term 'migrant'. The inclusive approach considers migrant as a term covering all forms of movement. The residual approach excludes those fleeing war or persecution from the term 'migrant'. (Carling N.d.). This paper adopts the inclusive approach and makes special reference to refugees and asylum seekers where necessary.

[13]   In this report, except where expressly stated, migrant refers to all migrant categories.

[14]   Families can join individual migrants depending on the national laws of the destination country. Spouses of migrants may have limited or restricted access to the labour market and are often subject to strict labour market tests. For example, migrant spouse access to the labour market in European countries is regulated nationally, e.g. see the cases of Ireland (EC 2019) and the Netherlands (de Lange et al. 2019). In North America, the US is reviewing its policies to restrict labour market access of migrant spouses of H-1B Visa holders (mostly migrant workers). For more information, see Business Standard 2019. For further information on migrant spouses rights in Asia, see Kouba and Baruah 2019.

Migrant workers can be further categorised into highly skilled and low skilled migrants.[15] Although highly skilled migration is regulated, migration policies often allow businesses to attract specific types of talent to boost competitiveness (Myambo 2018). Several countries have established schemes that allow businesses to attract and maintain highly skilled migrant workers.[16] Conversely, low skilled migration is heavily restricted especially when there is an abundant supply of domestic low skilled labour (Triandafyllidou and Marchetti 2016). In Europe, for example, "less skilled migrants have seen the few existing entry doors often being shut and those already in the EU are portrayed as a societal burden in the popular discourse" (IOM 2011 : 7; Barslund, Di Salvo and Laurentsyeva 2018; Triandafyllidou and Marchetti 2014 and 2016). It is more often lower skilled migrants who are liable to human rights abuses and unfavourable working conditions.

Refugees or asylum seekers[17] whose status is pending also often find their rights restricted (e.g. to seek formal work)[18] which in turn influences the potential interaction between the private sector and this category of migrants, especially in the area of employment. The comprehensive refugee response framework (CRRF) promotes a renewed focus on creating livelihoods and jobs for refugees inside and outside camps (UNHCR 2018b). States like Uganda have liberal refugee policies, granting land rights and the right to work, among others (Hovil 2018). Host countries are encouraged to lift restrictions on refugees entering the local labour market.[19] Inside camps and refugee settlements, refugees show resilience in building integrated and sustainable camp economies where smaller scale private actors can flourish (IFC 2018).

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[15] Highly skilled migrants are mostly professionals engaged in the formal sector. They can engage directly with the authorities in the host countries and have access to networks that enable them to identify with groups and facilitate integration in the host community. While this category of migrants is generally employees in private sector organisations, they also demand specialised services that are provided by the private sector. Low skilled migrants are usually engaged in sectors such as construction, domestic work, agriculture and manufacturing (factory work). Their access to official channels is limited, depending on their method of recruitment and their employment in the formal or informal sector. They have limited opportunities to participate in networks, although there are some strong migrant workers' unions.

[16] Regulations on highly skilled migrants, such as intra corporate transferees, are provided by the WTO Trade in Services agreement, for example. In addition, most countries have national immigration regulations and provisions which determine under what conditions highly skilled migrants and their families can move and have access to the labour market. Examples of schemes regulating immigration include the H-1B visas in the US, and the Blue card in Europe (Luyten and Gonzalez Diaz 2019). More information for the European Union can be found at Visaguide.world.

[17] According to UN definitions "a refugee is someone who has been forced to flee his or her country because of persecution, war or violence. A refugee has a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group. War and ethnic, tribal and religious violence are leading causes of refugees fleeing their countries." (see UNHCR 2018a). When people flee their own country and seek sanctuary in another country, they apply for asylum – the right to be recognised as a refugee and receive legal protection and material assistance. An asylum seeker must be able to demonstrate that his or her fear of persecution in their home country is well-founded.
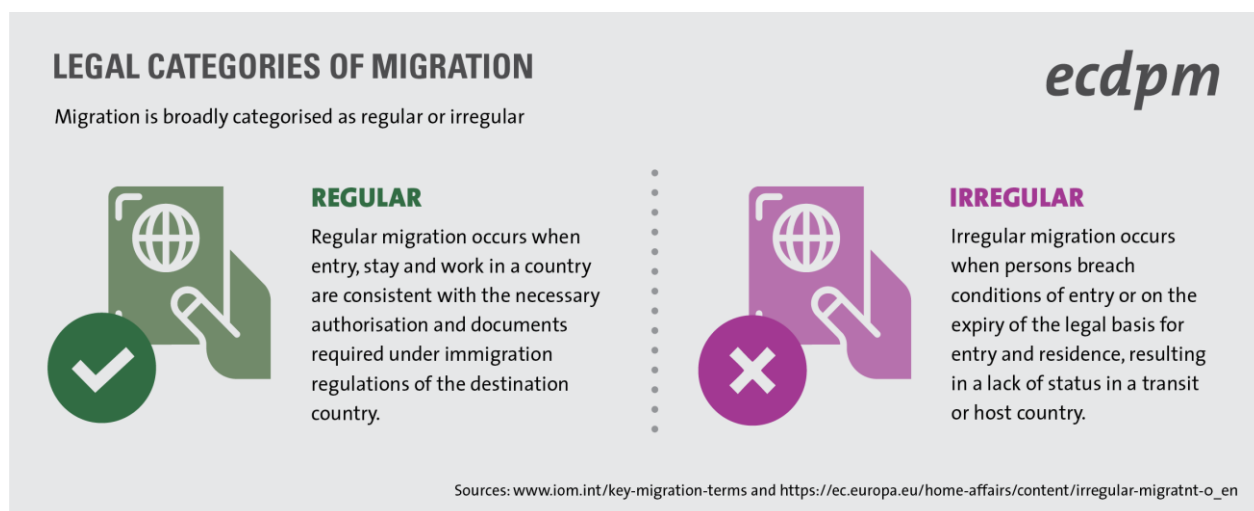
[18] In a number of countries refugees are not formally allowed to engage in paid employment.

[19] In January 2019, Ethiopia passed a law allowing refugees to live outside camps and granting them the right to work (Maru 2019, Bhalla 2019). The GCR encourages host countries to promote conditions for the engagement of refugees in economic activities. See paragraphs 64 and 70.

The **diaspora is usually** made up of transnational migrants that fall into a wide variety of categories. Diaspora members are important players when it comes to migrant engagement with both the public and private sectors. This is because they span both categories and act both as migrants and, in some cases, constitute private sector actors themselves.

Another important legal category is that of migrants in regular or irregular situations - both in terms of entry and stay in destination countries, as shown in Figure 3.

Figure 3: Legal categories of migrants

LEGAL CATEGORIES OF MIGRATION

Migration is broadly categorised as regular or irregular

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REGULAR

Regular migration occurs when entry, stay and work in a country are consistent with the necessary authorisation and documents required under immigration regulations of the destination country.

IRREGULAR

Irregular migration occurs when persons breach conditions of entry or on the expiry of the legal basis for entry and residence, resulting in a lack of status in a transit or host country.

Sources: www.iom.int/key-migration-terms and https://ec.europa.eu/home-affairs/content/irregular-migratnt-o_en

Regular migrants contribute to their host communities through paying taxes, promoting economic growth through consumption, building human capital and disseminating knowledge, creating opportunities for business and promoting innovation. They also create domestic demand as a significant proportion of migrant earnings are spent in the domestic economy (OECD 2018a). They contribute more to increasing tax revenues and social insurance contributions than they receive in benefits. Their savings contribute indirectly to fostering investment in their host countries (OECD 2018a). Irregular migrants too, while posing social and political challenges, often significantly contribute to labour markets and economic growth mainly through work in low-skilled and low-paid jobs (Chappell et al. 2011).

The interaction between migrants and the private sector depends on the motives of migrants and on the policy category into which they are classified (Lens, Marx and Vujic 2018),[20] the services they may require and offer and, of course, their location - be that in the country of origin, transit or destination. These categories, however, are not static and can change over time. Policy changes, such as regularisation initiatives, may result in changes to the status or category of migrants, e.g. from irregular to regular. Migrant categories are also not clear-cut and there are both overlaps[21] and gaps. Categorisation can also be problematic in that it leads to the inclusion and exclusion of individuals from legal protection or specific rights without necessarily reflecting their needs and migration reality. The definition of categories is therefore not stringent and changes depending on the legislation and regulations in different countries.

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[20] For example, migration motives and categories will determine migration employment outcomes.

[21] For example, a refugee student who engages in paid employment to finance studies would fall under several categories.

For most migrants the main issues of concern seem to be entry into the destination country, **access to the labour market**, as well as **employment** and **integration** in the host communities. Most of today's 258 million international migrants globally move for the primary reason of seeking work; as shown in Figure 4. International student numbers are growing but represent a much smaller fraction of the total migrant numbers. The treatment that migrants receive from the private sector varies based on several factors including their level of skill, recruitment method, migration status (IOM N.d. EC N.d.). and integration in host communities (KII1 2019). Beyond being engaged as workers, migrants also form a large **consumer base** for the goods and services provided by the private sector. Migrants equally supply goods and services as input for the private sector. Migrants in a regular or irregular situation interact with the private sector, although the nature of the interaction differs with the latter being more susceptible to exploitation and facing restrictions on accessing private sector services.

Figure 4: Global migration in figures 2017
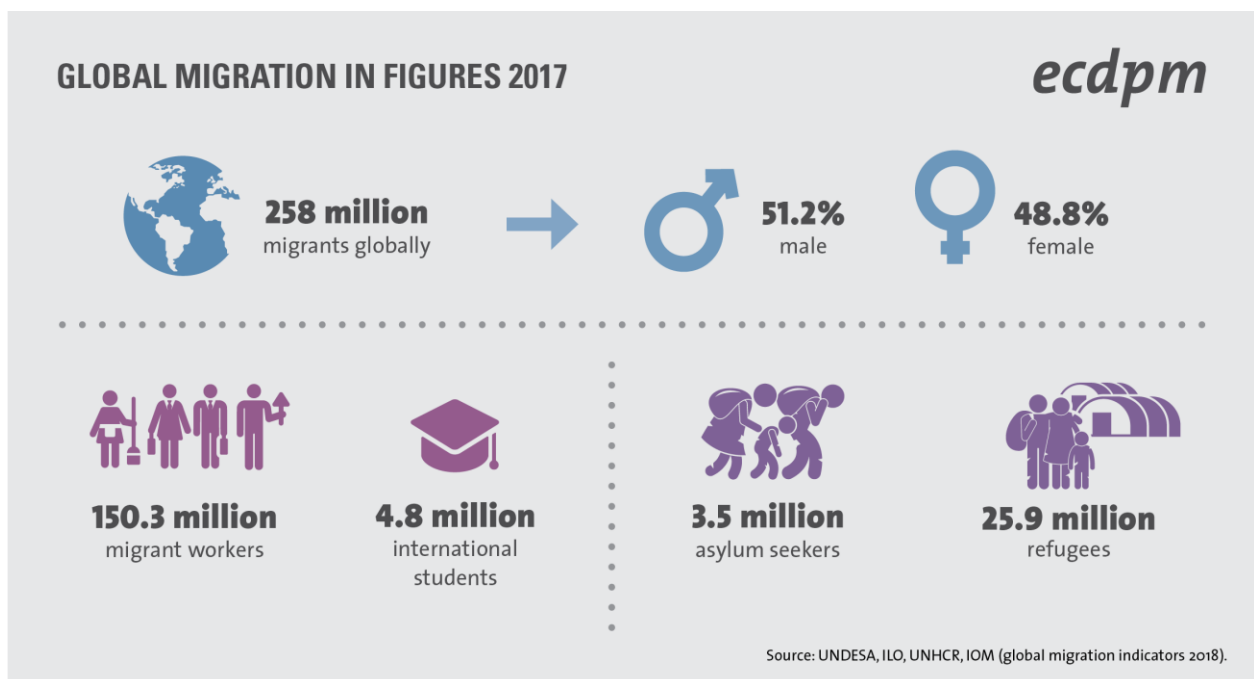
2.3. The migration cycle

The migration cycle is the process that migrants go through to establish themselves in the destination or host country. The migration cycle has five stages: (i) pre-departure, (ii) transit, (iii) arrival, (iv) long-term options in the country of destination or a third country,[22] and (v) return and re-integration in the country of origin. Longer-term options for migrants might include moving to a further third destination country. The process of return and re-integration emphasises the potential circularity of the migration process, although return may be forced, coerced or voluntary (ECRE 2018 and HRW 2016).[23]

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[22] The lives of migrants are dynamic and may include onward movement to a third country.

[23] Forced return is the return of persons who are required by law to leave but who have not consented to do so. Coerced return is when state actors abuse and intimidate migrants with the ultimate aim of motivating their return. Voluntary return is when people make the choice of their own free will to return to their country of origin.

Box 1: The five phases of the migration cycle

Pre-departure: This is the phase before the migrant begins their journey. It is during this phase that the decision is made to migrate, the destination is chosen and the migration route determined.

Transit: During the journey, migrants interact with state agencies, other migrants and other actors. Some migrants are vulnerable during transit and exposed to various influences, including the possibility of being trafficked.

Arrival: This is when the migrant arrives in the destination country.

Long-term options in the destination country or a third country: The options available to the migrant may include integration into the host community or resettlement in the case of refugees. Sometimes, when the preferred migration outcome is not obtained, the migrant may begin the migration process to a third country.

Return and re-integration: Migrants decide to return to their country of origin or may be either coerced or forced to return.

At each stage in the migration cycle migrants engage in various activities, determined by their motivation and individual pathway. Moreover, migration is becoming increasingly circular and temporary, rather than one directional and permanent (IOM 2006). Policy interventions, including those involving the private sector, thus need to acknowledge this circularity in understanding and engaging with migrants.

3. Private sector engagement along the migration cycle

As noted in the previous section, private sector actors assume five roles in relation to migrants:

1. Private sector actors *provide goods and services* to refugees and migrants;
2. Private sector actors *provide services to governments* in support of migration governance and, in some cases, act on behalf of the government;
3. The private sector acts as an *employer* of labour and is engaged in job creation for refugees and migrants, as well as for prospective migrants and migrant hosting societies;
4. The private sector is engaged in *lobbying* to influence migration policies and legislation and thus contributes to shaping the governance of mobility;
5. The private sector also acts as a *consumer or buyer* of goods and services provided or produced by migrants.

Private sector actors play these roles across thematic areas fulfilling functions for migrants along the migration cycle as shown in Figure 5. This section will present the key thematic areas[24] in which private sector actors interact with migrants in four of these five roles. The fifth role of the private sector as a consumer or buyer of services often overlaps with the role of job creation and is thus also included mainly in section 3.3. These roles are then further discussed in more specific terms in section 5, along with examples of current initiatives, programmes and entry points for cooperation between public and private sector actors.

3.1. Private sector actors as providers of goods and services to migrants

As a provider of goods and services, the private sector is involved in creating solutions for migrants, their families and those left behind. These services can be accessed in the country or origin, while in transit and on arrival in the destination countries. For the private sector a migrant population can mean a new market for products and services, as well as an expanded customer base with specific preferences. The main interest for private sector actors is to engage in profitable activities, tapping into new market opportunities presented by migrants (including refugees). For some actors (private foundations but also businesses) social values and objectives are at the forefront when engaging with migrants, governments and other actors (including civil society), though this may also be motivated by strengthening positive perceptions and creating further business opportunities.

Private sector actors are increasingly developing business models around the migrant economy and migration flows. These business models are centred on the migrants' desire to move and governments' attempts to manage these migratory flows (Gammeltoft-Hansen & Nyberg Sørensen 2012). Firms take advantage of the opportunities provided by globalisation, migration and advances in technology to design products that fit the increasingly transitional lifestyles of migrants. This has resulted in a commercialisation of the migration industry and infrastructure[25] and the rise of intermediaries, such as

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[24] These sectors are identified in the Sustainable Development Goals, the Global Compact for Migration and the Global Compact on Refugees as having strong potential for collaboration between public and private sector actors to support the link between migration and sustainable development.

[25] Xiang and Lindquist (2018) define migration infrastructure as "the systematically interlinked technologies, institutions, and actors that facilitate and condition mobility". 'Migration industry' refers to the business side of this infrastructure. It involves a wide range of actors who profit from facilitating or constraining mobility through services rendered to governments or migrants. These services include visa facilitation agencies, security contractors, human smugglers, specialised transport companies and a host of other actors.

recruitment agencies and skills certification agencies. These multi-million-dollar industries[26] have scaled up their operations to cater for an increasing number of migrants requiring their services.

In displacement situations, the private sector, sometimes through public-private partnerships with government, is engaged in finding joint solutions to assist refugees and host communities (IFC 2019). Large multinational corporations, innovative startup companies and small migrant-run businesses have developed context-specific responses, providing goods and services to refugees and host communities. These contribute to improving the livelihoods and resilience of displaced persons (IFC 2018). Businesses may also be motivated to contribute to social change and socio-economic impact through addressing the needs of migrants (KII10 2019) beyond only profit-making objectives.

Types of private sector activities

The goods and services provided to migrants and their families range from everyday consumer items to financial and recruitment services.

Financial institutions provide services to potential migrants and migrants in the pre-departure and transit stages of their journey.[27] They promote financial inclusion through sharing information and giving training on financial literacy. Financial institutions work with start-ups to address the gaps in financial inclusion for migrants at home and abroad. For example, credit cards targeted at highly skilled migrants can be maintained transnationally in either the country of origin or destination. On arrival in the destination countries, financial institutions provide trustworthy channels through which migrants can send remittances.[28] Advances in technology have helped to reduce the transaction time and cost of sending remittances (Flore 2018). Supporting the integration of migrants, financial institutions offer access to loans or credit services for migrants in the destination country, for example, as well as access to home ownership schemes and micro-credit schemes for start-ups.[29]

Recruitment agencies (UN 2018a objective 6 GCM) are an important player in the migration industry as they connect migrants from the countries of origin to available job opportunities in destination countries. Recruitment agencies also connect refugees with potential employers. Skills matching for migrants (UN 2018a objective 5 GCM) ensures that migrant workers are placed in jobs that are commensurate with their qualifications and experience. Pre-departure orientation programmes (UN 2018a objective 3 GCM) provide migrant workers with contextual information about the job requirements and the destination country. Recruitment agencies also provide job placements for returning migrants (UN 2018a objective 21 GCM). They assess the skills of returnees and place them within the available job opportunities in the country of origin. Sometimes this requires an understanding of the new skills the migrant has acquired during the period abroad, which may not always be certified (ILO 2010).[30]

Private education and training institutions (UN 2018b par. 71 GCR) prepare migrants for their new positions abroad. They provide services ranging from training in language skills, technical and vocational training, to professional courses. Training can be provided in the country of origin, in transit or on site in the destination country. Refugees and displaced persons in camps and while in transit can benefit from

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[26] The global recruitment industry was valued at US$215.68 billion and is predicted to reach more than US$334.28 billion by 2025 (Cision 2018).

[27] For example, providing loans to fund the migrants' travel costs.

[28] SDG 10; Objective 20 GCM (UN 2018a); paragraph 33 GCR (UN 2018b).

[29] Financial services provided to migrants are further discussed in section 5.1.1.

[30] Recruitment services, labour market matching services and labour standards are further discussed in section 5.1.3.

educational courses.[31] Partnerships between the private sector and educational institutions in countries of origin and destination are encouraged to boost the skills certification (UN 2018a objective 18 GCM) of migrants and ensure that the content of the training matches the needs of private sector actors, as this enhances employability. Such services are especially important for international students and migrant workers who form the largest proportion of international migrants.[32]

Telecommunications service providers (UN 2018b par. 33 GCR) enable migrants to stay connected with their families during the entire migration process (GSMA 2017).[33] This has led to other innovations in funds transfer, learning and integration into host communities.[34]

Transport providers, travel agencies and airline companies provide transport also for migrants. Transport providers have modified their services to cater to the needs of different migrant categories. They provide low-cost travel options, in some cases low tech and offline distribution (Hirsh 2017) or accessible through the internet with the use of social media or apps, depending on the target market.

Real estate and housing companies are undertaking new housing developments in urban areas to cater for the increasing number of migrants that require adequate housing (Perry 2012). This is mainly taking place in areas where the urban housing is inadequate, as most migrants settle in urban areas.

Hospitality companies provide displaced persons and migrants in search of accommodation and adequate housing (UN 2018b par. 81 GCR) with short-term housing options in North America and Europe. These companies work with private individuals to provide free accommodation in cities to displaced persons and migrants.[35]

Most of the above examples follow the normal profit-seeking business model of private sector actors. As part of their **corporate social responsibility** private sector actors also contribute to humanitarian services (UN 2018b par. 33 GCR) by helping migrants (including refugees) to build sustainable livelihoods (Chobani 2018)**,**[36] e.g. by providing basic services to vulnerable migrants and displaced persons (UNHCR 2018c). Some of these services include legal aid, health care, career counselling and business development counselling. Private sector investments and entrepreneurship in partnership with private foundations and charities create opportunities for migrants to build sustainable livelihoods for themselves. Donations of money and relief goods, as well as crowdfunding to assist victims of human trafficking (IOM 2015)[37] for example, may also be part of the picture. They do this either through using their brand or product, or by donating money or goods to support refugees and migrants (KII6 2019).[38]

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[31] For example, one educational platform that refugees can access is Coursera.

[32] Educational services and vocational training provided to migrants are further discussed in section 5.1.2.

[33] This has resulted in significant investment in infrastructure by telecommunication companies.

[34] For more information on the role of telecommunications service providers in migration and refugee situations, see GSMA 2017 and UNHCR innovation.

[35] For example, Airbnb offers housing to displaced persons and migrants in North America and Europe through the open homes programme (for more information, see AirBNB - Open homes).

[36] For example, companies like Chobani in North America, which employ refugees as part of their corporate social responsibility.

[37] For more information about the crowdfunding initiative, see 6degree.org.

[38] For a further discussion of the role of the private sector in lobbying government on migration policies, see section 5.4.

Figure 5: Private sector engagement with migrants along the migration cycle
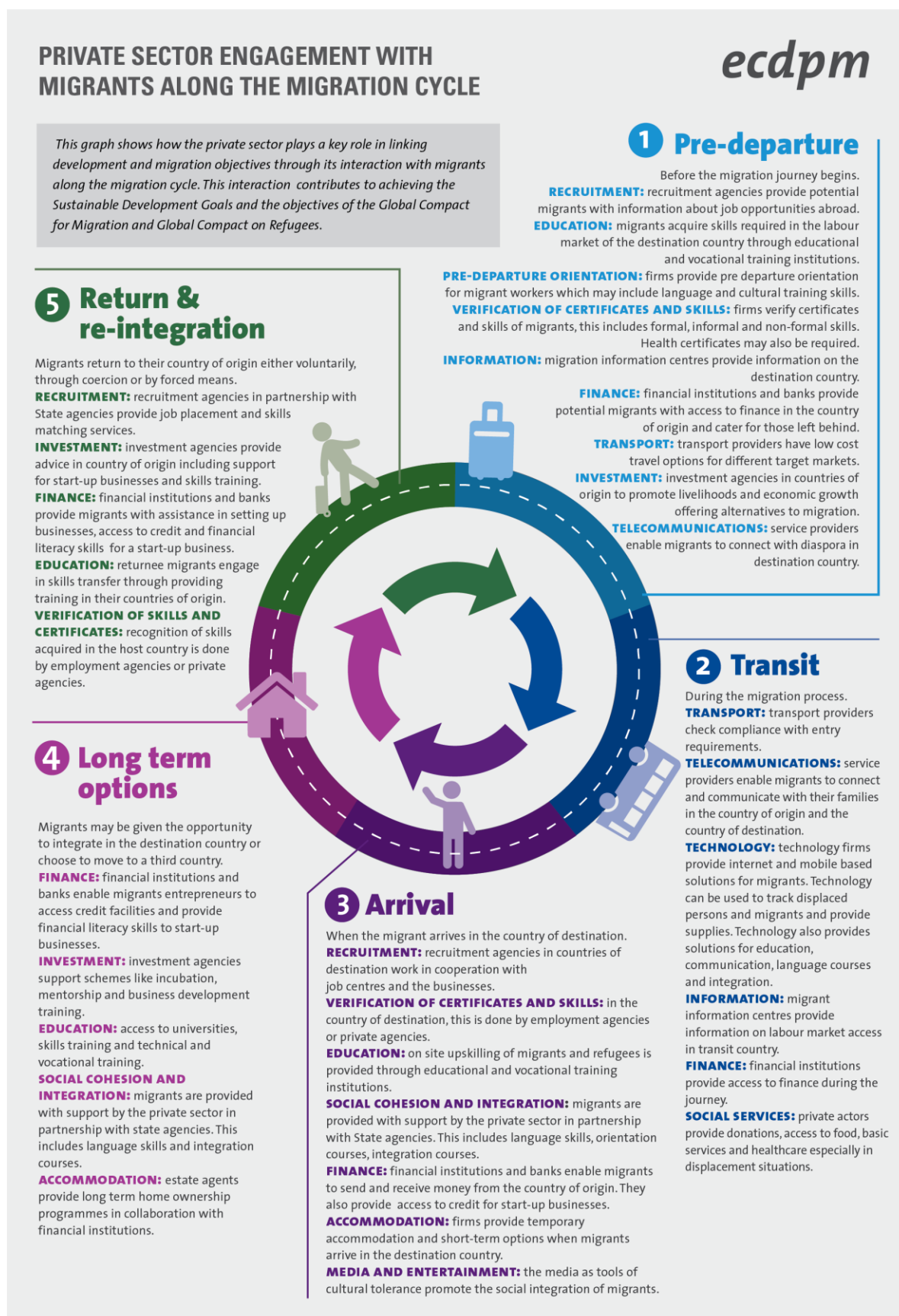
Source: compiled by the authors

3.2. Private sector actors providing services to governments in governing migration

The private sector is a key player in the migration industry and supports governments in its efforts to govern migration and mobility. It provides services on behalf of the government and in partnership with government agencies.[39] The private sector in the migration industry actively facilitates and controls migration through visa processing, processing reception or asylum requests and effecting detentions and removals on behalf of the state (Schapendonk 2018). Companies are also active in providing border security and border management solutions, including software solutions, selling and managing equipment. The private sector in the role of service provider for the government has been contested. Critics observe that integrating the private sector into the regulatory framework of migration and border control can result in humanitarian and regulatory breaches (Lahav 2014; Baird & Spijkerboer 2019).

Types of private sector activities

Transport providers enforce compliance with entry documentation requirements on behalf of the destination countries. In most cases, failure to ensure migrant document compliance will result in carrier sanctions for the transport provider (Baird 2017).

Private companies determine and enforce entry and stay regulations as part of border management. For example, security firms provide services, such as data collection and profiling of migrants, on behalf of the state. They may also manage asylum centres and holding facilities for deportation and exit. Private companies provide health certification services on behalf of the state for potential migrants. This is a pre-condition for entry or work in some states.[40]

Technology firms[41] assist international organisations to provide basic services through tracking and reaching displaced persons and migrants.[42] Technology-based solutions, like mobile applications, assist migrants on their journeys and with integrating into their host communities on arrival. In displacement situations innovative technology solutions are emerging based on artificial intelligence and blockchains, such as the use of biometric data to verify cash transfers in cash-for-work programmes (Pike 2019).[43]

Privately run information[44] centres operating on behalf of the state provide information to potential migrants in their countries of origin on the available opportunities in destination countries. Information centres also assist recently arrived migrants in destination countries with relevant information on gaining access to basic services and compliance with local regulations.[45]

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[39] For example, the government and private sector actors may provide services through public-private partnerships.

[40] Healthcare providers accredited by government agencies and international government organisations, such as Gulf Cooperation Council Approved Medical Centers Association (GAMCA); IOMs' Migration Health Assessment and Travel Assistance programmes IOM 2019a).

[41] Paragraph 33 GCR (UN 2018b).

[42] Displacement tracking matrix developed by Deloitte, SAS and ESRI.

[43] For a further discussion of the use of innovative technology for better management of migration and borders, see section 5.2.2.

[44] Objective 3 GCM (UN 2018a).

[45] For a further discussion of providing accurate and timely information at all stages of the migration cycle, see section 5.2.1.

Private companies provide social cohesion and integration support[46] for migrants (including refugees) in collaboration with the responsible state agencies. These services range from language courses to orientation for migrants, either in the host country or before the journey. Pre-departure orientation gives migrants more confidence and helps them to settle more quickly into their host communities (MPI 2019).

Media and entertainment[47] **firms** also contribute to the social integration of migrants in their new society through educating, informing and empowering migrant communities in host countries. The media can be used as a tool to encourage cultural tolerance between host communities and migrants. They may also be contracted by governments to provide information campaigns to inform potential migrants about migration processes prior to departure.

Education and training institutes provide training on technical and vocational skills for potential migrants and for displaced persons on behalf of the government or in association with public sector actors. These training courses equip refugees with technical and vocational skills that will empower them in their current communities and which can be used on return to their countries of origin. The courses range from construction and information technology (IT), to soft skills like communication, presentation and teamwork. They similarly incorporate cultural aspects, language learning and psycho-social skills. Some of these courses also include internships and apprenticeships for successful trainees. Thus facilitating migrants' entry into the labour market. Through these activities the private sector also plays a key role in the integration of migrants, especially refugees, into their host communities (Galera et al. 2018).

Housing companies and private foundations have partnered with international organisations and governments to design and build innovative shelters for refugees and displaced people. Smaller businesses in the construction sector offer their services in refugee areas or settlements. In European countries, private accommodation providers have come under fire for charging large amounts to governments for refugee accommodation (Crouch 2015). Private organisations equally operate some refugee camps in collaboration with public sector actors.

3.3. Private sector actors as an employer and job creator for migrants

In general, private sector actors are often interested in the mobility of migrant workers which enables them to source talent and personnel from various countries and thereby increase their competitiveness (KII5 2019).[48] In countries with labour shortages, they have also been in favour of providing newcomers with easy access to the labour market and critical of deportations of failed asylum seekers that have since integrated (Giese 2019). Businesses are therefore interested in clear cut rules that enable them to source talent without incurring high compliance costs (time and money) (KII5 2019, CIF 2017). The private sector plays a more general role in supporting job creation, whether for migrants or host communities. Investors may create specific incentives for migrant labour to strengthen migrant inclusion.

The private sector also consumes goods and services produced or provided by migrants. It does this either by directly engaging migrant service providers or by integrating their goods and services into their own supply chains.

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[46] Paragraph 44 GCR (UN 2018b); Objective 16 GCM (UN 2018a).

[47] Paragraph 34 GCR (UN 2018b).

[48] Businesses motivated by the need to maximise profits hire migrants also when their labour is cheaper than the available domestic labour.

In terms of creating jobs and employing migrant labour, the private sector covers all sub-sectors in both the formal and informal sectors and offers opportunities ranging from professional to manual work. The description below therefore does not highlight any specific sub-sector but focuses on the general activities of the private sector as an employer.[49]

Types of private sector activities

Recruitment, employment and job creation for migrants. Interests and levels of recruitment of migrant workers (e.g. whether recruiting highly skilled or cheaper labour) differ depending on the private sector actor. For example, the range of resources available to multinational companies interested in employing migrant labour differs from those of MSMEs which may have less access to such or less influence. Large technology companies in the US, for example, have used H-1B visas to recruit highly skilled engineers and technical talent to the US. However, digital platforms and start-up companies have also been criticised for offering employment under working conditions that do not meet 'decent work' standards.[50] This is an issue also with regard to private sector actors that engage cheaper and lower skilled migrant workers to work in "dirty, dangerous and demeaning" jobs. Much international focus, for example, has centred on the hospitality and construction sectors in Middle Eastern countries (Business & Human Rights Resource Centre (N.d.a. and N.d.b.). The private sector thus has a major impact on sustainable and ethical recruitment practices, as well as ensuring decent employment conditions and respecting migrants' rights when sourcing labour. Responsible private sector actors employing migrant workers and a number of their umbrella organisations have also become interested in ensuring that safe and fair working conditions are provided, not least, because it contributes to improved productivity (IOE 2018) and forms part of an ethical corporate identity. One example is providing incentives such as housing allowances to migrants as part of employment contracts.[51] The private sector's role in providing employment opportunities for migrants (including refugees) contributes to their integration into the labour market in their host countries (Howden 2016, OECD and UNHCR 2018). This can take place through individual private sector activities and initiatives or as part of public-private partnerships with public actors providing incentive structures or co-financing. However, the employment of migrants (including refugees) may be restricted due to national and local labour policies. Some companies have developed guidelines on this (Mehta et al. 2019).

Job creation and employment for prospective migrants. The private sector is important in creating perspectives and employment opportunities, especially for youth (KII4 2019). In geographic areas of origin there is often a call to increase opportunities to reduce the need for outward migration. The private sector thus may play a role in offering alternatives to migration. Entrepreneurship programmes targeted at potential migrants are envisaged as offering alternatives to migration, especially where regular migration channels are limited (IOM, UNHCR and UNCTAD 2018). The evidence base on the link between employment creation and individual migration decisions is small, however (Villarreal and Blanchard 2012). Critics argue that the opportunity to engage in paid employment may initially facilitate an increase in outward migration due to individuals being able to finance their journeys further to the paid employment or entrepreneurial activities (de Haas 2010 and Bakewell & Sturridge 2019).

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[49] For more information on the role of the private sector in employment, job creation and integration, see section 5.3. See also section 5.1.3. for a further discussion of the role of the private sector in providing recruitment services, labour market matching services and setting labour standards.

[50] For example, the recent critique of food delivery courier companies and the recruitment of migrants (Alderman 2019).

[51] Some employers of migrants provide housing allowances for employees working in fields where the minimum wage paid is not sufficient to cover the migrants' housing costs (e.g. the GIZ Vietnam programme aimed at attracting personnel to train as nurses in Germany. This scheme provides the migrant with enough to pay the cost of accommodation and cover other basic costs necessary to live in the new country.

Job creation and employment in displacement situations. As potential employers, private sector actors also play an important role in responding to displacement and large-scale migrant situations. They either directly hire refugees and other migrants or provide incentives for suppliers to do so, thereby integrating them into supply chains. Global multinational companies can do this along international supply chains, focusing on areas where there are large numbers of displaced people (e.g. developing countries hosting large numbers of refugees). This helps displaced people with strategies that lead to self-reliance and integration and can also benefit host communities. Private sector actors also engage in humanitarian assistance out of self-interest: to help expand their business and elevate their brand when involved in socially beneficial activities (KII6 2019). However, refugees and migrants may require upskilling in order to fit into the available opportunities on the domestic labour market. This is an additional cost which MSMEs cannot easily absorb.

As **investors** (UN 2018b par. 33 GCR)**,** private sector actors play a role in incentivising private sector development and entrepreneurship, contributing to economic growth and job creation. Investment companies promote entrepreneurship with support for incubation, training and funding in both destination countries and origin areas. Investments can be linked to the above strategies for including migrants in the labour market. Development banks and venture capitalists are looking for social returns on venture capital investments which should incorporate migrants (including refugees) in their innovation or design, for example. Private foundations also fund incubation and promote entrepreneurship for refugees in cases of displacement with a view to fostering their resilience and developing alternative livelihoods.

Migrants often become their **own employer as entrepreneurs** by creating their own business(es) in which they employ both locals and other migrants. With or without the help of available entrepreneurship schemes, prospective (and actual) migrants develop businesses in their countries of origin and destination, thereby contributing to the global economy (Naudé, Siegel & Marchand 2015, OECD 2018a). Mobility and transnational lifestyles have contributed to expanding market access and the target market of migrant-owned businesses. Often migrant entrepreneurs show a high degree of innovation by creating services and products targeting niche areas in both origin and destination countries (Brown et al. 2019). Migrant entrepreneurs are also motivated by a desire to create a positive socio-economic impact by contributing to both their communities of origin and destination (KII10 2019). Furthermore, migrants are more likely to work as entrepreneurs than nationals because of domestic regulations that limit employment opportunities in some sectors (Naudé, Siegel and Marchand 2015). In some countries public sector jobs in government, public administration and security, for example, are mostly reserved for nationals. Diaspora organisations and single diaspora investors or entrepreneurs play an important role in the interaction between migrants, public organisations and the private sector, as further detailed in Box 2.

Box 2: The diaspora and private sector engagement

Diaspora organisations create and offer opportunities for migrants within their host community and in their countries of origin. They play a key role in information brokerage in both countries of origin and destination. This role in brokering networks and opportunities is very important in promoting migrant entrepreneurs. The diaspora has information on business-to-business (B2B) contacts and facilitates the inclusion of the private sector through commercial trade relations and investment in skills for development. They equally promote investment in the businesses of returnee entrepreneurs. Diaspora organisations assist migrants with the cultural aspects of integration into their host community and re-integration into the country of origin (KII4 2019). Diaspora actors may not always be neutral, however, and the dividing line between the diaspora as economic or political actors can become blurred, especially in conflict situations.

Diaspora entrepreneurs provide services for other diaspora by creating products that appeal to their specific needs (KII1 2019).[52] This creates commercial trade relations, investment, skills for development, the development of knowledge networks, return skills investment and cultural aspects, such as setting up activities like trade in nostalgia goods. Schemes to promote migrant entrepreneurship involve bridging the countries of origin and destination. Diaspora networks create opportunities for migrant entrepreneurs by connecting them with business opportunities in both the origin and destination countries (UN 2018b par. 42 & 74 GCR). The diaspora can be mobilised as a force for good and contribute to positive transformation in their countries of origin through assisting the government with policy direction (especially where government policy is directed towards harnessing the skills and resources of the diaspora) (KII10 2019).

Cooperation between the diaspora, private sector, development agencies and government
Development agencies have explored this link between the diaspora and their home countries to create investment opportunities for diaspora communities. Governments of countries of origin solicit the intervention of their diaspora and their contribution to development through investment, tourism and philanthropy. Diaspora bonds, which are financial investment instruments, target diaspora as investors. These bonds are used to channel diaspora investment to their countries or regions of origin. The diaspora is often regarded as the conduit through which development benefits from migration flows from the migrant to the home country. Diaspora entrepreneurs equally contribute to distributing the benefits of migration in origin and destination countries.

3.4. Private sector lobbying to influence migration governance frameworks and related policies

With the emergence of new consumer segments it has become important for private sector actors to mitigate risks and protect the reputation of their businesses by ensuring compliance with ethical standards. Business models built around social initiatives require the private sector to be accountable to consumers on issues like the sustainability of supply chains (UN 2018b par. 33 GCR), modern slavery and the employment conditions of migrant labour.[53] Private standards such as codes of conduct, labelling programmes and various investor initiatives originating from the private sector can help to address the social dimensions of globalisation (ILO 1998), including mobility and migration. Private sector actors may equally aim to influence migration governance and policy frameworks through lobbying governments in their countries on specific migration policies and regulations in support of their business models.[54]

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[52] Some products include Tandem - the language app, and services promoting diaspora investment in their home countries, like Homestrings and HomeComing.

[53] This is included in binding legislation in some countries e.g. *Loi de Viglilence* in France, and the Modern Slavery Act in the United Kingdom.

[54] For a further discussion of the role of the private sector in lobbying government migration policies, see section 5.4.

Types of private sector activities

Private sector actors lobby governments in their own countries on **migration and integration policies,** generally favouring more liberal approaches. They engage with public sector actors on a wide range of issues, from migrants' rights, entry and stay, to working conditions.[55] Large corporations, for example, lobby governments based on their interests as employers and their need to access skilled talent to boost their competitiveness. Businesses in the US have responded to the anti-immigration reforms of the government by implementing measures that will facilitate the integration of migrant workers into society, such as language classes, financial literacy programmes and skills upgrading (KII6 2019, Délano & Marczak 2011).

Private sector actors aim to improve sustainable business conduct regarding migrants and have adopted **ethical standards**, e.g. recruitment and work standards to make a positive contribution to sustainable development and live up to their social responsibilities. Private not-for-profit organisations also engage with governments from a values based perspective, e.g. in relation to human rights and the treatment of migrants.[56] These lobby groups are organised to target all levels of government (from technical to political) where necessary, to achieve their common goals (Caponio and Cappiali 2018).[57] Private sector actors, especially employers of migrant labour, have worked together with international organisations such as the UN through the Global Compact for Businesses as well as the ILO and IOM through the IRIS programme, to establish fair and ethical recruitment principles to guide employers (IOM 2017). These principles also ensure that migrants' human rights are protected. Other examples involve standardised employment processes for the benefit of migrant workers.[58] Migrant associations in the private sector, usually consisting of workers in specific industries, have also become vocal in advocating for migrants' rights and are speaking out about restrictive policies on the part of the government or private companies (Paul 2019 and Robitzski 2019).[59]

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[55] An example of an advocacy and volunteering platform is the Catholic Legal Immigration Network. This network comprises law practitioners who engage with the government to provide advocacy on issues related to immigration). More information can be found at: Clinic Legal - Issues.

[56] An example of a non-profit organisation engaging with the government is the US National Immigration Forum which provides services to immigrant groups and lobbies the government on policies that promote immigrant integration and migrants' rights.

[57] Lobby groups that interact with the city authorities, state governments and federal legislature on migration policies, for example. There are also lobby groups that interact only with the legislature, while others interact with the executive arm of government.

[58] The Colombo process, for example, which is an IOM initiative focused on enhancing recruitment in labour source countries in Asia.

[59] IT sector workers in the US have protested against restrictive policies imposed on immigrants by the government and firms that provide services to government agencies.

4. Roles of public sector actors when engaging with the private sector on migration

This section provides a brief overview of the general roles of public sector actors when interacting and engaging with the private sector on migration matters. Generally, governments and donors[60] interact and engage with the private sector to implement frameworks and governance conditions which regulate the activities of the private sector, to promote investment and funding of activities and to convene public and private platforms for engagement. These are further discussed below and summarised in Table 1.

Setting framework and governance conditions

Governments create the framework conditions for migration governance which may **regulate private sector actors** and determine their access to migrant workers, standards for treatment, as well as determine the broader context for investment and business activities. More generally, public sector actors design and implement policies that encourage economic transformation and growth through creating an enabling regulatory environment for investment, productivity growth, business expansion and employment (Byiers & Rosengren 2012). Governments and donors also **create incentives** for the private sector to engage with sections of migrants that would otherwise be excluded on the basis of profitability. Innovative activities and partnerships largely depend on an enabling environment to promote open engagement and competitiveness. Governments regulate these innovative fields in a manner which is flexible and proportionate to the risk in order to promote innovation and competition (USAID 2019). However, governments are still responsible for ensuring that there is a level playing field for all businesses through competitive reform and promoting responsible business conduct.

Funding and investment in migration and development objectives

Governments and donors view the private sector as a **source of funding or co-funding** and cooperate with it with the aim of furthering their migration and development objectives. This is taking place against a background of declining aid budgets over the past decade with increasing resources needed to address the challenges related to migration and displacement. The private sector presents an untapped source of funding to address issues of migration and displacement. Private sector actors can provide direct funding (through grants and donations) for migration policies and programmes run by public sector actors and donors. A more sustainable approach to co-funding is to create synergies for greater impact by making increased funds and resources available jointly (OECD 2018b).

Implementing and co-implementing programmes, projects and government contracts

Governments and donors engage private sector actors as implementing partners or to provide specific services in support of programmes or projects. A measure is co-implemented if representatives of both public and private sector actors are "involved in its delivery in a complementary and non-commercial way" (Brand & Peters 2019:10). Co-implementing projects also offers an opportunity to bring together the different technical capacities of public and private sector actors to achieve specific outcomes. An example is in the financial services sector where private sector actors work together with government agencies (postal services) to promote financial literacy and inclusion.[61] Involving a broad range of actors in the implementation of migration-focused programmes and projects is becoming increasingly accepted (IOM, 2018b). Co-implementation between public and private sector actors can support the uptake of pilot projects and re-enforce the likelihood of achieving specific jointly identified outcomes (IOM, 2018b). While donors may have restrictions on directly funding private sector actors in partner countries as implementers of public development programmes due to regulations governing aid funding, they may

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[60] Governments or donors refer to the governments of countries of origin, destination and destination and donors, which can include donor governments and their implementing agencies.

[61] See IFAD example discussed below in section 5.1.1.

nevertheless contract private sector actors for certain services in relation to migrants and migration governance.

Convening public and private sector platforms and promoting public-private partnerships

Donors and other development partners encourage cooperation and partnerships between government and the private sector that can lead to positive outcomes for migrants (SDC 2018, Meijer & Deubler 2014). One example is the support for fair and ethical recruitment of migrants by the private sector through a voluntary certification scheme.[62] Such initiatives also draw the attention of both public and private sector actors to finding solutions to the challenges faced by migrants. For example, encouraging standards for migrants' rights, verification of skills and certificates. Public-private partnerships based on shared values and responsibilities which promote development and migration objectives. Public sector actors also establish platforms for coordinating and facilitating exchange with the various private and other public stakeholders. Engagement in such fora contributes to building trust and establishing a common language between all stakeholders through sharing information and revealing areas of shared interest. Such platforms can go a step further in monitoring the commitment of public and private sector actors to achieving migration and development objectives. There are also some private-sector-driven platforms emerging that actively work together to address specific aspects of migration.[63]

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[62] The IRIS programme supported by SDC and implemented by ILO is an example of promoting fair and ethical recruitment practices among employers. The integrated Fair recruitment (FAIR) programme supported by SDC and implemented by ILO is an example of supporting measures to reduce deceptive practices during the recruitment process and ensure effective regulation of private and public employment agencies while respecting the rights of migrants.

[63] For example, the Tent partnership for refugees, *Wir Zusammen* run by private companies in Germany.

Table 1: Potential roles of donors and governments when interacting with the private sector

Role	Example of potential roles for governments	Example of potential roles for donors and donor agencies
Implement framework and governance conditions	Provide transparent regulatory frameworks; provide flexible regulations in innovative areas; ensure coherence of policies, especially labour and migration policies in both destination and origin countries; state agencies implement the regulations and, where necessary, impose sanctions	Support information dissemination to private sector actors; assist the private sector in understanding and implementing government policies; highlight the development aspects of regulations and partner with the private sector to create sustainable solutions
Fund and invest in solutions contributing to migration and development objectives	Set up policy frameworks to attract diaspora investments in country of origin; provide incentives for businesses to partner with migrants (including refugees); provide incentives for business investment in identified sectors; promote entrepreneurship in the country of origin	Promote businesses (startups) engaged with migrants through funding/co-funding and de-risking strategies; promote pilot programmes linking the private sector and migrants; include private sector actors in funded development projects (in steering function or as co-implementer if business interests match); blending
Implement/co-implement programmes, projects and government contracts	Contract out service provision and programme implementation to private sector actors; create frameworks and opportunities to promote the inclusion of a broad range of public and private sector actors in implementing programmes and projects	Contract out service provision and programme implementation to private sector actors; explore opportunities for joint implementation with relevant and interested private sector actors; include a broad range of public and private sector actors in steering committees of projects and programmes
Convene public- private partnerships (PPPs) and participate in dialogue	Participate in PPPs and dialogue platforms, convene platforms and promote dialogue; use information from the exchange as input for policy change	Participate in dialogue platforms with a view to providing and sharing experience; convene platforms; engage in and support follow up actions from dialogue platforms; encourage public and private sector actors to discover their common areas of interest

Source: Table compiled by authors

5. Opportunities and challenges for cooperation between donors, governments and private sector

The differing interests of private sector actors may not always overlap with those of governments or donors. However, there are opportunities for jointly creating innovative solutions across sectors and between origin, transit and destination countries. Public and private sector actors can combine their resources to address migration challenges and take advantage of the opportunities migration offers for development. Private sector actors may sometimes self-organise and set standards to improve services and ethical conduct towards migrants and their families.

This section will highlight some of the key interests of private and public sector actors, as well as the opportunities and challenges that their cooperation brings in a number of selected thematic areas of such cooperation throughout the migration cycle.[64] The roles of the private sector as highlighted in section 3 provide the basis for this analysis, i.e. providing goods and services to migrants, providing services to governments in the context of migration governance, and in the capacity of employers and lobbyists. This section includes examples of cooperation and private sector initiatives to develop self-regulating standards with a view to understanding how governments can promote or complement these.

From the experience of public-private partnerships more generally, we know that there are several constraints on achieving successful cooperation (Glick et al. 2015). Limiting factors include: (i) differing expectations and styles of public and private actors, especially in the speed of commitment and the delivery of results, (ii) incompatibility of public and private sector objectives, especially in creating and delivering public goods, (iii) imbalances in the decision-making process which may reduce the demand-driven nature of some initiatives and result in a low level of private sector participation. In addition, when public and private actors provide inadequate resources this limits the ability of joint interventions to expand beyond the initial stage and therefore do not have a greater impact or are not sustainable (Di Bella 2013). In general, the following lessons learned apply and are valid for all sectors.

1. The **common interests** need to be identified. For the private sector addressing migration is just one of many concerns (KII5, KII10 2019) among several other competing ones. Private sector actors only engage in partnership with public sector actors for migration-related objectives if it is clear that there are benefits which will accrue to them. Such benefits may extend beyond increased profit margins as businesses may also wish to improve the social acceptability of their brand. Without a clear common interest agreed in joint positions (e.g. as in a number of emerging skills partnership and migration programmes in European countries) it may be difficult to generate or sustain results from public-private engagement. Therefore, public and private sector actors engaging in partnerships first need to invest in fully understanding and discussing one another's priorities and identifying their common interests and needs, only after which they can jointly design strategies and tools.

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[64] The selection is based on issues in public-private sector interaction that were specifically highlighted in the Global Compact for Refugees and Migrants and the Sustainable Development Goals.

2. **Different cultures will need to be bridged**. When engaging with the public sector and development partners, the private sector often wants to see tangible outcomes within shorter deadlines than policy cycles envisage. Private sector actors respond to migration-related issues such as recruitment and migrant integration in host countries and provide services in displacement situations in an immediate manner. While government debates and action on migration policy which may also impact the private sector either positively or negatively, may take longer. This mismatch in timelines and uncertainty of policy outcomes can adversely affect business decisions, especially in the context of collaborating with the public sector and development partners. Therefore, all the parties – private sector actors, donors and public sector actors – should **clearly communicate** with each other about **their expectations**. Joint engagements should identify specific targeted inputs with visible outcomes for the private sector within defined timescales.

3. A **conducive environment provided by the government goes hand in hand with the private sector offering services to migrants**. If policies towards migrants are not conducive, (e.g. the right to work for refugees, mobility options, etc.) the services or opportunities provided by the private sector will be equally limited. It is further important for businesses that the government provides an adequate regulatory framework and supports initiatives for effective self-regulation that promote competitiveness and create room for innovative services (KII 10 2019) and good conduct. Inclusive policymaking processes by government actors, in consultation with private sector actors in the design of migration-relevant policies and initiatives have been successful in the examples highlighted below, as these jointly designed policies are more capable of providing solutions that fit within the scope and focus of private sector actors' operations.

4. The **type and timing of engagement** matters. Public sector actors, such as donors, often interact with private sector actors as possible funders or implementers of already-designed development and migration programmes, e.g. in the area of job creation and employment. However, more crucially, engagement of private sectors actors often adds value at the design, inception and monitoring stages of public sector engagement in migration programmes. It can be more fruitful to promote collaboration between public and private sector actors in these stages and then later in the evaluation phases of programmes or projects (e.g. sitting on steering committees or advisory councils, engaging as co-implementers based on available financial instruments, etc.).

5. **Trust between private and public sector actors** contributes to improved cooperation on common migration initiatives. Distrust between these parties may stem from certain perceptions about the other: public sector actors may be perceived as inefficient with cumbersome procedures, while private sector actors may be viewed as solely profit-seeking entities that do not necessarily contribute to the wider common good. These notions lead to antagonistic views rather than cooperative engagement (Glick et al. 2015). Working together to design and implement programmes can break down such notions and create trust between actors. Where roles, responsibilities and interests diverge, such trust can help to maintain effective interaction and knowledge exchange (e.g. in the context of regulatory frameworks set by governments and self-regulating initiatives on the part of private sector actors).

The absence of the above conducive factors may help to explain the **low level of private sector participation** in many initiatives, notably by smaller firms.

5.1. Cooperating to provide goods and services

Private sector actors cater to specific migrant categories with **general or targeted products and services** at all stages of the migration cycle. Governments and donors interested in safe and regular migration processes have an incentive to support private sector actors in this role when it benefits migrants and to reduce practices which undermine public objectives. The key questions for public sector actors thus include: (i) how can innovative solutions and services offered by the private sector be better incentivised? (ii) How can private sector actors be optimally regulated so to support public objectives in the area of migration? and (iii) how can products created for the general public be scaled up or targeted to include migrant populations?

5.1.1. Providing financial services to migrants

It has been estimated that there are three billion people worldwide who are financially underserved (Inclusive FinTech 50 2019). For structural and administrative reasons migrants form a considerable proportion of this population (e.g. identity requirements or high capital requirements) which prevent them from accessing financial services (IFAD 2015). The private sector plays a key role in improving the availability of financial services and products to migrants.

Key objectives in international migration and development frameworks

Governments have agreed in international frameworks to strengthen financial services to the benefit of actual and prospective migrants and their families, in association with the private sector.

- The GCM is clear about the aim of facilitating **remittance transfers** and reducing the cost of sending remittances abroad (Objective 20). It aims to achieve this by encouraging states to establish conducive and regulatory frameworks that promote a competitive and innovative remittance market, on the one hand, and by introducing incentives, such as tax exemptions, so that private sector actors will expand remittance services, on the other hand.
- Objective 20 of the GCM equally acknowledges the expansion of **innovative services** that facilitate money transfers across borders, such as mobile payments, and digital tools especially for underserved populations in rural areas, including migrants.
- **Financial inclusion of migrants (including refugees)** is a key objective noted in the SDGs (SDG 8.10). It requires tailoring private financial products to mobile and difficult-to-reach populations, and working to manage risks instead of de-risking - an area in which public and private sector actors can cooperate.

Relevant stages of the migration cycle

Financial services are important not only for the phases after migration takes place (e.g. when sending/receiving remittances, depositing wages, using e-wallets, etc. and integrating into the host community), but also in the pre-departure phase and for accessing and creating alternative options to migration. It is equally important during the transit phase for migrants on the move to have access to financial services to reduce their vulnerability due to reliance on informal transfer channels. Investment vehicles and insurance products become more important in the eventual return phase.

Relevant private sector actors

Full-service banks	Cooperative banks	Local finance service providers
Micro-finance institutions (MFIs)	Postal networks	Mobile phone companies/ network operators
Money transfer operators	Money service businesses (MSBs)	FinTech companies (e.g. digital ledger companies)

Differences and alignments between private and public sector (government & donor) interests

Private sector actors in this field are motivated to generate profits by expanding markets for their financial services. The growing demand for diversified financial services encourages them to innovate and create new financial services and products so as to reach additional target groups, such as migrants in the destination countries and the families of migrants in the countries of origin.[65] They require flexible and transparent regulatory frameworks to be able to operate effectively. Private sector actors generally invent financial products that target populations in urban areas. Eventually, they strengthen financial inclusion and literacy among populations in urban areas while underserving the rural communities, which often include some categories of migrants and their families left behind (IFAD 2015). The private sector players also will not invest in areas and communities where financial or other related risks are deemed to be too high. Migrants usually fall under this category because of their inability to fulfil the requirements of financial credit facilities. For example, migrant entrepreneurs may not have the required credit history or adequate collateral which are key requirements for accessing financial assistance like loans for start-ups. As a result, their business ventures are deemed to be high risk and their financing is avoided (IOM 2019d).These de-risking strategies by most conventional financial institutions have resulted in the exclusion of large underserved populations, including migrants.

Public sector actors, especially governments and their agencies, are responsible for creating enabling frameworks, regulations and standards that facilitate financial transfers between countries. As previously noted, they may be committed to improving financial inclusion and reaching underserved migrant populations, as well as reducing the cost of receiving remittances from abroad.[66] Governments and donors further aim to promote the provision of financial services to migrant entrepreneurs and start-up businesses located in the countries of origin with a view of promoting alternatives to migration. However, governments also aim to ensure that their citizens and financial systems are not exposed to external risk through fraudulent transactions (e.g. money laundering) or exploited to finance terrorist activities. Beyond conventional remittance services through money operators, FinTech companies have introduced innovative services and products, such as blockchain and crypto cyber currencies, which can guarantee faster and cheaper remittance transfers. These emerging trends and other new payment methods have

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[65] Innovative products include small online business loans which provide access to capital and credit for small businesses, peer-to-peer payments which enable businesses to split the cost of goods and services, mobile payments which allow consumers to pay for goods and services and transfer money in an accessible, efficient, cost-effective and secure manner. FinTech companies have also introduced innovative business models based on new technologies such as card, web and mobile-based solutions.

[66] However, turning this high-level international commitment into *de facto* national/regional government interest to work towards this objective is not automatic, especially when this conflicts with other objectives or where separate government agencies and ministries do not cooperate closely.

evolved from the traditional means of remittance transfers. Innovations such as crypto currencies are increasingly used to facilitate money laundering and terrorist financing activities. This makes their control an issue for public sector actors including regulating agencies.

While there may be friction between certain interests, there is considerable scope for public and private sector actors to work together around devising regulatory environments that are properly targeted and adequate that will not stifle innovation and the operations of banks, money operators and FinTech companies that help to lower remittance transaction costs and promote financial inclusion.

Key issues and dilemmas for joint engagement

Striking a balance between providing an enabling environment for remittance markets and reducing the risks of financing terrorism and money laundering

Remittances can pose risks to the financial system of receiving countries – products may be used to launder money or finance terrorism (Government of the United Kingdom 2008) – but they also provide an important social benefit for users and, on an individual basis, are often very small value transactions (IFAD 2015). The risk strategies implemented by financial institutions often require them to minimise their level of risk exposure while remaining profitable and, in some cases, this may be required under government regulations.[67] This can lead to banks in destination countries cutting ties with money operators in high-risk countries of origin. Unfortunately, such broadly imposed de-risking policies have also locked out 'good' players, thereby contributing to financial exclusion and making remittances more costly (Flore 2018, World Bank 2018) (for instance, the UK-Somali corridor) (Government of the United Kingdom 2015). However, regulations also need to be commensurate with the actual risk exposure.[68] Governments and regulatory agencies sometimes lag behind in adequately regulating financial services. Furthermore, some countries have prohibited the use of crypto currencies altogether because they do not yet know how they can be harnessed or regulated in the context of migration and development (Kazeem 2018). For example, due to legislation the financial channels of many Asia-Pacific countries also lag behind in terms of innovation, presenting barriers to new market players.

Developing and encouraging the use of formal remittance markets that match the (perceived) benefits of informal and unregulated transfer schemes

Financially excluded populations actively make use of unregulated financial services because financial institutions are either unwilling or unable to provide services that meet their needs (e.g. due to risks or cost implications) (Cassara 2017). This results in greater risk for migrants and their families when sending or receiving remittances. Financial service providers not only compete with other formal institutions but also with the unregulated market that may offer migrants and their families lower costs or more convenience.[69] Despite the use of unregulated channels, migrants are becoming aware of the need for secure and fast payments (WB 2018). Remittance transfer services as well as migrants' need for diversified financial products along the migration cycle offer an interesting new market for the financial sector (IFAD 2015). By virtue of their structure, informal markets are not within the regulatory scope of public sector actors. However, those actors are interested in gaining a better picture of the actual money flows and reducing the potential risks to migrants and in the area of security which can be more fully achieved if formal systems are used. Increasing the use of formal systems requires joint action by public and private sector actors to strengthen formal remittance services so they provide similar or better levels

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[67] Examples include stringent 'Know your customer' (KYC) requirements, which include several documents giving proof of identity. Others include disinvesting in high-risk countries, contributing to higher transaction fees.

[68] For example, onerous KYC requirements can act as a hindrance to private sector expansion in underserved populations.

[69] Studies reveal that the motivation for migrants' use of informal transfer schemes is not just linked to the fees charged.

of convenience than informal schemes (in terms of cost, accessibility, tailored to needs, etc.) while also enhancing financial literacy and trust in formal products. Financial literacy and trust further needs to be increased in areas related to innovative products, such as e-solutions and for financial vehicles that can channel remittances to productive markets. The World Bank Payment Systems Development Group, for example, identified lack of information and financial education as well as trust as obstacles to the effective channelling and managing of remittances for families (WB 2018).

Expanding access to financial services and products to underserved geographic areas and migrant groups with low returns for private sector actors
Anti-money-laundering legislation, risk management strategies and the business models of financial operators often lead to requirements that prevent migrants from accessing financial services. Migrants, including migrant entrepreneurs in destination countries, for example, often find that access to finance and loans for start-ups is restricted because they usually do not meet the requirements or reach the threshold (such as valid identity documents, credit history or collateral, etc.) to be able to access credit facilities from traditional banking institutions. In addition, it is unclear whether there is an interest among financial institutions in destination countries in developing specialised products for migrants, including refugees. A recent survey of financial institutions in Europe, for example, revealed little interest on the part of banks in developing products for refugees (Darvas 2017). Often market entry costs are prohibitively high and financial operators may not see a business rationale for engaging in these markets. For example, serving the remote rural areas where refugees and migrant workers may be located is expensive, and transporting cash over long distances to re-balance e-floats[70] is risky (Casswell & Frydrych 2017).

Guidance points for public-private cooperation

Work together on establishing adequate regulatory systems and managing risks
Public-private partnerships are important to create a legal and regulatory framework which provides sufficient flexibility for innovation in products. Such a framework is also necessary to promote transparency and trust, ensure consumer protection and good governance of financial service providers, and should do so in a way which is clear and predictable (IFAD 2015). It requires both actors to address unintended consequences linked to regulatory environments which impede remittance transfers and other financial services for underserved populations. Public and private sector actors need to work together to gain a better understanding of the risks in the remittance markets, the concerns of larger financial institutions (i.e. banks), as well as the barriers in existing legislation, to design and foster better regulatory frameworks in the context of changing financial products and services (e.g. designing AML/CFT measures scaled to actual risk; and removing obstacles like excessive reporting and other requirements). Close collaboration between industry players, regulators and law enforcement should involve the authorities in the countries of origin and destination through working groups or platforms. For example, while governments cannot dictate the business practices of private financial institutions, they can work together on risk management strategies and build confidence among all players to address the concerns of banks which, in the past, have led to the severing of ties with money operators. Cooperation between private sector actors and the public authorities is also needed to establish a comprehensive yet flexible and enabling regulatory environment that promotes innovation in the vastly expanding FinTech industry. Public authorities, for example, still have a limited understanding of technologies like blockchain and bitcoin for remittances (IMF 2019). In addition, regulatory provisions may not always adequately address the potentially high or unforeseen risks faced by financial service providers. This requires capacity

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[70] E-floats are used in humanitarian response by FinTech and humanitarian agencies to provide cash transfers for refugees and displaced persons in remote areas by providing increased liquidity. **Floats** are duplicate money present in the banking system during the time between a deposit being made in the recipient's account and the money being deducted from the sender's account.

building by regulators and policymakers, as well as interaction between them. Public-private partnerships can also work to promote a better regulatory environment across national boundaries to encourage diaspora investment.

Public and private sector actors can work together to improve risk management in migration contexts. For example, they can devise systems for identification and eligibility by developing and implementing adequate regulations, systems, guidelines and tools that overcome onerous requirements (e.g. on identity documentation for asylum seekers and refugees). They could jointly agree on sufficient and acceptable means of identification for migrants that are recognised as KYC identification for low-value transactions, which may go beyond formal identification and include refugee ID cards, attestation letters, asylum seeker cards, etc. (UNCDF 2018). FinTech companies could also help to improve identification methods (e.g. e-KYC, electronic identification). Robust routines that financial institutions can apply in the context of refugees or asylum seekers and which ensure sufficient KYC checks and fair non-discriminatory treatment of customers could be established between the public authorities and private sector actors.

Build cooperative approaches to reach underserved populations (including migrants)
Public and private sector actors can work together to improve rural access to financial and e-services to reach migrants and their families that may live in remote areas. For businesses, the start-up costs of building networks and setting up transfer channels can be considerable. Public sector actors can support this by creating incentives and identifying bridging measures which would make it more interesting for private sector actors to invest. Postal services, for example, which are government owned in most countries, could provide the network to access rural populations. Besides which, the high rate of internet and mobile phone penetration in developing countries has helped to provide access to these populations. In a number of contexts such collaboration has helped to reduce transfer times and remittances costs (see the example of IFAD FFR below).

Cooperate on education, knowledge and trust building for formal and electronic financial services
Public and private sector actors (e.g. central banks, ministries of finance and local governments as well as banks, MFIs, money operators, etc.) can jointly provide incentives to migrants and their families to promote the use of formal remittance channels in both sending and receiving countries. One of the key issues in the uptake of innovative products for remittances and financial services (e-money) which make transfers cheaper and reach more people, has been a lack of awareness among migrants about the safety and convenience of such innovative methods of money transfer, as well as their distrust of digital transactions (IFAD 2015). Most migrants still prefer cash as the primary form of payment despite the rapid changes in technology. Both public and private sector actors can devise financial literacy programmes that are specifically geared to migrant populations to help improve financial planning and raise awareness about products. Bringing together migrants, their families (including recipients), and financial service providers to promote informed decision-making are ways by which public-private cooperation can address these challenges.

Work together on data collection, research and information sharing
Despite the potential size of markets for migrants (including displaced individuals), reliable data to foster business strategies and public policies is another issue. Private sector actors require an in-depth understanding of the exact dimensions of the business opportunity associated with serving migrants and forcibly displaced people with remittances and other financial services. The absence of this information may contribute to preventing financial institutions from tapping into new markets. Public and private sector actors require more precise information about how often and by which channels migrants conduct their transactions, as well as the amounts involved, for them to create policies and products more closely tailored to these realities. However, for a single actor to collect this type of information may be too costly. Partnerships between public and private sector actors could support the generation of such data and

making it publicly available and thereby help financial service providers gain more insight into the needs of remittance recipients (WB 2018). An example of this is the IFAD RemitSCOPE Asia Pacific initiative described below.

Develop appropriate financial products that address the unique needs of migrants and their families

The individual needs of migrants or their families for financial services and products differ according to the type of migrant and stage of the migration cycle. Poorer migrant segments have different needs than wealthier ones, women may need different products than men, and younger migrants behave differently to older target groups. Financial service providers therefore need to tailor, modify and target appropriate products to the different segments. This knowledge creation can help to develop products centred on meeting migrant needs (e.g. making use of mobile phones, simple to understand, self-directed, etc.) (IFAD 2019). Public sector actors and Multilateral Development Banks can set up funds that are designed to encourage financial institutions, such as FinTech companies and money operators, to design innovative business models which adopt migrant-centred approaches to product development. For example, this could also include products that link remittance transfers to savings or insurance products.(IFAD 2019:40). With the support of public sector actors, private sector actors may be willing to go the extra mile and start to adopt migrant-centred practices that may be financially viable and scalable over time.

There are a number of migrant groups to which services could be specifically tailored:

- In view of the restrictions placed upon migrants, and specifically **migrant entrepreneurs,** in accessing credit facilities and the importance of such in supporting their resilience and contribution to the destination countries, private and public sector actors could cooperate to provide innovative fundraising schemes. These schemes could be designed to bring together public funding and private expertise in business management and advice. Alternatively, private funding aimed at social impact investment could be matched by state incentives for migrant entrepreneurs, such as access to working spaces or innovation labs. Migrant entrepreneurs with support from public-private partnerships could equally receive support to raise funds through other means, like crowdfunding. These schemes should facilitate access focusing particularly on otherwise disadvantaged groups, such as female migrant entrepreneurs.

- Additionally, to respond to demand for capital investment by **diaspora members,** public and private sector actors could jointly design and promote capital market instruments targeted at remittances for investment at national level (KII10 2019). Private finance institutions are increasingly experimenting with ways of more effectively leveraging private remittance flows for development purposes.[71] Crowdfunding and equity investment products like Homestrings,[72] have shown that remittances can be leveraged for long-term infrastructure projects in Africa and the Caribbean. Thus partnering with private sector actors to identify large-scale infrastructure or development projects to improve the scale of public development in countries of origin (KII10 2019). Public and private sector actors can cooperate in such products by targeting diaspora and putting a mix of adequate incentives in place, e.g. in the form of tax incentives for sent or received remittances provided by public authorities or through customer credit for remittance recipients, free business advice and other services provided by private sector actors.

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[71] Product developments include Facebook's Libra and other blockchain digital currencies.

[72] An investment agency which provides information about credible investment opportunities to diaspora.

Current initiatives and programmes

There are a number of initiatives and programmes that have already addressed the above issues and dilemmas. These have provided useful lessons learned as well as some tools for ways to strengthen remittance services and the financial inclusion of migrants which can also serve as further entry points for donor engagement.

Lessons can be learned from the Financing Facility for Remittances (FFR) programme implemented by the International Fund for Agricultural Development (IFAD), which works with both government and private sector actors to promote innovative solutions to lower remittance transaction costs along selected corridors and improve the financial inclusion of underserved populations (IFAD 2017). It has a network of over 200 partners in more than 45 countries across various continents. The programme functions as a laboratory for innovative ideas, scaling up best practices and disseminating lessons learned from over 50 pilot projects on improving remittance transfers. For example, to stimulate rural development through mobile technology, the Financing Facility for Remittances (FFR) seeks to facilitate the adoption of services that ensure true access to finance for people in rural areas. The Facility has identified three conduits that provide various methods for achieving broader geographical coverage through institutions with a proven track record of servicing remittance recipients in rural areas. These are: postal networks, mobile financial services and micro-finance institutions. Regulatory frameworks largely determine the degree to which these conduits are able to do this. As a result, advocacy and outreach to regulators on this issue are among the Facility' priorities (IFAD 2019). One of the FFR's high-impact projects in terms of improving rural access to financial services was undertaken by Universal Postal Union in six West African countries. The project provided training and equipment for rural post offices in Benin, Burkina Faso, Mali, Mauritania, the Niger and Senegal, with the aim of facilitating delivery of domestic and international remittances. Through technological upgrading and use of the UPU's International Financial System (IFS) software suite, 355 rural localities are now connected to remittance transfer services. Sending money from these locations now costs half as much as previously, and transfer times have been brought down from two weeks to two days (IFAD 2019).

IFAD, in close cooperation with the World Bank, United Nations Capital Development Fund (UNCDF), Universal Postal Union (UPU) and World Savings Banks Institute and European Savings Banks Group (WSBI/ESBG), started an innovative programme on Postal Financial Services in Africa. The programme aims at enhancing competition in the African remittance marketplace by means of enabling African post offices to offer financial services and to transfer remittances in a way that is cheaper, more convenient, safer, and more rapid. By building on this vital flow of funds, and linking remittances with a broader range of related financial services, the intervention will enhance access to finance and provide remittance-recipient families with the tools to improve their long-term financial independence and help reduce the pressure to migrate (IFAD 2019).

In 2018, the United Nations Capacity Development Fund (UNCDF), supported by UNHCR, developed a toolkit for accessible and affordable remittance services for refugees in collaboration with Bankable Frontier Associates (BFA) to identify and address the barriers and needs of forcibly displaced people in accessing affordable and regulated remittance channels and inform strategy development and approaches that humanitarian and development agencies may adopt to address these constraints (UNCDF 2018). One way forward identified by United Nations Capital Development Fund (UNCDF) in its toolkit for accessible and affordable remittance services for refugees from a country assessment in Uganda was to ensure that other forms of identification (refugee ID, attestation letter, asylum-seekers card) are all confirmed as sufficient and acceptable KYC identification for low-value transactions.

IFAD has partnered with mobile-network operator Valyou to support digitalisation of migrant workers' remittances in Malaysia and in countries of origin through e-wallets (a wallet-based mobile-enabled remittance system), This

has provided the target group of remittance recipients in countries like Pakistan and Bangladesh access to additional financial services linked to the system and tailored to their needs. This has enabled financial inclusion of migrant communities usually excluded from mainstream financial services. It has also led to lowering costs and increased reliability of international remittance services for targeted migrants and their families.

IFAD has researched, collected and collated a broad range of data in 50 countries in Asia and the Pacific, which is available in the portal RemitSCOPE AsiaPacific. It aims to provide private and public actors with data about remittance markets that can help shape better policies and enable better business decisions.

The World Bank Payment Systems Development Group is implementing Project Greenback 2.0 in selected remittance champion cities through the Remittances and Payments Program funded by the Swiss Government, which aims to increase the efficiency of retail payments in selected countries, with a specific focus on international remittances. It provides technical assistance in support of policy and regulatory reforms and capacity building for government agencies and ministries, regulators, financial institutions, civil society, and other relevant entities. As a result, the interventions create a more conducive environment for the adoption of innovative payment mechanisms to further increase efficiencies in the retail payments and promote cheaper and more easily accessible remittance-related products and services for migrants and their families (WB 2018).

5.1.2. Providing education and vocational training

This section focuses on educational services for migrants and refugees provided by the private sector in the origin and destination countries. Education, including vocational training, is often closely linked to recruitment, labour-matching services and the employment opportunities available to migrants.

Public and private sector actors acknowledge the role of human capital development in promoting opportunities for migrants in their countries of origin and destination to support their integration into host communities (OECD 2018c).[73] This is important especially in situations where migrants find themselves excluded from job markets due to a mismatch or misalignment of skills, or missing and unrecognised skills certification. A workforce that is educated and adequately trained also facilitates recruitment and labour matching with the aim of filling skill gaps internationally.[74]

Key objectives in international migration and development frameworks

Internationally agreed frameworks relevant to migration and development include provisions on human capital development in the context of migration and mobility:

- The GCM calls on governments to invest in human capital development with the aim of minimising the adverse drivers and structural factors that compel people to leave their countries of origin (Objective 2). States are advised to promote opportunities for education, vocational training, skills development programmes and partnerships in line with labour market needs with a view to reducing youth unemployment. This is to be achieved in cooperation with the private sector and trade unions.
- The GCM further calls on governments to invest in skills development and promote the mutual recognition of skills, qualifications and competences (Objective 18) with a view to facilitating

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[73] Educational and vocational training provide an avenue to address issues of youth unemployment through promoting entrepreneurship and developing the skills required for employment. International students, a growing category of migrants, also migrate to access educational services. About 30-35% of the international students in OECD countries remain in these countries as part of the workforce.

[74] See section 5.1.3 which addresses the areas of providing recruitment and labour matching services as well as labour standards.

mobility (including return). It encourages multi-stakeholder partnerships between state and non-state actors, especially the private sector, with the objective of facilitating the match between labour migration (legal pathways), skills development and labour market needs.

- SDG 4 highlights that education is a fundamental right and is linked to economic growth and sustainable development. Governments are encouraged to promote inclusive and equitable quality education and promote lifelong learning opportunities for all. In the spirit of 'leaving no one behind', this is especially relevant in displacement situations where a lack of access to education leads to generations of children missing out on important opportunities. The SDGs equally acknowledge the link between education (whether technical, vocational or tertiary) and employment, job creation and entrepreneurship.

Relevant stages of the migration cycle

Potential migrants in the pre-departure phase may require training to acquire skills needed in the country of destination (e.g. to prepare migrants for entry into labour markets or for specific jobs). Depending on the skills, education relevant for domestic labour markets may also provide alternatives to migration. On arrival, migrants may require training/upskilling to participate in the domestic labour market. Many migrants move for educational purposes which explains the growing number of student migrants. In transit areas characterised by high onward mobility, training and education strategies are increasingly used to offer additional opportunities as possible alternatives to migration. Skills gained during migration can be useful for return or onward movement (brain circulation). Upon return, migrants may require re-skilling in order to fit back into the domestic labour market. Returning migrants or diaspora can equally serve as trainers and share knowledge for the benefit of emerging sectors in the domestic labour market.

Relevant private sector actors

Large corporations	MSMEs	Private foundations
Educational and training institutions	Vocational training institutes	Skills verification agencies
Chambers of Commerce	Certification agencies/bodies	

Differences and alignments in private and public sector (government & donor) interests

Various private sector actors, ranging from large corporations to small-scale start-ups, offer education and training. They may do so for profit-making reasons if education services are their primary activity. Others provide such services as part of their corporate social responsibility or as a social response to migratory and displacement challenges (Berkova 2016).[75] Public, semi-public and private education institutions, such as universities, especially in western countries, have an interest in attracting migrant students to enhance diversity but because this group constitutes an important funding source[76] (Reinold N.d.).

Governments are required to maintain an overview and undertake inspection of education services provided by both public and private sector actors to ensure a commonly agreed standard of quality is provided.[77] This can be particularly challenging in displacement contexts and where public services are overstretched and complemented by private sector actors that step in to fill gaps in the service provided. Public sector actors may also be interested in understanding the needs of the market and work with the private sector to adapt teaching and curricula, e.g. in vocational training, so that trained skills are marketable and demand-driven.

Public and private sector interests in education and skills development may be aligned in as much as this is about providing the skills needed in the labour market. For example, businesses in destination countries may benefit from a fresh pool of migrant labour with adequate skills that can enhance diversity and innovation, and may therefore support having their skills formally recognised and invest in training and upskilling (possibly linked to migration pathways). Governments in destination countries often have to balance the objective of a vibrant economy against possible concerns in society about the labour market integration of migrants. Governments in origin countries, depending on their view of outward migration, may have an interest in training and retaining individuals for the domestic labour market or preparing them for labour markets abroad. Global skills partnerships[78] are an example of public-private partnerships that can align the interests of both public and private sector actors in both destination and origin countries in training semi-skilled workers for specific labour markets (Clemens et al. 2019).

There is tension between public and private sector actors around ensuring that service providers comply with agreed education standards and quality. Education and vocational training standards set by government agencies may incur additional compliance costs by private sector actors. For example, ensuring that refugee education programmes are of the same standard as national educational programmes in host countries. Where there are no agreed standards, private sector service providers in some fields, like IT, have adopted similar internationally-accepted certification standards which public sector actors have yet to acknowledge or implement (Dunbar 2013).[79] Public sector actors may also apply

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[75] For example, the Pearson group provides courses for Syrian children in refugee camps.

[76] In some countries international students pay higher fees and are often crucial to the financial health of education facilities, such as universities. In European destination countries, such as the UK, research has shown that international students are worth billions to the local economies around universities.

[77] This may be a nationally or internationally agreed education standard.

[78] Global Skills Partnerships facilitate the formation of public-private alliances to train workers for semi-skilled employment (jobs that require between several months and three years' training to learn) linking skills development to migration opportunities. They directly involve employers in the destination country to identify and train people for the specific skills needed.

[79] IT certification, such as Microsoft certifications, Oracle, CISCO and Tableau, among others, are internationally accepted although they are not recognised by some national qualification frameworks. Self-regulated standards such as these are also found in non-formal and informal skills sectors, like domestic work and informal apprenticeship schemes.

restrictive migration policies that prevent private sector educational institutions from attracting international students.[80]

Even though there may be friction between public and private sector interests, there is still room for cooperation around service delivery by education and vocational training institutions. For example, by promoting similar skills requirements and standards for nationals and migrants which could be balanced by a more pragmatic or 'fast-track' approach to skills attainment. Cooperation between public and private sector actors, especially between relevant ministries such as education and labour and certification agencies, could also help to improve the recognition and certification of migrants' skills, thus contributing to integration. Self-regulation by private sector actors could be encouraged through recognition by public sector actors.

Key issues and dilemmas for joint engagement

Balancing varied interests in providing mobility pathways for education

Access to higher education serves as an important pathway towards increasing mobility. As previously noted, universities and private training institutions in destination countries have an interest in providing such opportunities to migrants. However, the migration policies in destination countries may not be aligned with this interest. Some governments provide incentives for international students such as scholarships, a job search year after completing studies and opportunities for accessing the domestic labour market (Adams 2019).[81] Other governments, however, adopt measures that essentially contribute to restricting access or impose cumbersome requirements (due to fear of visa fraud or overstays) in response to the general public debate on reducing immigration.

Balancing private and public interests in origin and destination countries in skills and mobility partnerships

Private and public sector actors in the countries of destination and origin need to align their various interests to harness skills development and migration opportunities in the context of skills and mobility partnerships. Public and private sector actors in origin and destination countries first need to balance their interests concerning financing the training of potential migrants and in terms of who benefits from the trained workforce, especially in sectors where there are labour shortages in both countries. While smaller and medium-sized companies can benefit from employing skilled migrants, they often have limited resources to invest in such training. Public sector actors in destination countries cannot solely fund skills training in countries of origin without attracting criticism from their domestic population. Larger private sector actors already implement training measures for their personnel, hence the incentive to partner with public sector actors may be limited. The second dilemma relates to responsibility for curriculum development and how the training content benefits specific destination countries' needs while remaining relevant for origin countries' and the private sector. While public sector actors are responsible for setting curriculum standards, there may be differences in standards between the countries of origin and destination. In addition, the requirements of the private sector may differ from the standards set by public sector actors. For example, private sector actors may be interested in more practically-oriented training with relevant skills for the available opportunities (e.g. in nursing and care of the elderly, construction or the tourism industry). Therefore, private and public sector actors in the countries of origin and destination

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[80] For example, the growing rejection rate for student and research visas. In Canada more than one in three student visas are rejected, with African and Indian students facing the highest rejection rates (Todd 2019). In the United States changes to immigration rules have also resulted in restrictive student migration policies (Hartocollis 2019).

[81] For example, regional economic communities like the EU have increased the opportunities for scholarship under the Erasmus programme. The UK government has recently announced the re-introduction of incentives for international students in the form of visa extensions after study completion to "boost the numbers of overseas students after Brexit".

need to coordinate their different interests when designing and implementing skills and mobility partnerships.

Recognising the skills of migrants - with or without formal documentation
There are often administrative and regulatory barriers to recognising the skills of migrants. Addressing these barriers requires that public and private sector actors work together to establish skills recognition frameworks that assure the relevant skill levels and comply with national standards, as well as issue formal skill equivalence certificates. Because migrants face challenges in accessing educational services or having their skills recognised and accredited, they often work below their level of qualifications.[82] Mutual recognition of academic and other formal qualifications could significantly reduce the burden of additional accreditation and open up new opportunities for such migrants. In many cases migrants, especially refugees, hold skills acquired in non-formal or informal contexts for which specific validation and certification methods and tools are needed (LABOUR-INT 2017). Frameworks for assessing non-formal skills, qualifications and prior learning of migrants, including refugees, are important also for them to be able to access further education and training, as well as domestic labour markets.[83] The dilemma here therefore lies in finding a balance between establishing pragmatic skills recognition systems that can be used by private sector actors but which are also consistent with national accreditation standards and formal equivalence frameworks. Public and private sector actors can jointly design frameworks for accreditation, harmonisation and mutual recognition of the formal, non-formal and informal skills of migrants taking into account the realities of the educational sector and the labour market.

Reaching underserved migrant populations (including refugees) with quality education
In humanitarian contexts there can be tensions between humanitarian and profit-oriented motivations for involvement in education activities, which has led to contentious debate regarding private participation in education in contexts of conflict and fragility. Migrants, especially in displacement situations, face several challenges in accessing education, such as low education standards, or even a total lack of schools and training facilities, not to mention language and qualification barriers (discussed further below).[84] Governments may not have the education infrastructure and view collaborating with non-state providers as a way to improve quality, access or cost-effectiveness of their education system (Aslam et al. 2017).[85] Although support from multinationals as part of their CSR, privately-led initiatives and partnership arrangements[86] can fill important education gaps, uncoordinated efforts may undermine state responsibility and lead to suboptimal quality (Glick et al. 2015, Aslam et al. 2017, Menashy and Zakharia 2017). A dilemma for public sector actors and donors is how to tap into the private sector potential while ensuring that governments maintain their supervision and quality assurance roles.

Matching the potential of technological innovation with the education realities of migrants
A key question is how technological innovations that can help increase access to education for migrants (e.g. mobile options and innovative teaching means such as certified open distance learning, online courses, online teacher training, language learning, e-books, etc.) can be more readily adapted to local contexts. Local learning realities, pedagogical concerns, computer accessibility (electricity) as well as the support of teachers and students, will determine whether or not such options can lead to success. Many private sector actors are keen to drive technology as a solution to education services in displacement

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[82] Some migrant groups, such as refugees, often lack official documentation of their educational attainment levels which makes recognition in destination countries particularly difficult.

[83] There are some frameworks which have been promoted by UNESCO.

[84] It should be noted that these challenges also apply to locally underserved communities and thus there is often a need to find solutions for migrants, refugees and host communities together.

[85] This is similar to reaching underserved local populations.

[86] For example, Goldman Sachs, Google, Hewlett-Packard, LinkedIn, etc. have supported private-led initiatives and partnership arrangements to support the education of Syrian children.

contexts. Yet, despite their potential and some successful examples, many initiatives have failed or been unable to achieve their potential partly because the needs of migrants have not been fully understood and such services have not been sufficiently contextualised (Aslam et al. 2017). Public and private sector actors working together with international organisations and civil society actors can establish partnerships with the aim of bridging these knowledge gaps.

Integrating private sector actors into existing public sector education programmes and interventions

The appeal of public-private linkages in providing educational programmes may lie in making skills training more demand-driven and tailored to the needs of the domestic labour market. In many cases the private sector can support public sector actors in tailoring vocational training to suit labour markets needs by providing input in the design and implementation of educational programmes. Private sector actors may also provide stop-gap measures (Glick et al. 2015). However, inclusion of the private sector in education programmes should be done from the design phase to ensure that their interests are represented. For example, in the Swiss Development Corporation's Participatory Market Chain Approach programme in Bosnia and Herzegovina it was reportedly very difficult to get firms involved in the development of the training. Similarly, the Dutch-financed Learn4Work programme which attempted to improve access, quality and relevance of vocational and technical training in Ethiopia, Ghana, Kenya, Uganda, and Rwanda, initially failed to attract significant participation by firms so that the private sector hardly played a direct role in the programmes (Dunbar 2013). In both examples, the private sector was underrepresented in the implementation of the partnerships, there was little demand from the private sector (employers) for the skills and the roles and interests of the public and private sector actors were not taken into account in the design of the partnerships (Dunbar 2013). In the case of ENABEL's implementation of the Skills Development Fund in Uganda private sector organisations were occasionally involved and only later in the vocational skills training process (notably in the work-based learning phase), despite envisaged stronger links between private and public sector actors and NGOs. Involving the private sector in curricula development, teaching and practical training periods (e.g. through internships and vocational training placements in businesses) are seen as good practice by public sector actors to ensure that relevant skills are imparted.

Guidance points for public-private cooperation

Create improved access to legal pathways for migrants for educational purposes

Governments and training institutions can work together to devise regulations and visa rules that expand opportunities for international students (including job seeking periods to find work after graduation so that business sectors have access to international talent). This can bring benefits to migrants and employers alike, while also establishing the necessary checks and balances to avoid abuse. Both private training institutions and private businesses that require a skilled workforce should contribute to determining the standard and quality of training relevant for the domestic labour market by participating in training measures and in public education policies. Collaboration between public and private sector actors would ensure harmonised standards and training quality (including work-based learning) for prospective migrants in both destination and origin countries.[87]

Support public-private partnerships to test and advance global skills mobility partnerships

Skills and mobility schemes (e.g. Global Skills Partnerships) can be most successful when there is a common understanding about the objectives and shared interests between the public and private sector actors involved right from the outset (see the Triple Win project example below).[88] Public sector actors

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[87] Examples of some successful initiatives are further discussed below.

[88] In the past public sector actors have funded entry costs for labour migration schemes (through full or partial state funding, third party funding by the EU or World Bank) for specific occupations with the aim that private sector actors would take over and maintain the scheme. This strategy has not always worked and some schemes have

and private sector training institutes can work directly with employers and employment associations to design the curriculum for both the 'home' and 'away' tracks of the training, based on the specific requirements of the labour market (e.g. including language training courses, multicultural skills courses in 'away' programmes). Collaboration between public and private sector actors in the context of skills mobility partnerships, in the long run, will help to empower training institutions in the countries of origin by improving the standard and quality of the services provided (Clemens 2019).

Develop public-private sector partnerships to work jointly on skills recognition
Employers and employers' associations, such as Chambers of Commerce, are often best positioned to determine whether the skills of migrants are adequate for their field of work and will help achieve business objectives.[89] Skills recognition strategies developed by and agreed upon between government authorities, employers and workers' organisations through dialogue and partnerships in migration contexts can benefit labour market outcomes for migrant workers at all skill levels. Several countries have established tripartite skills councils or industry/sector councils to promote skills development and recognition in given occupational sectors (GMG 2013). For example, through an EU-funded project, Bangladesh set up a competency-based national qualifications framework that is supported by sector councils. The objective is to harmonise accreditation frameworks that promote skills development and recognition for labour at home and abroad (GMG 2013). Such partnerships, however, could also be established internationally and include private and public sector actors in the countries of destination and origin to facilitate the recognition and portability of migrant workers' skills.

Develop public-private partnerships to improve the standard and quality of education in migration contexts
Partnerships between private and public sector actors can help to improve the quality and standard of education for migrants (including refugees) and nationals. To achieve this, the parties can jointly design quality frameworks to promote innovative learning. These partnerships can also design inclusive schemes to reach migrant populations that would otherwise be excluded, such as migrants residing in urban areas GEM 2018).[90] Public sector actors can also ensure that self-certification training provided by private sector actors complies with national and international standards. Both actors can work together to improve the quality and recognition of these training schemes by setting common standards for qualification and aligning them with existing qualifications found on the domestic market. Public-private partnerships could equally implement standardised training for educators to improve teaching quality in schools that service migrants and nationals alike. These partnerships could also support the quality of schools in migrant populated areas by aligning them with national standards through harmonising quality assurance mechanisms in the delivery of education services.

Centre public-private partnerships around applying technological education innovations in local contexts (in displacement situations)
Private and public sector cooperation between local authorities, businesses, international organisations and civil society organisations could help facilitate businesses' understanding of local contexts when designing educational solutions in situations of displacement or for 'hard to reach' migrants. Private sector actors can learn from those working with refugees and the displaced and gain insight and the necessary connections to be able to test and scale technological education solutions. These innovative solutions

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not been sustainable due to inadequate planning, misjudged demand, flawed project design or perceived high costs (Beirens et al. 2019, p.5; SVR/MPI 2019).

[89] This is evident in the GIZ programme in Kosovo which works with the Bavarian Chamber of Commerce to provide input for curriculum design to train potential workers for the construction sector (Yes for Kosovo).

[90] Some migrants may reside in slums in urban areas with limited access to adequate public education, thus they may need to rely on low fee private schools with questionable standards. Some migrants in urban areas may not benefit from educational services because they lack relevant identification documents or certificates.

should comply with agreed educational standards and quality (see above). Donors can incentivise private sector actors to offer training to migrants, as well as host communities, (e.g. through financial incentives, subsidies, voucher schemes) that might otherwise find it difficult to access educational services. Public sector actors, as well as those funding such initiatives (e.g. donors), also have a responsibility to ensure coordination and that the solutions provided do not weaken government authority or detract from its responsibility to provide education.

Current initiatives and programmes

There are already many public-private initiatives for education and skills building in displacement contexts.

Universities and tertiary institutions offer educational services for refugees through scholarships provided by private foundations for refugees (Bourgeault-Tassé and Meyer 2016).[91]. There are also different entry criteria for refugees to access learning and skills acquisition courses.[92] Nuffic, a non-profit Dutch organisation for internationalisation in education, offers free credential evaluation for refugee students who have lost their documents and also provides a tool kit for education institutions to support refugees without documentation and a step-by-step guide for refugees to access tertiary or vocational education. Similarly, in Germany, Uni-assist e.V, a non-profit organisation was set up by German universities to assist international students. It provides information for refugees seeking education as well as free services for refugees.[93]

● Digital platforms offer training programmes for refugees in camps to enable children to have access to education. Coursera offers online training courses to refugees in camps. Coursera partners with governments and non-profit organisations around the world, notably the US Department of State, and has "enabled thousands of refugees to access a unique catalogue of Massive Open Online Courses (MOOCs) to help them gain crucial skills necessary to succeed in the global economy". This initiative "is a testament to the broad social impact and economic potential of MOOCs and public-private partnerships to address the global refugee crisis". Beyond public-private partnerships, Coursera recommends cross-sector private partnerships and tapping into the unique capabilities and resources of multiple companies to close the global skills gaps, particularly for refugees (Swersky et al. 2017).

● The MAN Group and its Works Council is working hand in hand with various relief organisations in Germany — ranging from quick and practical emergency relief to long-term measures. In Augsburg they have established the project 'Educational Lighthouse' at MAN Diesel & Turbo which offers young migrants (unaccompanied refugee minors) the possibility to enter an entry-qualification programme. After one year they can be taken on as vocational trainees. Language skills training is part of the package. The programme has helped foster the integration of young migrants.

● ITWORX Education has partnered with local NGOs to gain a better understanding of the needs of Syrian refugees in Lebanon. The rationale behind it was to gain a clearer picture of the local context from NGO partners and local authorities to strengthen the design of ITWORX's education solutions.

● NaTakallam ("we speak" in Arabic) pairs language learners with displaced individuals for language practice over Skype. At present, NaTakallam offers a valuable income source and enriching job opportunity to displaced Syrians mostly in Lebanon, but also in Armenia, Turkey, Egypt, France, Brazil

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91 See, for example, the MasterCard foundation scholarships for refugees.

92 For more information on Nuffic assistance for refugee integration in education. For more information on the German example, see: Uni Assist. Some universities in Europe and Canada have specific criteria for refugee students or researchers. Some examples include: University of Antwerp, Belgium; University of Hohenheim, Germany; University of Amsterdam, the Netherlands; University of Toronto, Canada.

93 Examples include Pearson which provides schooling for Syrian children in refugee camps in Jordan and Lebanon (Berkova 2016). Coursera offers online training courses to refugees in camps. Microsoft offers several training programmes for refugees.

and Germany, who benefit from NaTakallam staff training and gain marketable skills. At the other end, the platform offers learners affordable, flexible, tailored language practice with native speakers.

● The SIPRVET project in Turkey is aimed at designing and testing training modules for vocational and language education; beneficiaries included Syrian refugees in Turkey and partners such as a trade union and a university, as well as an NGO and a training institution. As a result, 20 refugees received training in laundry and dishwashing (LABOUR-INT 2017).

Several (pilot) mobility and skills initiatives (some following the model of the Global Skills Partnership) have developed in recent years:

● In early 2019, Belgium and Morocco launched a pilot project which will train ICT workers in Morocco and support migration of some of the trainees to fill labour market gaps in Belgium. (Pilot Project Addressing Labour Shortages Through Innovative Labour Migration Models (PALIM)).

● For several years now, the Australia-Pacific Training Coalition (APTC) has trained workers from small Pacific Island states in skills such as hospitality that are in high demand among Australian employers; the objective is to support some skilled migration to meet Australian labour demands and spur development in the Pacific Islands (Clemens et al. 2019).

● In Germany, the Skilled Migration approach has been adopted with the Philippines, Serbia, Bosnia and Herzegovina, as well as Tunisia. Each of these is a privately-funded partnership that targets labour shortages in Germany and responds to high unemployment rates in the partner country of origin by facilitating certification in Germany. The Destination Training approach has been followed with Vietnam, Kosovo, Morocco and Georgia, which are mostly publicly-funded partnerships between Germany and the partner country (with other actors, including employers or the World Bank) that address high unemployment in the partner country and worker shortages in Germany by prioritising vocational training in Germany. GIZ's Skilled Migration and Destination Training approaches are highly innovative, particularly in the partnerships they establish and nurture with partner governments, state-level German officials, employers, and other private sector counterparts (Clemens et al. 2019).

● Another partnership that provides interesting lessons is the Sustainable Recruitment of Nurses project (Triple Win) which facilitates the ongoing recruitment to Germany of nurses from four countries (Serbia, Bosnia and Herzegovina, the Philippines and Tunisia). The project was commissioned by employers in Germany and the German Federal Employment Agency/International Placement Services (ZAV). It is implemented by the German development agency (GIZ). The threefold benefits of the programme are to alleviate the shortage of nurses in Germany through the recruitment of unemployed qualified nurses/healthcare professionals from these four countries where there is a surplus of people with these qualifications (thereby easing the pressure on the labour markets in the countries of origin). Thus also enhancing development in the origin countries through remittances sent and the transfer of know-how. The employment agencies in the partner countries and the German Federal Employment Agency/International Placement Services work together closely on the selection and evaluation of healthcare professionals, providing preparatory language and professional development courses as well as placement/matching with jobs in Germany (placement agreements). The employment agencies of the countries of origin and Germany support the recruitment process in the country of origin, the arrival and placement of the migrants in workplaces in Germany and provide support throughout the migrants' stay in Germany. GIZ coordinates the recognition process for the qualifications acquired in the countries of origin.

● Vivantes, a German–Vietnamese training partnership was supported and tested by Germany's Federal Ministry for Economic Affairs and Energy (BMWi). It was later taken over by the German Hospital Group Vivantes which has since continued the scheme independently (see Vivantes 2015 quoted in SVR/MPI 2019).

Some partnerships focus more on short-term stays such as apprenticeships and internships. Here training and skills formation may take place in destination countries and not in the origin country:

● The 'Enhancing Tunisian youth employability through vocational apprenticeships and professional internships in Belgian companies' project facilitated the circular migration process of selected Tunisian nationals who wanted to take part in a traineeship programme in Belgian companies. The overall objectives of the project were to address the workforce shortage in the Belgian labour market and tackle the high rate of unemployment among young Tunisians and thereby help to prevent the irregular migration of this Tunisian group. This project which is carried out by a public-private partnership, was financed by the Belgian government through its Immigration Office and implemented by the International Organization for Migration (IOM) with the logistic support of several Belgian companies who volunteered to host and train the trainees for a period of six months. The project highlighted the necessity of investing in pre-departure orientation sessions to strengthen participants' soft skills to enable them to adapt to the working culture of the host country. It also found that a key advantage of having a public-private partnership was that the private sector could be assisted by the public authorities with issues such as visas and other administrative procedures which tend to be lengthy and put an additional strain on the private sector's efforts to hire foreign workers.

● Another similar mobility scheme is called Mediterranean Network for Training Orientation to Regular Migration (MENTOR). It is part of the EU's Mobility Partnership with Morocco and Tunisia. The pilot scheme implemented in 2018 offered a three month traineeship in Milan or Turin to 20 young individuals from Tunisia and Morocco following pre-departure training. The scheme aims to enhance international cooperation on training capacities between the cities included and facilitates legal temporary and circular migration between Italy, Tunisia and Morocco.

● Switzerland has also included smaller-scale legal migration opportunities (work-placement/internships) for young individuals in its migration partnerships with third countries (such as Tunisia).

● Swiss Development Cooperation (SDC) is currently supporting the IOM in implementing the PROMISE (Poverty Reduction through Safe Migration Skills Development and Enhanced Job Placement) programme in Cambodia, Laos, Myanmar and Thailand, involving both public and private sector actors to improve employment opportunities and conditions for migrant workers through protection and skills enhancement.

Further resources

To improve migrants' access to education and labour market opportunities there are tools for promoting harmonisation, accreditation and mutual recognition of migrants' skills in destination countries:

● The European Commission's new Skills Profile Tool for Third Country Nationals provides a good starting point for assessing and presenting individual skills in a way which is clear and concise.

In Germany the ValiKom Project aims to develop a standard and quality assured validation tool for non-formally and informally learned skills (LABOUR-INT 2017).

5.1.3. Providing recruitment and labour market matching services and setting labour standards

About 74.7% of the world's migrant workers are found in high income countries (ILO 2016) concentrated in services, manufacturing, construction, industry and agriculture. However, in many instances migrant workers lack decent working conditions. Migrants, due to their vulnerability, especially the lower skilled, are often subject to exploitation because of fixed conditions mostly related to work permits. **Private sector actors have a role to play in providing services to migrants and other public or private entities in the areas of skills matching and recruitment, as well as in enforcing labour standards for migrants**.

Key objectives in international migration and development frameworks

Governments and public sector actors have made several commitments on labour migration with a view to reducing irregular migration and improving migration governance, to reduce the costs associated with migration, prevent the abuses faced by migrants (such as trafficking and forced labour), protect the rights of migrant workers from unethical and abusive practices (e.g. during the recruitment process), as well as enhance the development potential of labour migration for migrant workers, their relatives and the countries of origin and destination. International frameworks focus on improving conditions for migrants and enhancing the benefits of migration through labour matching and effective and ethical recruitment strategies across countries.

- The GCM urges signatories to "**enhance availability and flexibility of pathways for regular migration**" (Objective 5) and to "review and revise existing options and pathways for regular migration, with a view to optimising skills-matching in labour markets... in consultation with the private sector and other relevant stakeholders" (Objective 5 Paragraph c). It further states that signatories shall "**promote effective skills-matching** in the national economy by involving local authorities and other relevant stakeholders, particularly the private sector and trade unions, in the analysis of the local labour market, identification of skills gaps, definition of required skills profiles, and evaluation of the efficacy of labour migration policies, to ensure market-responsive contractual labour mobility along regular pathways" (Objective 5 Paragraph e).

- Objective 6 of the GCM commits signatories to "facilitate fair and ethical **recruitment** and safeguard conditions that ensure **decent work**". Therefore, states are encouraged to improve labour conditions for migrant workers and commit to enacting and implementing national laws that sanction human and labour rights violations. Working through partnerships with employers, trade unions and migrant worker associations, they commit to promoting transparency of contract conditions for migrant workers and establishing complaint and redress mechanisms for them to meet international labour standards. They equally commit to preventing the abuse and exploitation of migrant workers.

- These commitments are also reflected in the SDGs with target 10.7.1 (SDG 10) which aims to "facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of **planned and well-managed migration policies**" and with target 8.8 (SDG 8) to protect "**labour rights** and promote **safe and secure working environments** for all workers, including migrant workers, in particular women migrants, and those in precarious employment".

While the previous section discussed skills development matched to labour market needs and concepts such as global skills and mobility partnerships, this next section will focus on public-private partnerships around recruitment and well-managed labour migration, including labour standards and migrant workers' rights.

Relevant stages of the migration cycle

Providing recruitment and labour market matching services is particularly important in the pre-departure phase during the recruitment process of migrant workers in their country of origin. In the arrival phase, migrants require support while integrating into the labour market. They need to be aware of their rights so they are not subject to exploitation. Such services may also be provided on arrival in the destination country (as part of the integration process) to assist foreign nationals working in their territory, and upon return to the country of origin. Migrants in transit may equally take up work and be liable to exploitation. Here too, decent working conditions need to be provided.

Relevant private sector actors

Workers' organisations	Recruitment agencies	Operators offering labour matching services (e.g. private employment agencies)
Private information centres	Non-profit organisations engaged with value chains using migrant labour (e.g. sports associations)	Large multinational corporations and MSMEs (in transit/destination countries) recruiting & employing migrant labour

Differences and alignments in private and public sector (government & donor) interests

Both private and public sector actors have an interest in fostering a prosperous economy with suitably skilled workers. Skills mismatches,[94] if not addressed, can be costly for employers (e.g. low productivity, high worker turnover), workers (e.g. poor satisfaction, lower wages, low return on investment in education), and for the overall population (e.g. structural employment and lower productivity levels) (WEF 2014). Private sector actors provide recruitment services to fill labour gaps while the public sector supports this objective while aiming to ensure that migrants' rights are protected and that migration contributes to sustainable development. However, public sector actors in destination countries often do so only to the extent that it is acceptable to the host population and in a way that contributes to reducing irregular migration.

Many governments in countries of origin and destination, although not all, have adopted international labour standards. These include provisions to ensure that migrant workers within their jurisdiction enjoy decent working conditions and that their rights are protected. Further, that statutory requirements governing freedom of association, working hours and remuneration are complied with, and conditions of forced labour are abolished.[95] However, national legislation may not be fully aligned with international

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[94] Skills mismatches can occur where there is an imbalance (too high or too low) between the workers' level of skill and the skills required by the type of jobs available on the labour market.

[95] Not all states are signatories to the International Labour Organisation (ILO) core conventions which protect and promote the rights of migrant workers. Some destination countries also have different labour standards for migrant and national workers, thus imposing the distinction and sometimes reinforcing discriminatory practices. The ILO

labour standards, providing regulatory gaps which can be exploited. Moreover, government mechanisms for monitoring compliance with labour standards may be lacking or weak.

Governments in countries of origin have an incentive to regulate recruitment and labour matching services for the benefit of their citizens, especially to prevent human trafficking and promote fair labour migration practices.[96] To preserve the welfare of their citizens these governments engage in negotiating bilateral agreements with destination countries to ensure that labour standards are respected. They also aim to regulate, monitor or enter into dialogue with the recruitment sector to enhance standards. Some countries of origin have gone a step further and prohibited the labour migration of their citizens to countries where international labour standards and rights are not respected.[97] In an attempt to protect their nationals, they also discourage or even ban recruitment agencies.

In a bid to maximise profit margins, private sector actors may provide working conditions that are incompatible with international labour standards. Equally, recruitment agencies and their middle-men may not always provide sufficient safeguards to ensure that the rights of migrant workers are respected and may engage in practices that expose workers to various risks. Private sector actors such as recruitment agencies and other active parties, such as professional associations and large multinationals in the sphere of recruitment and employment, have to balance the requirements of national, regional and international labour provisions, reputation and values, as well as business competitiveness.

There is some amount of friction between public and private sector actors in the area of compliance with labour standards. In some countries, the recruitment sector has been stigmatised due to the malpractices of some recruitment agencies. To counter such reputational issues and promote shared values, private sector actors have organised themselves to promote ethical practices, for example, through self-regulation.[98] There is room for cooperation between recruitment agencies, skills matching agencies, employers and workers' organisations to promote best practices in recruitment and safeguarding migrant workers' rights. There is also scope for developing and implementing industry-specific standards for recruitment and labour in sectors where there is a large demand for migrant workers.[99]

Multilateral Framework on Labour Migration states that governments should ensure that national laws and practices that promote and protect human rights apply also to migrant workers and that they are respected by all concerned (Article 8.1).

[96] Examples of countries of origin promoting regulation of the labour recruitment sector include the Philippines, Bangladesh, Indonesia, Ethiopia, Paraguay and Brazil. These states have adopted different strategies to regulate the activities of private employment agencies, including prohibition, registration and licencing.

[97] Some of these bans imposed by origin countries have been unsuccessful in that their nationals then travel via other routes. For example, Ghana banned the recruitment of workers to the Gulf countries (Akwei 2017). While bans imposed by destination countries may be more effective, they risk pushing migrants towards irregular channels (Arab Times 2019).

[98] There are examples where private sector actors have been involved in efforts to eliminate exploitative recruitment practices in their own sector. One example is the Association of Employment Agencies in Asia whose members have adopted ethical recruitment frameworks. See IOM (N.d.c.).

[99] Examples of sectors where self-regulation of private actors in the areas of recruitment and labour standards is promoted include the construction sector, domestic work and the fashion industry.

Key issues and dilemmas for joint engagement

Facilitating international recruitment to support labour market needs, while balancing this against public opinion on labour migration

While the private sector located in destination countries may be interested in attracting foreign workers to meet labour shortages that are not filled by domestic labour,[100] government actors also have to respond to sensitivities around migration issues and possible concerns of the electorate in facilitating labour mobility. Private sector actors often seek liberal migration policies that will support labour market needs through international recruitment. Public sector actors create policies that respond not only to the needs of the private sector but also to the concerns of the population at large which may not always be in favour of facilitating labour mobility through liberal migration policies. As an alternative to international recruitment, public sector actors may promote measures to meet labour shortages through upskilling or re-skilling the labour force. Thus it may be necessary to strike a delicate balance between international recruitment versus investing in training or upskilling the current national labour force, opening further channels for labour migrants and respecting their rights.

In addressing labour market needs in destination countries, private and public sector actors also need to consider similar needs in the countries of origin. For origin country governments, the task may lie in achieving a balance between nationals emigrating (via international recruitment) and avoiding labour shortages through ensuring that there is a domestic labour supply and that working conditions are favourable enough to retain needed domestic workers. This can be done through targeted measures by public sector actors, for example, by promoting employment conditions for workers in the countries of origin.[101] However, private recruitment agencies are more likely to be interested in promoting their own services to encourage the recruitment of nationals into jobs abroad. To find joint solutions, there needs to be alignment of private and public interests in the area of migration and recruitment between the countries of origin and destination (WHO 2010).[102]

Matching migrant skills with labour market needs

Section 5.1.2 discussed the need to match skills with labour market needs focusing on the education aspect of the equation. Joint action between public and private sector actors may also be beneficial in providing labour matching services in sectors where private sector solutions are lacking. Migrants, especially refugees, may not have the networks or information available to find entry points into the labour market and private sector actors (especially smaller-scale actors such as SMEs) may find it costly to engage in searches. In several countries, such as New Zealand, Australia and Canada, public sector actors, notably the municipalities, work with private sector recruitment agencies to provide skills matching for migrant workers and commercial companies.[103] However, there may be challenges around supporting migrants without recognised qualifications (see section 5.1.2) and identifying the priority areas which both private and public sector actors have in common.

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[100] This could be due to the national labour force refusing to fill the existing vacancies (e.g. due to the low status associated with these occupations). It may also be because of ongoing domestic skills gaps due to little or no training or a lack of educational opportunities.

[101] For example, Ghana has increased the remuneration of midwives and nurses several times since 2005 in response to the large number of workers relocating to the UK to work in the health sector there.

[102] Especially in countries of origin where a shortage of domestic workers may result in more development challenges. In its Global Code of Practice on the International Recruitment of Health Personnel, for example, the World Health Organisation (WHO) has recommended standards for the recruitment of health workers in countries where their recruitment to work in foreign countries may result in healthcare delivery problems in the country of origin.

[103] These services are provided for programmes implemented, e.g. by the municipalities of Wellington and Canterbury in New Zealand, see Wellington Chamber of Commerce. For Nova Scotia in Canada, see: Isans, Queensland in Australia also offers similar services.

Striking a balance between the interests and responsibilities of private and public sector actors in the recruitment of migrant workers while providing opportunities for safe mobility

Public sector actors need to find a balance in restricting, regulating and monitoring private sector recruitment while encouraging private sector actors to set and uphold ethical standards through soft measures. Along many migration corridors a key dilemma centres on how to establish ethical recruitment practices and safe migration pathways. Strictly regulating the mobility of workers may have unintended consequences for migrants, the private sector and wider society. In designing migration regulations public sector actors also need to consider these unintended consequences. Government approaches aimed at protecting migrant workers from abuse abroad by restricting outward labour mobility routes and by heavily regulating or closing private recruitment agencies have often had the unintentional effect of encouraging increased levels of irregular migration. Such practices can push desperate migrants towards smuggling and trafficking channels, thus contributing to even less safe migration (IOM N.d.c.). In order to promote better recruitment practices, it may be more beneficial to foster dialogue and cooperation with the recruitment and labour market matching sector rather than enforcing harsher regulations top-down or bearing down on private sector actors. This cooperation would focus on the joint development of regulatory frameworks, building trust, establishing monitoring systems and promoting self-regulation to help ensure fair and ethical recruitment.

Guidance points for public-private cooperation

Adopt a whole-of-government approach to labour mobility and overseas recruitment

Developing coherent recruitment and labour migration strategies and incorporating them into long-term development planning may be a useful avenue to foster cooperation between private and public sector actors. This could include strategies to jointly improve and shape narratives around labour migration and integration in destination countries. An example of fostering coherence between labour migration and recruitment policies through a public-private partnership is to develop international registries of available vacancies to support labour market mobility and the comparability of qualifications between sectors and countries (WEF 2014).[104] The public sector can support this process through policies that facilitate the recruitment of qualified foreign workers such as "expediting the issuance of work permits and creating fast-track admission procedures, relaxing immigration quotas and allowing international students to remain and work upon graduation" (GMG 2013: 5). This could be complemented by public policies that support the mobility of workers, such as tax incentives, adapting housing policies, relocation subsidies, flexible work arrangements, family support and allowing spouses to integrate into the labour market, etc. Adopting a collaborative and long-term whole-of-society approach requires involving a wide range of actors from both the public sector (i.e. government, public employment services, NGOs, education providers, housing, integration services, etc.) and the private sector (i.e. employers' associations and workers unions), (WEF 2014).

Establish public-private partnerships to prevent exploitation and abuse of migrant workers by involving the recruitment and employment sector

The private sector plays an important role in attracting, recruiting and retaining foreign workers, therefore when promoting the protection of migrants' rights public and private sector actors need to work together closely (Héraud 2015). Examples of such cooperation on improving the recruitment and employment conditions of migrant workers show that soft measures are more successful in achieving cooperation than simply implementing hard and fast regulations. Soft measures focus on raising awareness of best practices in ethical recruitment, creating networks between service providers across sectors, building capacity and trust between stakeholders and developing joint action plans. Hard regulations that are not

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[104] See also the discussion on linking training and education to skills/mobility partnerships in section 5.1.2.

accompanied by these soft measures can have the adverse effect of creating a parallel market for unscrupulous service providers who continue to engage in bad practices (Ruiz 2008).[105]

Some private sector actors adopt self-regulatory frameworks that are beyond the supervision capacity of the public authorities. These voluntary frameworks may formally establish clear labour standards and ethical recruitment practices to prevent the abuse of migrant workers (for example, in the context of informal employment, forced labour of migrant workers, exploitation and human trafficking). While such standards and their requirements may be based on existing legislation and international commitments private frameworks cannot fully replace the sanctioning role of the public authorities in eliminating bad practices. Governments will still need to ensure that labour rights are respected and that appropriate monitoring and reporting mechanisms are put in place.[106] But, towards this aim, collaborative activities and joint approaches can encourage the introduction of effective voluntary self-regulation and ethical practices by a large number of actors. Donors can help in bringing together private sector actors and their associations with public sector actors, along with civil society organisations, to strengthen networks and provide technical support (ILO N.d.).[107]

Promote flexibility in mobility (including visas) for migrant workers
In destination countries flexible recruitment, visa and employment systems designed jointly by the public authorities and employers aim to strengthen the rights of migrants and reduce exploitation. The Bahrain government, for example, aims to introduce a new Flexi system (Migrants-Rights.org 2018)[108] that allows irregular migrants to regularise their status and provides for more flexible approaches that do not tie migrants to one employer only. This Flexi system was designed after all other measures aimed at ensuring compliance were unsuccessful (such as inspection, detention, strengthening law enforcement against 'rogue' sponsors). Implementing a flexible approach requires careful navigation of various public and private sector interests and the acceptance and support of both, ideally by finding ways in which the interests of both parties are met.[109]

Jointly promote labour mobility schemes and bilateral agreements between countries of origin and destination that include standards for employing migrant workers
While some countries of origin have used their leverage to set standards for the employment of their citizens in destination countries, not all countries can achieve this. Therefore, it is important for both countries of origin and destination to respect internationally-agreed labour principles on the engagement of migrant workers. Agreements between public and private sector actors between origin and destination countries can help to promote recruitment and labour standards, such as providing written contracts for migrant workers in a language they understand which sets out the terms and conditions of the employment, including the nature of work to be undertaken, pay and pay arrangements, etc. Such transnational links are important to avoid loopholes which unethical intermediaries may seek to exploit. Joint collaboration between actors and across corridors can equally lead to developing justice reforms

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[105] This occurred in the recruitment sector in the Philippines which led to the introduction of reforms in recruitment practices and among employment service providers.

[106] Recruitment practices are still often unregulated (e.g. lack of licencing or accreditation) or the regulations are not adequately enforced so that parties can act outside the formal channels. Since this task belongs to the public authorities and is not generally carried out in concert with the private sector, this aspect is not further discussed here.

[107] ILO has several (public-private partnership) programmes that work with private sector actors in the areas of recruitment, labour standards and the employment of migrant workers.

[108] While this system is an attempt to improve the situation of informal and irregular status, it may have other challenges that need to be monitored.

[109] Some examples include strengthening migrants' rights, providing less costly and more flexible recruitment, as well as reducing irregularity and informal labour markets in destination countries.

and complaint mechanisms that monitor and enforce the rights of migrant workers. Cooperation between public and private sector actors could include setting up an accreditation system and registries of accredited and ethical recruiters. Accreditation systems benefit private sector actors in promoting their services, migrants in identifying credible service providers and public sector actors in regulating the activities of identified service providers.

Foster cooperation related to matching services for migrants, especially refugees, to facilitate employment

Private-public cooperation can be successful in the area of offering services related to labour matching for migrants and, at the same time, help to close information gaps between refugees and potential employers. Such matching services (which could include training courses on application processes and sessions with employers to answer questions around refugee employment and sustainable working relations) could be carried out by charitable organisations, such as Jobs4refugees or public authorities together with employers that can offer placements (for work, apprenticeships or internships, etc.). It could also involve jointly organised information sessions between public and private sector actors to inform migrants about ethical recruitment practices and international recruitment requirements. Such initiatives may require start-up funding and support from public funds.

Cultivate cooperation between sectors to promote responsible business conduct along supply chains that employ migrant workers (including refugees)

Private-public cooperation can help to promote the introduction of self-regulatory measures by private sector actors to foster responsible business conduct. Measures like the UN Guiding Principles on Human and Business Rights require that private sector actors implement due diligence measures throughout their supply chain. Thus ensuring that downstream companies, mostly large multinationals, can be held accountable for the activities of their suppliers in third countries. They are expected to set up systems to identify and mitigate the risks to migrant workers, even in companies and countries further up the supply chain. Governments can support companies in complying with these standards by enacting similar regulations in national legislation, or promoting voluntary standards through facilitating sector multi-stakeholder sustainability agreements.[110]

Non-profit organisations that engage with sectors employing migrant labour have recently enacted standards for the engagement of migrant labour. The Federation of International Football Associations (FIFA), for example, was criticised regarding the working conditions of migrants employed in the construction sector in preparation for the World Cup in Qatar in 2022. In response, FIFA has enacted a standard for engaging migrant labour. While it is not legally binding, companies bidding for the construction of stadiums and other infrastructure linked to the World Cup are obliged to comply with these standards. In response to this public sector actors, like the Qatari government and the government of the Emirates, have set up complementary measures to ensure that these standards are observed. There is room for further cooperation with donor agencies to promote awareness and observance of these standards and their possible adoption as national regulations (Business & Human Rights Resource Centre, N.d.b.).[111]

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[110] For example, the UK Modern Slavery Act and the French *Loi de Vigilance* set standards for combating slavery and require companies to comply with responsible business practices. The Dutch government promotes voluntary standards through facilitating multi-stakeholder sustainability agreements. For further information on due diligence and migrant workers' rights, see Korkmaz 2017. An example of a company that integrates migrant rights in its due diligence efforts in Jordan is GAP (Business & Human Rights Resource Centre. N.d.c.). H&M, another fashion company, also signed an MOU to promote ethical recruitment and promote migrant workers' rights (IOM 2019c).

[111] For more information on FIFA's human rights policy and the construction industry in the Middle East, see FIFA 2017.

Current initiatives and programmes

The Dhaka principles (initiated by the Institute for Human Rights and Business) are based on the UN Guiding Principles for Business and Human Rights and aim to add dignity to migration pathways. Companies in Asia increasingly apply these principles. They embody best practices for employers and recruitment agencies in engaging with migrants at each stage of the migration process and throughout the work cycle.

To establish innovative and complementary approaches to strengthening fair recruitment, IOM and IOE have launched the **Public Private Alliance for Fair and Ethical Recruitment** – a consultative platform "through which governments, private sector actors, civil society and other interested stakeholders can join together to develop operational tools to combat unethical recruitment and bolster industry support for businesses committed to fair recruitment practice[s]".

A tool that has been developed for this is the **IRIS standard (International Recruitment Integrity System).** It provides practical guidance for recruiters and employers on how to integrate ethical principles into their recruitment management systems and at the same time promotes social sustainability. It is based on some general concepts: respect for the law, fundamental and human rights, and ethical and professional conduct.[112] The IRIS programme is funded by Swiss Development Cooperation (SDC) and implemented by IOM and ILO. Several training and sensitisation workshops have been jointly organised by the private sector parties together with international organisations, such as IOM and ILO, donors and governments.

The Integrated Programme on Fair recruitment (FAIR) is another programme supported by Swiss Development Cooperation (SDC) and implemented by ILO. It supports measures to reduce deceptive practices during the recruitment process and ensure effective regulation of private and public employment agencies, while respecting the human rights of migrants.

Verité and the Manpower Group jointly released an Ethical Framework for Cross Border Labour Recruitment which outlines the issues and risks of engagement with unethical recruitment intermediaries and provides mitigation strategies for employers (IOM N.d.c.).

IOM is partnering with Diginex (a FinTech solutions firm)(Diginex 2019) to establish IRIS-SAFER (International Recruitment and Ethics System: Self-Assessment of Ethical Recruitment) a blockchain-based tool for the recruitment of foreign domestic service workers. This tool that will be piloted in Hong Kong will help to check the fees paid by migrants and eliminate unscrupulous practices in the recruitment of domestic workers.

There are also several public and sector-specific alliances. The Alliance for Ethical Recruitment Practices has created a voluntary framework**, Voluntary Code of Conduct for the Ethical Recruitment of Foreign-Educated Health Professionals** for the United States (FEHPs) "to help ensure the rights of FEHPs are protected" (IOM N.d.c.).

- In Kenya, Sanivation seeks to hire refugees into multiple roles to provide hygienic sanitation solutions, from the production and maintenance of its container-based toilets, to sales of the resulting briquettes. Finding refugees with the right skill sets for different positions requires obtaining detailed information from the local community. To do this the organisation not only posts public notices but also seeks out recommendations from UNHCR, local leaders and local NGOs, particularly for the more skilled positions. NGOs working closely with communities often have information on refugees' previous experience and skill sets and can therefore provide valuable assistance. Facilitating the sharing of information on refugees' backgrounds could help with hiring – whether through mechanisms that connect private sector actors to local NGOs, or

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[112] The International Recruitment Integrity System (IRIS) is implemented by IOM, ILO and funded by SDC.

via platforms for sharing refugee job qualifications.

- In Jordan, GAP, a clothing company, ensures due diligence and protection of the human rights of migrant workers and refugees through measures that prohibit discrimination and exploitative practices. It has also set up monitoring and compliance mechanisms to detect and resolve breaches of the standards. GAP, as part of its Personal Advancement & Career Enhancement Program (PACE), partners with CARE International to support short and long-term integration and to support women and girls, including Syrian refugees in Jordan.

- H&M has recently signed an MOU with IOM which addresses unethical recruitment practices and promotes the rights of migrant workers along the supply chain. It has also introduced Migrant Workers Fair Recruitment and Treatment Guidelines.

In the sports industry FIFA is seeking to promote the implementation of its human rights policy across all linked sectors. For example, in the construction industry in the Middle East, especially in relation to the ongoing construction for the World Cup Stadium in Qatar. However, the implementation of some aspects of this policy is still patchy due to current provisions in national legislation.

Working with private employers, organisations such as **Jobs4Refugees** offer matching services specifically for refugees to enhance their integration into the labour market. They receive both public and private sector funding for their services.

The Jövökerék Foundation in Hungary offers a wide range of activities, including group and individual job search consultation and techniques, skills development, CV and covering letter preparation, interview preparation, as well as job retention and conflict management skills.

The AliGN Network model has introduced an alternative approach to traditional recruitment and hiring practices in Canada (Cities of Migration 2019). The model was developed by OTEC (a sector-specific training, consulting and workforce development organisation) and works with Magnet (a non-profit social innovation organisation which uses technology-driven platforms to bring actors in different sectors together) (Cities of Migration 2019).

RecruitmentReform.org is a global online platform that gathers information on campaigns, policies and initiatives, events, case studies, news articles, legislation and international conventions related to recruitment. This is an initiative of the civil society organisation Open Working Group on Labour Migration and Recruitment. It provides information on the realities of migration recruitment and the means available to address issues. It is mostly active along Southeast Asian migration corridors and works closely with the Migrant Forum in Asia.

5.1.4. Development of markets and creation of opportunities in displacement situations

In protracted displacement situations, public and private sector actors are acting within the limits of national regulations and domestic interests to establish partnerships that help to empower refugees to move towards a path of self-sufficiency, as well as facilitate their entrepreneurial activities and employment in the workforce (Boyer and Dupont 2016).[113] These partnerships may require public sector actors to provide enabling regulations and supporting conditions that will assist migrants, including refugees, in taking steps towards entrepreneurship or employment. For example, in Uganda refugees are

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[113] Some of these partnerships are not found in a number of refugee-hosting countries because the public sector actors there are more focused on security and other social concerns (like education and health) and empowering migrants economically is not given priority.

given the right to work and may have access to land and credit facilities on arrival in the country.[114] This objective has also led to the introduction of trade for refugee employment schemes such as the EU-Jordan Compact and the Ethiopian Job Compact.[115] Private sector actors, supported by donors and governments, could use the preferences in these schemes to create opportunities for refugee employment and entrepreneurship. In this way, market-based solutions driven by cooperation with the private sector can be used to empower refugees as economic actors in displacement situations.

Key objectives in international migration and development frameworks

International frameworks reflect these objectives and have further recommend exploring public-private partnerships with a view to supporting refugees and host communities through investment and expansion of market opportunities:

- The GCM encourages states to work towards solutions that can "empower migrants and societies to realise full inclusion and social cohesion" (Objective 16). It further acknowledges that "fully integrated migrants are better positioned to contribute to prosperity" (UN 2018a paragraph 32) and similarly, states are encouraged to develop policy objectives "regarding the inclusion of migrants in societies, including on labour market integration... by fostering partnerships with relevant stakeholders" (UN 2018a paragraph 32 c).

- The GCR acknowledges that inclusive growth in support of refugees and their host communities can be achieved through promoting economic opportunities, job creation and entrepreneurship programmes for host community members and refugees, including women, young adults and those with disabilities (Paragraph 60 & 74). The GCR in general encourages public-private partnerships which aim to empower refugees. This includes partnerships based on "possible new institutional arrangements and methodologies for the creation of commercial business venture conditions and financial/business instruments; to support refugee and host community employment and labour mobility; and to enable greater opportunities for private sector investment. The private sector is encouraged to advance standards for ethical conduct in refugee situations, share tools to identify business opportunities in host countries, and develop country-level private sector facilitation platforms where this would add value" (UN 2018b Paragraph 42).

Relevant stages of the migration cycle

Investment in market development in displacement situations is important when displaced individuals arrive in the host country. Such investment provides opportunities for migrants to swiftly integrate in the labour market, earn a living and gain self-sufficiency while contributing to the local economy. The available opportunities in the labour market, among other factors, are vital in determining migrants' long-term options. If migrants return to their country of origin, re-integration into the labour market and society can be strengthened by market development.

Private sector responses in displacement situations may be relevant in the transit phase of the migration cycle. While some refugees may arrive in the closest host country and settle there, other refugees may use neighbouring countries as a transit point and engage in income-generating activities, such as employment, to raise the necessary funds to move on to their preferred destination country.

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[114] Ethiopia has also recently adopted policies that enable refugees to live and work out of camp areas.

[115] While the Ethiopian Job Compact mainly focuses on creating jobs for Ethiopians, refugees in Ethiopia are also viewed as beneficiaries of the Compact.

Relevant private sector actors

Banks	Micro-finance institutions	Multinationals and large corporations
National MSMEs	Social enterprises, foundations, charities	Small-scale entrepreneurs and start-ups

Differences and alignments in private and public sector (government & donor) interests

Private sector actors have multiple interests in engaging with refugees and their host communities in displacement contexts. Migrants (including refugees) are consumers of products and represent a pool of potential employees and employers. They can sell their products or offer their services to local populations, including other refugees, for example (Betts et al. 2014). Investing in refugee settlements can offer viable business opportunities and provide benefits to refugees and their host communities as well as the private sector (e.g. supermarkets, banks, micro-finance institutions, telecommunications companies, SMEs) (IFC 2018, Betts et al.2014). The largely untapped markets of refugee camps and settlements offer opportunities for private sector engagement. However, there are numerous risks and challenges involved, especially in relation to regulations, infrastructure gaps and the purchasing power of refugees and host communities.[116]

While the governments of countries hosting large numbers of refugees acknowledge the need to provide an enabling environment to promote refugee entrepreneurship, along with matching services and infrastructure, they are constrained by limited resources and competing domestic challenges. Thus, they feel the pressure to prioritise between response to domestic challenges faced by the host community and responding to the needs of refugees, or both needs which may sometimes overlap. Cooperation between private and public sector actors could thus address the needs of refugees by providing services and by investing to support their empowerment which, in turn, will contribute to improving economic output in the host region (IFC 2018).[117]

Studies show that, apart from profit margins, private sector actors are interested in being sustainable and socially responsive businesses (IFC 2018 and 2019, Landeghem 2016). Through providing services to refugees, businesses can promote their brands and engage in socially beneficial activities. Private sector actors are equally concerned about the high level of displacement globally and recognise the need to support solution-based approaches. This suggests that the interests of public and private sector actors are largely in alignment, as both aim to have a meaningful impact on the lives of refugees and enhance their socio-economic integration, while contributing to the economic development of the hosting region. Both actors appear to be willing to invest in such opportunities as recent data point to a new and expanding market of private sector initiatives and public-private partnerships that engage with refugees and host communities throughout Africa and the Middle East (IFC 2019).

Friction between public and private sector actors occurs where the prevailing regulatory framework does not serve the interests of private sector actors in engaging with migrants. For example, where regulations restrict or prevent businesses from engaging migrants, including refugees, as employees or suppliers.

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[116] While there are often market dynamics at work in refugee camps and settlements, it is asked to what extent market activities facilitated by international humanitarian support would be sustainable without that assistance.

[117] IFC found that the presence of the Kakuma refugee camp, located in north-west Kenya, had led to greater economic output in the host region (increase of 3.4%), increased local employment by 2.9% and contributed to better health levels in the host community.

While public sector actors may seek to boost private investment in displacement situations, low profitability and a limited understanding of the inherent risks mean that private sector actors refrain from investing without government backing. However, there is scope for collaboration between private and public sector actors to promote investment in displacement situations by reducing the risks involved for MSMEs (small scale entrepreneurs and start-ups). These could include providing seed funding for small-scale entrepreneurs and start-ups, access to markets (as part of a supply chain), providing incentives for hiring refugees and displaced persons and enacting regulations that will support the growth and survival of these enterprises. Hence, private sector actors such as banks, micro-finance institutions, multinationals, large corporations and social foundations can help governments and donors advance in their commitments to several international migration and development frameworks, such as the GCM, GCR and SDGs.

Key issues and dilemmas for joint engagement

Fostering the self-sufficiency of refugees in collaboration with the private sector and promoting benefits to host communities

Host governments are confronted with the dilemma of removing national legal and regulatory constraints that prevent refugees from working or running their own businesses and the need to create opportunities that benefit host communities and the national population. In most cases these objectives are viewed as opposing (polarised) and not as part of a market continuum. Thus, they find it difficult to strike a balance between these two objectives. Numerous governments in fact limit the opportunities for refugees to integrate into society and join the labour market in an attempt to prioritise nationals and protect the domestic labour market in countries where poverty and high unemployment levels are prevalent. Studies suggest that the most limiting factors preventing private sector engagement in areas affected by displacement are national legal and regulatory constraints[118] which limit refugees from working or owning property (IFC 2019). In Lebanon and Jordan, for example, which are major refugee hosting countries, refugee participation in the labour market is limited to only four sectors. These are construction, agriculture, environment/cleaning services and factory work. By limiting migrant access to low productivity and low pay sectors, governments inadvertently ensure that refugees do not become self-sufficient or economically independent. The main challenge for public and private sector actors is to develop joint strategies which will enable the private sector to invest in refugees in displacement situations and benefit their host communities. At the same time this will reduce migrants' dependency on aid, foster their self-sufficiency and eventually decrease pressure on donors and governments. Public sector actors would need to introduce policies that facilitate refugee access to the labour market and improve mobility within the society (e.g. through out-of-camp policies and granting ownership rights to refugees). In addition, the private sector would provide opportunities for refugees to take advantage of these policies by offering employment and promoting entrepreneurship.

Providing access to infrastructure which will promote accessibility to markets and development

While the majority of refugees live in cities, other refugees in camps are often confined to remote areas with poor infrastructure and limited social and commercial services (Muggah and Abdenur 2018).[119] Obstacles inherent to the remoteness (e.g. poor road infrastructure, distance from larger markets and proximity to transport facilities, such as bus or train services, commercial airports or ports), lack of

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[118] For example, some countries restrict opportunities for international migrants to work in the formal labour market of the host country (IFC 2019 and Betts et al. 2014). Migrants may face further constraints in owning property or obtaining the right to open a business, notably due to administrative requirements which refugees may not be able to meet (e.g. failing to hold certain documentation like identification, health insurance, and proof of contributing to a pension plan).

[119] The World Refugee Council reports that 60% of all refugees and 80% of all internally displaced persons live in urban areas.

infrastructure and the fragility of refugee situations have traditionally kept the private sector from investing in locations hosting refugees (IFC 2019). The recurring inflow of refugees further stretches resources and service delivery in refugee hosting regions. This often means that there is pressure on limited resources, such as food, water and land; pressure on already limited social services, such as healthcare and education, and a general lack of commercial services, such as banking and telecommunications (UNDP 2018).[120] Further challenges (IFC 2019)[121] include the absence of information and data on opportunities which would enable the private sector to weigh up the commercial viability of investing in this sector[122] (IFC 2018 &2019, Betts et al. 2014 and Landeghem 2016). Similarly, there is limited insight into the nature of refugee populations and little or no information available on the socio-economic and cultural contexts of refugees and host populations (IFC 2019). These factors mean that there is little incentive for the private sector to invest in developing markets or businesses around displacement situations. These conditions equally make it difficult for smaller businesses to expand their services to refugees (although there is potential for market development). Moreover, while business activities are found in remote refugee settlements, the economy may still be largely built around humanitarian rations (cash/in-kind) with little independent purchasing power. Hence, public and private sector actors need to work together to create joint solutions that promote accessibility to services and goods for refugee populations and promote jobs or entrepreneurship in areas that show poor market development. This may involve the joint development of transport and communication infrastructure, like roads and energy (especially renewable energy options), donors could provide assistance to governments and private sector actors in implementing these solutions (WB 2019).[123]

Providing employment in displacement situations

International and humanitarian commitments may require that public sector actors promote the self-sufficiency of refugees by creating opportunities for employment. In a bid to assist refugee hosting states, trade preferences have been negotiated between some of these states and their trading partners.[124] Public and private actors are faced with the challenge of aligning their divergent interests to turn these trade preferences into employment opportunities for refugees. The dilemma for both actors is to create 'decent' jobs that will be attractive to both refugees and the host communities. Studies reveal that jobs created under the Compacts have unfavourable conditions. As a result, these jobs are rejected by the host populations and mostly filled by refugees (BICC 2018). However, some refugees also reject these

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[120] Hosting refugees in remote areas without adequate provisions also has environmental impacts. For more information, see the example of Rohingya refugees in Bangladesh.

[121] Hurdles that are specific to local refugee entrepreneurs and startups wanting to develop a business in refugee camps (and host communities) include the lack of capital for investment, lack of skills and education, poor financial literacy, limited access to financing opportunities (e.g. restrictions on opening a bank account and obtaining loans, as well as knowing where to access financing, etc.), restrictions on mobility and limited access to external markets (e.g. in some countries refugees face constraints on leaving camps), lack of formal job opportunities, high rental charges and insufficient space available for rent, as well as social and cultural barriers.

[122] Commercial and financial data are important for private sector engagement with refugees, yet most information to date has come from the academic, development and humanitarian fields of study.

[123] Through IDA18 funds The World Bank supports refugee hosting states and communities in adopting legal policy reforms to promote refugee inclusion, as well as building infrastructure for basic services in refugee hosting communities, supporting the livelihoods of host communities and refugees, promoting policy dialogue and strengthening the financial resilience of host governments (WB 2019).

[124] The European Union has signed trade Compacts with refugee hosting countries, like Jordan and Lebanon, which use trade preferences to support their refugee hosting capacity. These are the Jordan Trade Compact (Temprano Arroyo 2018); see (EC - Jordan) and EU Lebanon partnership Trade Compact. In the case of Ethiopia, the EU signed a jobs Compact to help create decent employment opportunities for Ethiopians and refugees. For more information, see EU Emergency trust fund for Africa.

jobs and prefer to work informally due to the cumbersome regulatory and administrative requirements (such as documentation or high administrative fees) (Barbelet et al. 2018).[125] The conducive environment to promote investment in refugee hosting communities may be lacking and thus prevent private actors from engaging with these communities. Also, the skills sets of refugees may not fit the job profiles of the available employment opportunities, making it further expensive for private actors to employ and re- or upskill refugees and host communities. Therefore joint engagement between public and private actors need to address these obstacles that limit creating employment opportunities in the displacement context by providing regulatory and policy support for missing infrastructure and investment conditions, while ensuring that the jobs provided have adequate working conditions beneficial to both migrants and host communities. For example, Public sector actors, for example, could promote measures to grant easy access to work permits and exercise regulatory supervision of working conditions, while private sector actors, for their part, could increase employment of refugees and host communities, and ensure decent working conditions.[126]

Balancing friction between host communities and migrants when creating economic opportunities
Government policies together with private sector approaches need to ensure that initiatives providing support to refugees do not lead to conflict between refugees and host communities. In some countries, the host communities lack access to services and economic opportunities as much as, or even more than the refugees do. Targeting one group over the other can lead to further conflict over opportunities. For instance, conflicts between refugee entrepreneurs and entrepreneurs in the host communities have emerged mostly as a result of competition for limited markets and access to products. Therefore, when empowering refugee entrepreneurs public and private sector actors need to take into account the relationship dynamics with the hosting communities (IFC 2018). Programmes for economic empowerment and job creation therefore should generally be jointly targeted in an integrated way at displaced persons, migrants and other vulnerable individuals in the host society (KII3 2019). For example, employment opportunities for displaced persons could equally provide employment for non-migrants in the society.[127] However, such programmes should be flexible enough to allow migrants and displaced people to benefit if the local population is not interested.

Guidance points for public-private cooperation

Provide support for refugee entrepreneurs
Public sector actors can create or enforce the legal and policy framework, while private sector actors can provide concrete tools to support refugee entrepreneurs. In countries with restrictive policies for refugees, governments with the support of donors could undertake reviews of these policies to enable flexible integration of refugees and access to market opportunities. The World Bank IDA18 regional sub-window for refugees and host communities, for example, provides funding for governments and private actors in countries hosting large numbers of refugees to support legal solutions or policy reforms with regard to labour market participation and the livelihoods of refugees, among other things (WB 2019). Private sector actors working together with public sector actors can help to facilitate refugee entrepreneurship through incubator labs that identify and support innovative services and products offered by these entrepreneurs.

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[125] Refugees may not be able to meet the requirements for work permits as they have little or no documentation. Fees charged for work permits may also be high and they may not be able to afford to pay for them. Studies reveal that refugees who are tied to employers as a result of work permit issues, may prefer to work informally.

[126] Private sector actors have also introduced self-regulation and voluntary standards to improve working conditions and prevent the exploitation of migrant workers, including refugees (see section 5.1.3 on recruitment services, labour matching and setting labour standards).

[127] See the provisions of the separate Compacts between the EU and Ethiopia, Lebanon and Jordan which stipulated that a certain percentage of the local population should also be employed in the jobs created.

Refugee-owned enterprises could also be integrated into the value chains of larger companies. This particularly applies in the case of refugee-owned enterprises that produce goods and services that can serve as inputs. Large consumer companies could integrate products made by refugees into a range of products which they sell or make.[128] Refugee-owned businesses create employment for refugees and members of the host community, therefore contributing to positive social perceptions of refugees as well as the domestic economy. Private sector actors could encourage suppliers to source inputs from refugee enterprises, while public sector actors could equally provide incentives (such as tax benefits) for businesses that source inputs from refugee-owned enterprises. However, to avoid inciting conflict, these incentives to refugee enterprises will need to be socially-acceptable, e.g. through being equally available to migrant enterprises and other businesses in the host communities owned by vulnerable populations.

Small-scale and flexible venture capital investment may offer an opportunity to test innovative approaches and initiatives at the early stages of market development, before investing large sums in new markets. Measures like these could also be put in place around established private sector financing opportunities to match them with interested investors and funding structures (IFC 2019). Refugee entrepreneurs could also be supported through innovative financing schemes like crowdfunding, subsidising inputs for their businesses and offering financial literacy support. Private and public sector actors could create platforms that encourage refugee entrepreneurs to document and share their experience and success factors with potential investors (IFC 2019).

Address infrastructure gaps and work together to improve accessibility to markets
Private and public sector actors could jointly design measures to address the infrastructure and accessibility challenges faced by refugee populations, especially when they live in camps in remote areas. Such initiatives could include providing access to markets, access to basic services and improved infrastructure for refugee populations and host communities. This can be done by undertaking joint infrastructure projects with the private sector financing the infrastructure developments and the government underwriting the costs. This would ensure the delivery of products (such as food supplies, small-scale products for petty trading) and services (such as financial, health, education, telecommunication, etc.) to displaced persons and host communities who would both benefit from the development.

Design joint initiatives to promote the employment of refugees by the private sector
Public and private sector actors can work together to facilitate the integration of refugees in the labour market through specific jointly designed initiatives that address restrictive regulations. Collaboration could be targeted at creating opportunities for refugees to access employment in sectors where they are most needed by the private sector and where they are likely to find work. Thus, creating the motivation for governments to review restrictive regulations on refugee access to the labour market. Governments should support legislation that provides refugees with improved access to work opportunities based on the real needs of the private sector balanced against the employment needs of the host population to avoid conflicts between refugee and host populations. In addition, governments should exercise supervision and enforcement to ensure that the employment opportunities open to refugees and migrants meet national labour standards and provide decent working conditions.

Public and private sector actors can also cooperate to collect data on investing in refugees, host communities (e.g. collecting empirical data on demographics, education levels, skill sets, revenues, spending habits and consumption patterns, as well as credit-worthiness) and their respective needs. Private sector actors can collect data based on their engagement with refugee and host communities, while public sector actors could set up the platforms to collect and analyse this data. Such information is

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[128] For more information, see IKEA.

crucial to both public and private sector actors in making decisions on how to engage with refugee and host communities.[129]

Current initiatives and programmes

The IFC studied more than 170 private sector initiatives involving refugees and host communities, suggesting an elevated level of private sector activity (IFC 2019). While some of these examples of initiatives are at an early stage and are still refining their approaches, they offer promising avenues for public-private sector engagement. An example of such an initiative is the Africa Enterprise Challenge Fund[130] arising from a partnership between the World Bank Group and the UN to foster private sector investment in the Kakuma refugee camp (Kenya), as well as other refugee areas. Other examples include Sanivation, M-Kopa and D.light,[131] as well as Copia (IFC 2018 and 2019).[132]

Sanivation, a Kenyan social enterprise, launched a project in Kakuma in which toilets transform waste into fuel, thereby tackling two urgent key needs in camps: sanitation and cooking fuel. It also provides employment opportunities for refugees (IFC 2019). The manufacturing costs are subsidised by public sector actors. The importance of addressing these needs gives Sanivation a significant opportunity to scale up its activities in this sector in the future.

Besides hiring and training a large number of refugees, IKEA, a Swedish furniture company, has introduced a range of products made or designed by refugees. The TILLTALANDE collection is made in association with the Jordan River Foundation and women artisans that include both Jordanian locals and refugees.

In the Azraq refugee camp in Jordan, UNHCR and the International Labour Organization (ILO) inaugurated the first Employment Office in Azraq refugee camp (ACE) in February 2018 (Ibanez Prieto 2018). The ACE, set up in cooperation with the government of Jordan and sponsored by the Dutch government, aims to facilitate access to formal work opportunities throughout Jordan for refugees living in the camp. Refugees who obtain work permits are able to leave the camp for up to one month at a time. The facility also provides refugees with counselling services, information on labour rights, training opportunities and job matching services (UNHCR 2019.).

There are three market operations in the Azraq camp: shops – 50% owned by refugees and 50% by the host community - which provide the camp with food, restaurants, accessories, bikes and many other items. In addition, UNHCR and its partners have set up an Incentive Based Volunteering (IBV) scheme through which refugees play an active role in the functioning of the camp while earning some extra income (UNHCR 2019). Community Centres facilitate vocational training courses, community gatherings and general information activities provided by all the agencies. "They foster an environment for community learning, livelihood activities, innovation, online learning and feedback mechanisms through information sessions with refugees and humanitarian service

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[129] This data collection can help to determine the skill sets of refugees and host populations, what kinds of jobs are needed or what the working conditions are like for refugees and host communities. The Migrants in Countries in Crisis Initiative MICIC Initiative provides voluntary and non-binding guidelines on how to engage with migrants, including refugees. The input for these guidelines were provided by private and public sector actors (including civil society organisations, governments, private sector actors and international organisations).

[130] The World Bank Group and the United Nations started a business challenge with the aim of attracting more private businesses to the area. This initiative targets national companies and social entrepreneurs, as well as refugee and host-community entrepreneurs, awarding grants, financing and coaching to the winners.

[131] M-Kopa and D.light are solar energy firms that supply electricity to low-income households in remote areas.

[132] Copia enables customers in semi-urban and rural areas around Nairobi to order non-perishable and durable goods which Copia then delivers to small local businesses that have been recruited as Copia agents. Such an initiative benefits both parties, as Copia enlarges its customer base and Copia agents increase their monthly earnings. Additionally, this initiative provides customers with a larger assortment of goods.
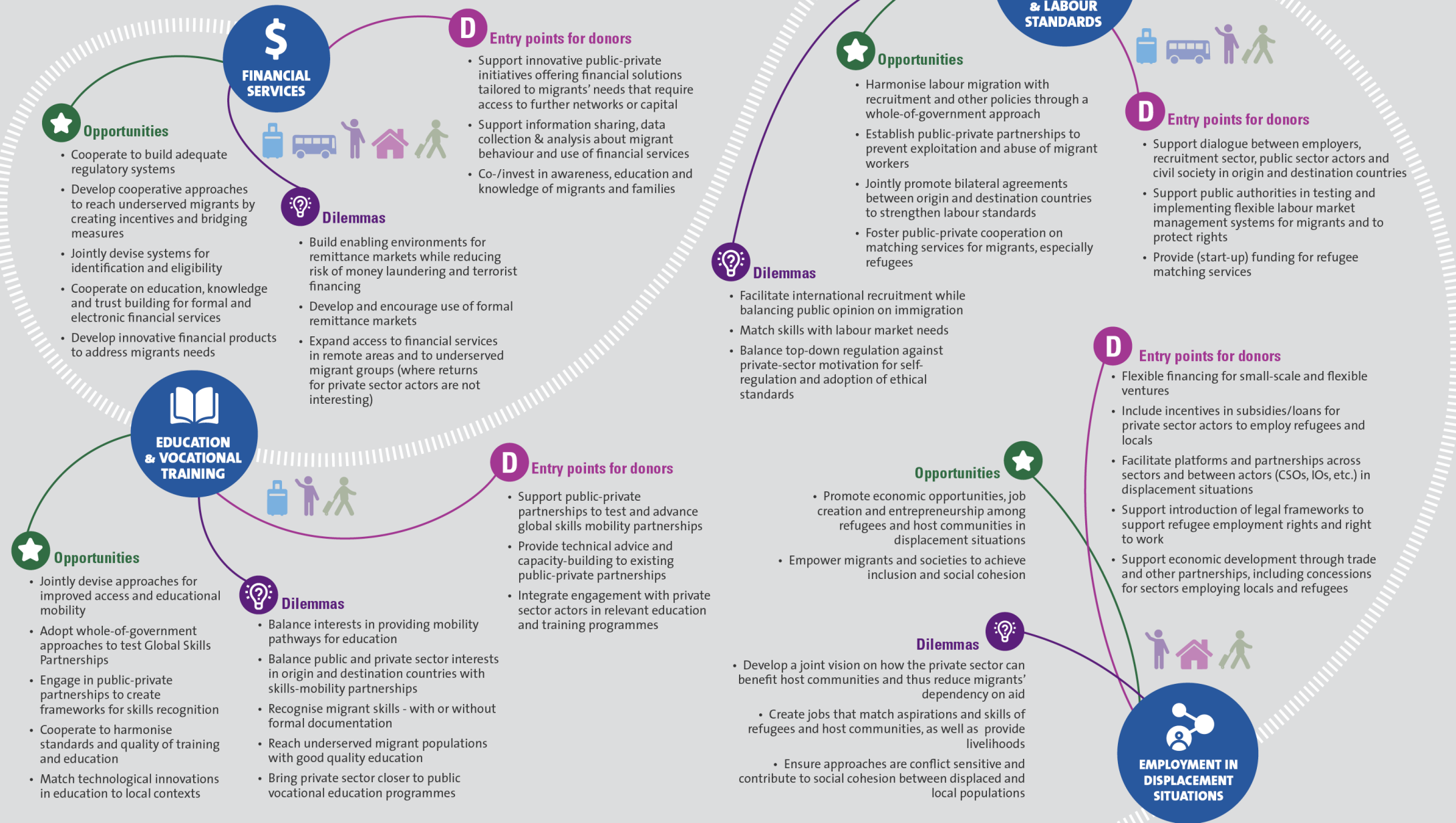
providers, a suggestions box and community initiatives" (UNHCR 2019:4).

The Solutions Alliance (UNDP - Geneva Partnerships) - launched in 2014 - explores ways of engaging the private sector (local MSMEs and international cooperation) to turn displacement challenges into development opportunities. It develops innovative local solutions, helps shape the global policy agenda and connects actors in a vibrant network. Its activities take place through national groups in Somalia, Uganda, Tanzania and Zambia as well as in thematic groups.

In the case of the EU-Jordan Compact only four companies have qualified for preferential rules of origin and they employ less than 300 Syrian refugees (Grawert 2019). The economic reasons are that other companies in the Mediterranean region and Asia have comparative advantages in these products. Jordanian manufacturers are mostly oriented to regional markets and do not necessarily see any benefit in increasing their standards to be eligible for the European market (Grawert 2019). Syrian refugees also prefer taking jobs in the informal market which offer them employment based on the skills they already possess. Syrian workers also do not wish to be separated from their families which is what would happen if they were to work in the special economic zones (Huang 2018).

The World Bank IDA18 regional sub-window for refugees and host communities provides US$2 billion of dedicated funding to help low-income countries hosting large numbers of refugees. The funds provide for medium-term investments that benefit both refugees and host communities. Fourteen countries currently benefit from these funds, they include Burundi, Burkina Faso, Democratic Republic of Congo, Mauritania and Rwanda, Chad, Cameroon, Republic of Congo, Djibouti, Ethiopia, Niger, Pakistan, Uganda and Bangladesh. The World Bank works with governments and other actors including the private sector to promote refugees' welfare and inclusion in the host country's socio-economic structures, support legal solutions and policy reforms relating to refugee integration, as well as access and participation in the economy and labour market. The programme also aims to ensure access and quality of services and basic infrastructure for refugees and host communities, support livelihoods in host communities, support policy dialogue and activities to facilitate the sustainable return of refugees to their country of origin and strengthen government finances related to their hosting responsibilities.

DILEMMAS, OPPORTUNITIES AND ENTRY POINTS FOR PUBLIC-PRIVATE COOPERATION FOR SAFE, ORDERLY AND REGULAR MIGRATION

ecdpm

Legend: pre-departure · transit · arrival · long-term options · return and integration · interconnection

FINANCIAL SERVICES

Opportunities
- Cooperate to build adequate regulatory systems
- Develop cooperative approaches to reach underserved migrants by creating incentives and bridging measures
- Jointly devise systems for identification and eligibility
- Cooperate on education, knowledge and trust building for formal and electronic financial services
- Develop innovative financial products to address migrants needs

Dilemmas
- Build enabling environments for remittance markets while reducing risk of money laundering and terrorist financing
- Develop and encourage use of formal remittance markets
- Expand access to financial services in remote areas and to underserved migrant groups (where returns for private sector actors are not interesting)

Entry points for donors
- Support innovative public-private initiatives offering financial solutions tailored to migrants' needs that require access to further networks or capital
- Support information sharing, data collection & analysis about migrant behaviour and use of financial services
- Co-/invest in awareness, education and knowledge of migrants and families

EDUCATION & VOCATIONAL TRAINING

Opportunities
- Jointly devise approaches for improved access and educational mobility
- Adopt whole-of-government approaches to test Global Skills Partnerships
- Engage in public-private partnerships to create frameworks for skills recognition
- Cooperate to harmonise standards and quality of training and education
- Match technological innovations in education to local contexts

Dilemmas
- Balance interests in providing mobility pathways for education
- Balance public and private sector interests in origin and destination countries with skills-mobility partnerships
- Recognise migrant skills - with or without formal documentation
- Reach underserved migrant populations with good quality education
- Bring private sector closer to public vocational education programmes

Entry points for donors
- Support public-private partnerships to test and advance global skills mobility partnerships
- Provide technical advice and capacity-building to existing public-private partnerships
- Integrate engagement with private sector actors in relevant education and training programmes

RECRUITMENT AGENCIES & LABOUR STANDARDS

Opportunities
- Harmonise labour migration with recruitment and other policies through a whole-of-government approach
- Establish public-private partnerships to prevent exploitation and abuse of migrant workers
- Jointly promote bilateral agreements between origin and destination countries to strengthen labour standards
- Foster public-private cooperation on matching services for migrants, especially refugees

Dilemmas
- Facilitate international recruitment while balancing public opinion on immigration
- Match skills with labour market needs
- Balance top-down regulation against private-sector motivation for self-regulation and adoption of ethical standards

Entry points for donors
- Support dialogue between employers, recruitment sector, public sector actors and civil society in origin and destination countries
- Support public authorities in testing and implementing flexible labour market management systems for migrants and to protect rights
- Provide (start-up) funding for refugee matching services

EMPLOYMENT IN DISPLACEMENT SITUATIONS

Opportunities
- Promote economic opportunities, job creation and entrepreneurship among refugees and host communities in displacement situations
- Empower migrants and societies to achieve inclusion and social cohesion

Dilemmas
- Develop a joint vision on how the private sector can benefit host communities and thus reduce migrants' dependency on aid
- Create jobs that match aspirations and skills of refugees and host communities, as well as provide livelihoods
- Ensure approaches are conflict sensitive and contribute to social cohesion between displaced and local populations

Entry points for donors
- Flexible financing for small-scale and flexible ventures
- Include incentives in subsidies/loans for private sector actors to employ refugees and locals
- Facilitate platforms and partnerships across sectors and between actors (CSOs, IOs, etc.) in displacement situations
- Support introduction of legal frameworks to support refugee employment rights and right to work
- Support economic development through trade and other partnerships, including concessions for sectors employing locals and refugees
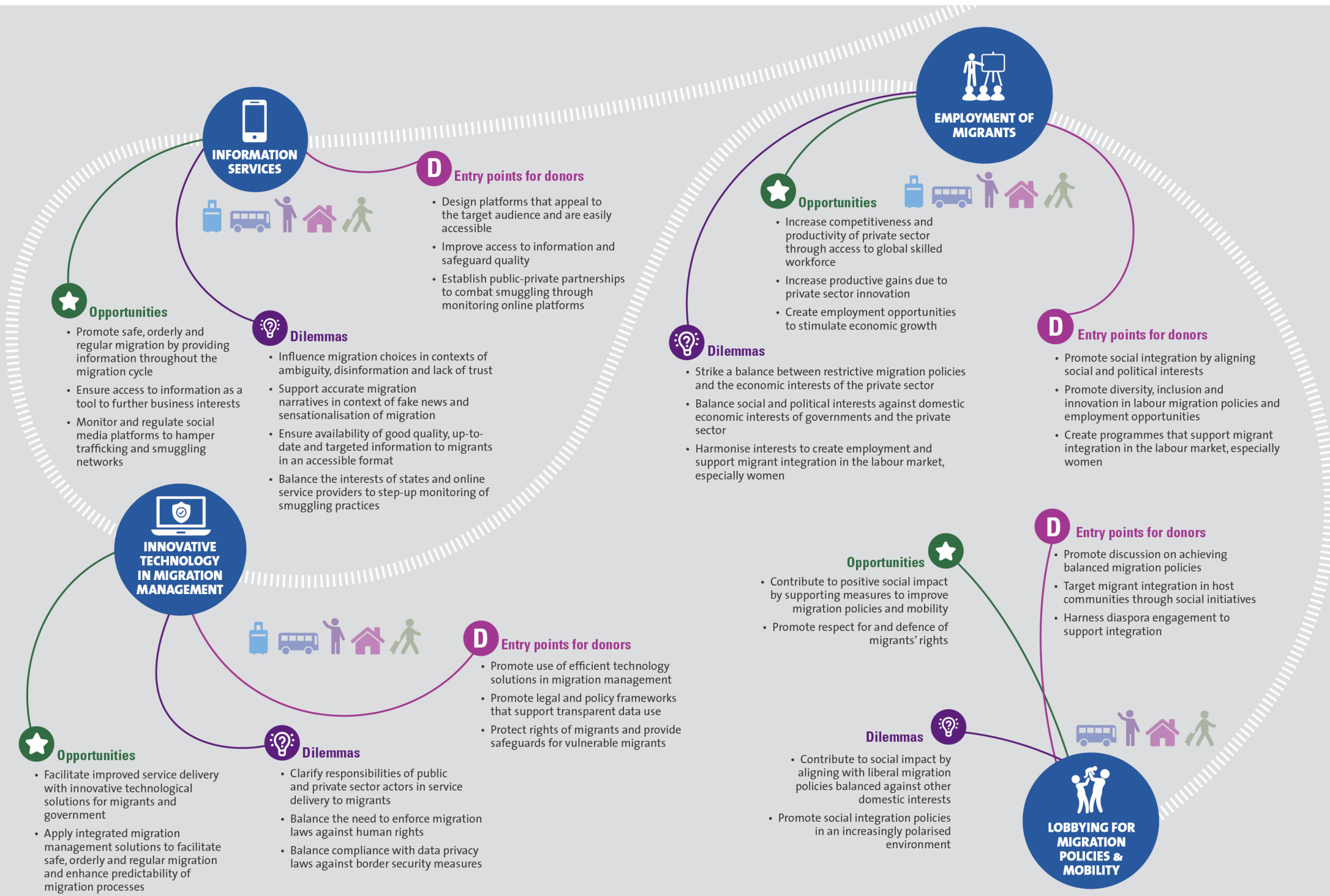
INFORMATION SERVICES

D Entry points for donors
- Design platforms that appeal to the target audience and are easily accessible
- Improve access to information and safeguard quality
- Establish public-private partnerships to combat smuggling through monitoring online platforms

Opportunities
- Promote safe, orderly and regular migration by providing information throughout the migration cycle
- Ensure access to information as a tool to further business interests
- Monitor and regulate social media platforms to hamper trafficking and smuggling networks

Dilemmas
- Influence migration choices in contexts of ambiguity, disinformation and lack of trust
- Support accurate migration narratives in context of fake news and sensationalisation of migration
- Ensure availability of good quality, up-to-date and targeted information to migrants in an accessible format
- Balance the interests of states and online service providers to step-up monitoring of smuggling practices

INNOVATIVE TECHNOLOGY IN MIGRATION MANAGEMENT

D Entry points for donors
- Promote use of efficient technology solutions in migration management
- Promote legal and policy frameworks that support transparent data use
- Protect rights of migrants and provide safeguards for vulnerable migrants

Opportunities
- Facilitate improved service delivery with innovative technological solutions for migrants and government
- Apply integrated migration management solutions to facilitate safe, orderly and regular migration and enhance predictability of migration processes

Dilemmas
- Clarify responsibilities of public and private sector actors in service delivery to migrants
- Balance the need to enforce migration laws against human rights
- Balance compliance with data privacy laws against border security measures

EMPLOYMENT OF MIGRANTS

Opportunities
- Increase competitiveness and productivity of private sector through access to global skilled workforce
- Increase productive gains due to private sector innovation
- Create employment opportunities to stimulate economic growth

Dilemmas
- Strike a balance between restrictive migration policies and the economic interests of the private sector
- Balance social and political interests against domestic economic interests of governments and the private sector
- Harmonise interests to create employment and support migrant integration in the labour market, especially women

D Entry points for donors
- Promote social integration by aligning social and political interests
- Promote diversity, inclusion and innovation in labour migration policies and employment opportunities
- Create programmes that support migrant integration in the labour market, especially women

Opportunities
- Contribute to positive social impact by supporting measures to improve migration policies and mobility
- Promote respect for and defence of migrants' rights

D Entry points for donors
- Promote discussion on achieving balanced migration policies
- Target migrant integration in host communities through social initiatives
- Harness diaspora engagement to support integration

Dilemmas
- Contribute to social impact by aligning with liberal migration policies balanced against other domestic interests
- Promote social integration policies in an increasingly polarised environment

LOBBYING FOR MIGRATION POLICIES & MOBILITY

5.2. Cooperating to provide services to migrants and governments related to migration governance

Private sector actors acting as service providers to governments (in addition to their profit-generating activities) support migration governance by governments. This may be effected through the efficient delivery of services to migrants on behalf of governments, for example. Such engagement may shift state responsibility from the visible organs of the state to private sector actors. In the past, this has raised concerns about whether private sector actors can be held responsible for breaches of state commitments, especially in relation to human rights abuses and respect for migrants' rights as laid down by international law (Lahav 1998). States can also regulate the relations between private sector actors and migrants by imposing requirements which may curtail migrants' access to services. An example is the requirement to declare immigration status as a precondition to gaining access to health services, housing or opening bank accounts (Consterdine 2018). Key questions for the public sector include: (i) how can the private sector offer effective solutions to support public sector objectives in migration management? and (ii) how can private sector products and services improve migration outcomes and migrants' experience with regard to public sector commitments concerning safe, orderly and regular migration?

5.2.1. Providing accurate and timely information at all stages of the migration process

Accurate and timely information enables migrants to make safer choices throughout the migration process. Information is important in protecting migrants from exploitation, trafficking and vulnerable situations. Governments in sending, receiving and transit countries, as well as other international organisations, therefore have an interest in providing migrants with information about migration processes, outcomes and opportunities to enable them to make informed choices. Awareness-raising and providing potential migrants with information about migration is often part of the work of public sector actors (e.g. government, local authorities, consular and diplomatic missions). However, this also takes place in collaboration with private sector actors or is outsourced to them (e.g. to traditional media companies, social media companies and advertising agencies). In addition, private sector actors communicate and provide information to migrants or about migration independently as part of a business strategy or corporate responsibility, or in providing their contracted services.

Key objectives in international migration and development frameworks

Governments and other public sector actors have committed to providing timely, accurate and transparent information to migrants in several frameworks.

- Objective 3 of the GCM commits to **"provide accurate and timely information at all stages of migration",** in particular through promoting "multilingual, gender-responsive and evidence-based information campaigns and organis[ing] awareness-raising events and pre-departure orientation training... in order to promote safe, orderly and regular migration, as well as to highlight the risks associated with irregular and unsafe migration".
- This is to ensure that potential migrants are properly informed about their rights and obligations and the available options for safe, orderly and regular migration, plus that they are aware of the risks of irregular migration (UN 2018a paragraph 10). Through the GCM, states have further committed to dispel "misleading narratives that generate negative perceptions of migrants".

Relevant stages of the migration cycle

Timely information is important at all stages of the migration cycle. Migrants require access to information about migration opportunities and the regulations which apply in the countries of origin, transit and destination. Adequate Information is particularly relevant prior to the migration process in the country of origin. At the pre-departure phase information about safe migration pathways, living and working conditions in the destination country, recruitment practices (costs/fee structures/procedures), rights, visa requirements, etc. is necessary to be able to make informed decisions. Accurate information can also help migrants in transit to make informed choices about their onward movement and learn about their rights, as well as how to obtain assistance or protection. This is especially important in the context of migrant smugglers who spread misinformation conducive to their business practices. Information and guidance are equally important upon arrival to inform migrants of their rights and obligations (e.g. including information on the national laws and customs) and on how to access basic services. Before and upon return, migrants require information about return and what re-integration support there may be available to them.

Relevant private sector actors

Media (newspapers, radio, television stations, etc.)[133]	Advertising and communications agencies[134]	Film production companies
Internet service providers	Social media companies[135]	

Differences and alignments between private and public sector (government & donor) interests

Private sector actors may provide information to migrants to further their business interests. This may take place as a service provider to the government, e.g. when private sector actors are contracted to provide information services on behalf of the government. They may also do this independently, for example, when the aim is to provide goods and services to migrants.[136]In addition, migration is always topical for private media and news outlets given its appeal and wide public interest. Private companies offering communication channels to migrants are generally committed to societal objectives. Some private sector actors may equally be interested in fulfilling beneficial functions for society, such as providing, analysing or communicating information that counters human trafficking as part of *pro bono* work or corporate social responsibility. Responsible private sector actors in destination countries employing migrants also have an

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[133] Through the use of old and new communication technologies, the media contributes to the monitoring, identification and authentication of migration information. Thus, it plays an increasing role in shaping contemporary migration infrastructures (Kosnick 2014).

[134] For example, IOM worked with the advertising agency Saatchi & Saatchi with the aim of countering human trafficking.

[135] Internet providers and social media offer the platforms by which information is spread and can influence migration decisions. About 7 EU member states are engaged in public-private partnerships with online providers to prevent migrant smuggling (EMN 2018).

[136] For example, recruitment agencies provide information to potential migrants about job opportunities in destination countries.

interest in providing information about the working conditions, labour needs and skills in demand in the country of destination so that prospective migrants can prepare for their arrival, and to assist them in making an informed decision.[137]

The motivation for public sector actors (governments of destination and origin countries, as well as donors) in providing information to prospective migrants predominantly lies in enabling migrants to make well-informed choices and to minimise the risks of irregular migration and human rights abuses along migration routes. Information and awareness-raising is thus often aimed at influencing migrants' mode of action and promoting safe and legal migration. Beyond this, the objective is to inform migrants about services, laws and obligations that govern migration (entry, stay and exit) in the countries of destination or transit. Responsible governments are further concerned about accurate representation of the facts around migration processes and have introduced measures intended to promote positive public discourse between migrants and host communities.

Friction between private and public sector actors occurs when public sector actors actively monitor, regulate and censor information channels. Governments have increasingly begun monitoring and regulating social media platforms and internet providers in the context of anti-smuggling and anti-trafficking efforts (e.g. to restrict informational content posted by migrant smugglers and human traffickers). Private sector actors are strongly committed to the confidentiality of their customer base and users (i.e. encryption, anonymity, etc.) which - apart from the vast amount of data involved - poses challenges for government in monitoring information in the context of criminal activities, such as smuggling or trafficking.

One of the objectives of some private sector actors in this field, is to promote fact-based journalism and maintain freedom of information. However, in a number of contexts, this has increasingly come under pressure due to interference (and in extreme cases, repression or intimidation) by the state.[138] While the interests of both public and private sector actors in providing transparent information to prospective migrants may differ, there is scope for public and private sector actors (especially the media, advertising and communications agencies) to cooperate in the area of understanding how information influences the decisions of migrants with a view to providing access to information and improving the quality of the information available to migrants. Both actors could also work together towards balancing the discourse in society surrounding public perceptions of migration and migrants.

Key issues and dilemmas for joint engagement

Influencing migration choices in contexts of ambiguity, disinformation and distrust

Migrants' social networks play a role in determining their decision to migrate, the choice of destination and patterns of movement, as well as their perceptions of the available opportunities. These social networks are sustained by information flows using social media platforms and other channels, including word of mouth and the mass media (Crawley & Hagen-Zanker 2018). Brokers and migrant smugglers deliberately use such channels to spread false information that plays into their beliefs and customary views but which may expose migrants to threatening situations. Public and private sector actors are faced with the challenge of providing and maintaining information channels that are easily accessible to migrants (potential or otherwise) and which are updated on a regular basis. Public sector actors aiming to influence decisions around migration need to have a clearer understanding of how current information flows and the use of social media and networks influence migration behaviour. They also aim to devise effective awareness and information strategies (i.e. messages, trusted sources and channels) to counterbalance the false

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[137] See section 5.1.3 on providing recruitment, labour market matching services and setting labour standards.

[138] This is of course context specific. There are also contexts in which public sponsored media have a strong focus on fact-based journalism while some private media actors may be more focused on profits through sensational reporting with less emphasis on facts.

information currently given. Private sector actors seek to enhance information flows between social networks based on privacy standards, however, they are also required to combat misinformation disseminated through their channels. Governments alone often do not have the resources to carry this out effectively and thus engage with private sector actors to support them in this task. It may also take several private sector actors (e.g. social media platforms, data analytics companies and public information agencies) working together with other state and non-state actors (e.g. CSOs, military, local authorities and local leaders, etc.) to develop effective communication and information strategies for migrants.

Supporting accurate narratives in the context of fake news and the 'sensationalisation' of migration
Private media concerns play an important role in shaping public opinion on migration and migrants and thus have a responsibility to provide accurate news and information. However, some media outlets - in a bid to increase media attention, traffic flows and profitability - sensationalise their reporting on migration. Inflammatory headlines about migration can undermine social cohesion and, at worst, spur xenophobic attacks on migrants. Governments, together with responsible businesses, media outlets and foundations, are engaged in supporting constructive public discourse underpinned by factual and balanced reporting. Public and private sector actors thus both play a part in how information about migrants and migration is provided and in so doing need to strike a balance between their political beliefs, interests and the greater public good. Public sector actors, while unable to control the reporting of private sector actors, can promote factual and balanced communication and ensure that accurate information is provided. Media companies and journalists, for their part, can support the inclusion of migrant voices in debates and engage in credible and responsible reporting beyond simply selling news.

Balancing the interests of states and online service providers to monitor trafficking and smuggling
When actively monitoring platforms governments and public sector actors need to find a balance between respecting their privacy and data protection rules as well as the privacy guarantees of media platforms (especially social media) on the one hand, against the objective of disrupting criminal smuggling and trafficking networks on the other. In aiming to influence and detect online content to counter illicit activities, government authorities and other public sector actors have to balance cooperation (public-private partnerships) against the need for appropriate legal and regulatory frameworks that are binding on private sector actors. There are numerous obstacles which hinder online monitoring of activities related to smuggling. These include the fact that online providers give little or no priority to monitoring smuggling issues compared with other crimes, monitoring restricted and encrypted pages and the use of the dark web. Tech companies have in the past also shown a lack of pro-active involvement in using algorithms to detect pages that have been set up to organise smuggling (Kozlowska 2018), besides issues of cooperation with online service providers, such as data sharing (EMN 2018). The practices of government agencies in detecting smuggling activities and monitoring migrant flows may also be in breach of their own data protection regulations (Fanta 2019).[139] However, actively monitoring social media and information sources can lead to criminal groups changing their tactics and patterns of operation with the result that migrants have to use even less reliable sources of information, exposing them to further exploitation (UNODC N.d. and Latonero & Kift 2018).[140] It is therefore important that states have information sites online to provide an alternative when sites provided by smugglers or traffickers are taken down.

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[139] For example, the European Asylum Support Office (EASO) has been monitoring social media (Facebook and YouTube) to detect migration patterns and migrant smuggling. However, the EU data protection authority has raised concerns about these practices and has put a temporary ban on such activities.

[140] Monitoring of sources would mean that migrants would not be able to easily exchange information with family members and networks, thus exposing them to unreliable information and possibly further risks. For private sector actors like social media companies, giving access to state actors to monitor feeds and information would undermine their business model, as people (including migrants) would then use these channels less. This is why migrant networks increasingly use encrypted social media apps which are more difficult to monitor.

Guidance points for public private cooperation

Provide up-to-date and good quality information to migrants in a targeted and accessible way

Private sector actors may have additional means and strategies as well as a greater capacity to reach potential and actual migrants than public sector actors alone. This applies especially to the (social) media and advertising companies. Public and private sector actors can cooperate in the areas of awareness-raising as well as providing and disseminating information to prospective migrants on a variety of issues, from pre-departure to return. Although channels providing access to information are improving, they are not always regularly updated and usually focus on a narrow target group. Private sector actors can further complement the government's efforts by making information available to migrants in an accessible and efficient manner. Awareness campaigns need to be human-centred and designed in a way that responds to the behaviour and needs of users (Evjen 2018). Depending on the context, a variety of the channels most frequently used by the target audience will need to be utilised. In addition, messages should be imparted by trusted and influential voices (e.g. prominent figures, diaspora groups or the local community, because they are more likely to lend credibility to such counter-narrative initiatives (EMN 2018)).

Public and private sector actors can also work together to provide communication channels that can be used by victims of trafficking or migrants in vulnerable and exploitative situations. For example, a joint initiative of the Bahrain Labour Market Regulatory Authority and the telecommunications company VIVA provides SIM cards to migrant workers so that rights violations can be reported (UNODC N.d.a.). Joint partnerships can promote using information about migration patterns and migrant flows to inform policy changes, especially in response to the needs of migrants. Apps and social media platforms targeted at migrants could be jointly designed and funded. These apps would provide data about patterns among users, which channels are frequently used by different migrant groups, what kind of information is available through media sources and how these contribute to shaping migrants' aspirations and the decision to migrate. Some apps which provide information to migrants are designed to collect data at an aggregate level to examine user patterns. Private and public sector actors could use this information to design better migration policies. Thus, cooperation between public and private sector actors could provide access to a wider range of migrant populations.

Promote accurate narratives on migrants and migration in sending, transit and host communities

Public and private sector actors can cooperate in promoting accurate narratives and positive societal discourse on migration. Accurate narratives should focus on changing negative societal perceptions about migrants and migration through more balanced, fact-based and comprehensive reporting of migration issues. Public and private sector actors can promote media programmes which showcase integration and social cohesion. They should equally discourage polarised discussions of migration and inflammatory reporting which may fan xenophobic behaviour. Public-private partnerships can also combat fake news through establishing joint platforms to verify and assess information before reporting. Partnerships of this kind would enable private sector actors to gain access to the latest government information thus preventing the continued circulation of wrong or obsolete information. Joint measures could be taken to promote responsible reporting by establishing guidelines for comprehensive coverage of migration issues by the media.[141]

Engage in public-private partnerships to combat trafficking and smuggling practices

Public-private partnerships can help with developing software, exchanging information and training law enforcement staff to navigate the rules and context of media platforms used for illicit activities. Anti-trafficking organisations and public sector actors could use social media platforms and apps to

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[141] The e-media toolkit designed by the European Union Agency for Fundamental Human Rights provides training courses, resources and an experience sharing platform for journalists working for media outlets to enhance the quality of their reporting on migration.

communicate about trafficking practices. Private sector actors could assist law enforcement agencies in developing software to track and combat trafficking and smuggling. However, it is important that data and privacy regulations are observed (Erthal Abdenur and Brasil 2019).[142]

Design information platforms that appeal to the target audience and are easily accessible

To ensure widespread use and greater visibility of information provided to migrants, it is important to design information platforms based on the habits and needs of the target beneficiaries. App designers can adapt their products to the local specifics of the beneficiary migrant populations (such as the language(s) spoken by the beneficiaries); level of literacy and local realities.[143] Partnerships between private sector actors (like technology firms) and public sector actors (e.g. donors, humanitarian and development practitioners) are useful to centralise funds as well as capitalise on the technical expertise of the technology firms and the knowledge of humanitarian and development practitioners about local realities and the constraints faced by the target beneficiaries. Partnering with governments could also provide private sector actors with faster and more accurate information on legislation and practices relevant to the beneficiaries.

Current initiatives and platforms

Some migrant information centres and online platforms are run by international organisations, foundations or development partners in association with private sector actors in the origin, transit and destination countries. Several aid organisations, such as the International Rescue Committee and Mercy Corps, have worked with technology firms like Google.com, Oracle and Cisco to build platforms that provide timely information to displaced migrants on safe routes, rights and services available in conflict-affected settings in Europe, Jordan and El Salvador. Some examples are Signpost, Khabhrona.Info, CuéntaNos and Refugee.info, other platforms like Techfugees and Refaid provide similar services.

After realising that Venezuelan migrants on the Brazilian border had limited access to mobile phones (which were often sold to finance their journey) and even more limited access to a reliable internet connection, a group of researchers at the Igarapé Institute developed the OKA free phone app which provides information to migrants at the Brazilian–Venezuelan border. Once downloaded, OKA can be used offline to obtain information on Brazil's federal public services, ranging from "housing, schools, health care, social and legal assistance, jobs and disaster response and preparedness" (Erthal Abdenurand and Brazil 2019). The app provides a secure user interface. It monitors fake news and does not collect the individual data of end-users but collects aggregate data to determine user patterns. There are several examples of interactive apps that provide information on integration and migration in local languages and using concepts with which targeted migrant groups are familiar. For example, the Ijra Game is an interactive app developed by the Association *Gorara pour les Arts et les Cultures* in Morocco. Through a game which can be downloaded to a phone or tablet, migrants can gather more information about their migration status, integration and other social questions that they may have.

Many information campaigns have been launched in recent years to combat migrant smuggling, trafficking and irregular migration (e.g. the EU Action Plan on smuggling). They use various techniques and messages and are often implemented by international organisations, such as IOM, ICMPD and UNHCR, as well as governments in destination and origin countries. Some of them partner with private sector actors for dissemination. An example is the Surprising Europe campaign launched by the Netherlands in cooperation with the EU and IOM. This is a social

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[142] This is because hackers have used migrant data to spread misinformation, point migrants towards human traffickers and to organise xenophobic violence against migrants. Data and privacy will be further discussed in section 5.2.2.

[143] It is equally important to provide information that can be made available offline, as limited internet access often prevents migrants from gaining access to necessary information during their journey (especially in the transit phases).

media awareness campaign that aims to prevent irregular migration as well as combat smuggling and trafficking practices targeting migrants to Europe (EMN 2018). There are several other such campaigns.

The Bali Process has created a handbook on creating effective information campaigns related to migrant smuggling and human trafficking (Bali process 2015). Information platforms are also used to assist migrants with integration into their host communities.

The DRIM project supports cohesion and economic development in the Danube region by promoting migrants' economic integration through effective information sharing. It was designed with the support of the EU and in collaboration with private sector actors in the region.

5.2.2. Providing innovative technology for better management of migration and borders

An increasing number of migration management solutions are driven by innovative technologies. These technology solutions are changing service delivery options in terms of time and the medium of delivery since they also provide faster and remote options for migration management (Molnar and Muscati 2018).[144] The private sector offers solutions for integrated border management which include software solutions, equipment and management modules designed to enhance the border management strategies of government agencies. Emerging technologies, such as blockchain, biometrics, data analytics and machine learning, have brought new risks and opportunities. For governments using technological solutions brings the ability to deploy fast and efficient solutions, combined with a wide reach across borders. In displacement situations technological solutions have proven to be efficient both in predicting the movements of displaced persons (to enable service provision) and in tracking populations facing imminent danger.[145] Technology is also being harnessed to counter both migrant smuggling and human trafficking.

Key objectives in international migration and development frameworks

Global frameworks commit to a number of objectives regarding border management and migration governance which increasingly rely on technology provided by private sector actors.

- Objective 11 of the GCM highlights states' commitment to promoting efficient border management in an integrated, secure and coordinated manner. Border management policies should respect national sovereignty, the rule of law, obligations under international law and the human rights of all migrants. They should also be non-discriminatory and respect the right to privacy and protection of personal data.
- Private sector actors also implement migration legislation when acting on behalf of the state. Public agencies and private sector actors charged with administering immigration detentions must do so in a non-discriminatory manner that is consistent with human rights and they should be held accountable for human rights violations (Objective 13).
- Innovative technological solutions are equally deployed when making decisions on who can enter a country. Technology can help increase predictability as well as simplify visa application processes and visa/permit decisions (Objective 12) with a view to promoting legal certainty and transparency in migration decisions. The global frameworks acknowledge the need to respect the right to privacy and protection of personal data when using these solutions.
- The GCR advocates for the use of technology and digital solutions by the private sector (Paragraph 33) for the identification, registration and documentation of refugees (Paragraph 58).

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[144] For example, Canada uses artificial intelligence in arriving at migration decisions for potential migrants.

[145] For example, IOM's Disaster management tracking matrix designed with Deloitte.

- The SDGs similarly, acknowledge the role of technological change in contributing to economic growth, raising living standards and reducing poverty, referring to technological solutions in 10 of the 17 SDGs. It further acknowledges the use of innovative technology solutions in managing migration.

Relevant stages of the migration cycle

Innovative technology solutions for managing access to services are important in the pre-departure phase, especially when there is a procedure for destination countries to determine which migrants will be allowed entry through a points-based application system, for example. Private sector actors also implement migration laws and participate in border management in the pre-departure phase. For example, in verifying that entry requirements have been met or as part of visa processing procedures. In the transit phase, technology solutions assist public sector actors in transit countries with identifying and providing services to vulnerable migrants, especially refugees and displaced persons. On arrival in the countries of destination these solutions may determine access to and administer the services that migrants are entitled to.

Relevant private sector actors

Information and data technology firms	Database management firms	Software development companies
Equipment providers	Security agencies	Border management companies
Transport companies	Private visa processing agencies	Companies managing detention

Differences and alignments in private and public sector (government & donor) interests

Private sector actors are seeing a growing market in developing and providing technological solutions for government clients. These solutions meet the demand for fast, efficient and effective processes that contribute to improved service delivery and resolving the uncertainty faced by migrants, especially in relation to migration decisions made by states, thereby facilitating regular movements of persons. Private companies are sometimes required to implement rules and regulations governing migration and mobility. To protect their own interests, they may do so in a restrictive manner to avoid possible sanctions. For example, airline carriers may decide not to carry asylum seekers if they do not have proper travel documentation to avoid carrier sanctions imposed by destination countries, e.g. in the European Union (Baird & Spijkerboer 2019).

States are increasingly adopting innovative technology solutions to arrive at migration governance decisions.[146] Public sector actors use technological solutions to restrict or facilitate the mobility of migrants, process migrant claims on arrival and effect returns of irregular migrants. For example, algorithms and

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[146] A recent Accenture survey among 91 leaders of border agencies in Australia, Finland, France, Germany, Japan, Norway, Singapore, the UK and the US, found that despite challenges 92% are willing to adopt next-generation technologies.

artificial intelligence are used to decide which skilled migrants are needed in the labour market, thus providing legal access for potential migrants (Molnar and Muscati 2018). Algorithmic decision-making processes are also used when placing refugees in communities where they are most likely to integrate successfully (McAuliffe 2018). Blockchain technology is used in refugee camps to enable migrants to establish their lost identities and access services such as cash transfers or receive food aid (see also the section on financial services).[147] Governments and public sector actors engage with private sector actors as service providers (e.g. as contractors or producers) or to implement services on behalf of the government.

Friction may arise between public and private sector actors as these solutions designed by the private sector may lack certain key components of public service delivery, such as accountability, participation and transparency, evident by the lack of open access to information or complaint mechanisms. Public and private sector actors need to manage the risks associated with innovative technology in migration management. For example, ensuring compliance with data and privacy standards. Private sector actors may be required to implement government regulations that are sometimes contrary to their business interests. There is scope for cooperation between public and private sector actors (especially companies involved in designing and implementing border management solutions) on how to improve migration management through technology and facilitate safe, orderly and regular migration while delivering on public service mandates and protecting the privacy of migrants.

Key issues and dilemmas for joint engagement

Clarifying the responsibilities of public and private sector actors in both service delivery to migrants and implementing migration-related policies

Public and private sector actors are jointly responsible for adhering to good governance requirements, especially in relation to transparency and providing citizen and client-centred service delivery. Using technology solutions can easily remove the human dimension when delivering services on behalf of the state (Molnar and Gill 2018). While private sector actors may improve efficiency in service delivery, they may have less focus on compliance with due process. For instance, complaint mechanisms are needed through which migrants can channel their grievances or dissatisfaction with the service delivery processes. It also needs to be clear who holds the final responsibility. A key issue therefore is how public and private sector actors can clearly distinguish between actions that fall under the responsibility of the state and those taken by private companies acting on behalf of government actors, and who can be held liable for what. This will help to ensure actor responsibility in implementing migration-related policies.

Balancing the need to provide efficient services against safeguarding human rights

Public sector actors have an interest in regulating border security through the use of innovative technological solutions within the limits of the law and respect for human rights. However, there are increasing concerns about the use of technology and the outsourcing of border management, detention and return procedures to private sector actors. It could be argued that the increased use of private sector actors to implement border management solutions and migration legislation has shifted state responsibility to private sector actors. In some countries, where private companies carry out migrant detention and expulsion on behalf of the state, there are reported incidents of human rights breaches particularly among migrants in an irregular situation (UN 2019). In some cases, detainees are required to carry out forced unpaid labour, are detained in unsanitary conditions, or suffer harsh and xenophobic treatment (Urbi

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[147] Governments use biometric solutions to facilitate the movement of persons such as tourists, business executives and other regular migrants, while also preventing the movement of irregular migrants and document fraud. Examples of these include: face recognition, iris scans, finger ID by transport companies and airport security companies. Biometric data, including iris scans, are increasingly used to verify migrants' identities in the distribution of aid at refugee camps. In countries of origin biometric databases are set up with the idea of connecting them to international databases for security reasons and to assist with the identification process for returning migrants.

2018).[148] Public sector actors retain supervisory control and ultimate responsibility for the actions of the private sector (acting on their behalf). Public sector actors, however, are often under-resourced and may lack sufficient capacity to provide regulatory inspection to ensure compliance. Cooperation between public and private sector actors needs to ensure that migrants, particularly those in vulnerable situations, are not exploited but afforded the necessary levels of protection.

Balancing compliance with data privacy laws against migration management and border security issues

When governments - mostly in cooperation with other public or private sector actors - use technological solutions to streamline service delivery, improve efficiency or combat illicit activities related to migration (UNODC N.d.a.), data privacy may be at risk. This may especially be the case where deportation decisions are based on biometric data collected without consent (e.g. through use of apps or SIM cards, see also the above discussion in 5.2.1 on providing information to migrants). Collection of personal and biometric data extends beyond the necessary requirements for migration management purposes. The privacy of affected migrants may be compromised when this data is used for other purposes. Questions have been raised around the ethical use of biometric data by the private sector, in particular the risk of data transfer for other purposes (commercial or public) beyond the scope of the consent for which the data were given (Zandonini 2019).[149] Private sector actors are usually compelled - by legal provisions or through interconnectivity with government databases - to provide information on migrants. There is scope for collaboration between public and private sector actors in designing and enforcing enhanced border management solutions that limit the collection of data to what is directly relevant and necessary to accomplish a specific purpose and retaining the data for only as long as necessary to fulfil that purpose (European Data Protection Supervisor, 2015). Public and private sector actors can also work towards the use of privacy-enhancing technologies when implementing migration-related solutions to comply with data protection laws.

Guidance points for public-private cooperation

Promote the use of efficient technological solutions in migration management

Governments and private sector actors can further develop innovative solutions, like blockchain technologies, that help to reduce the cost of financial transactions (see also the section on financial services) and improve access to identity documents, especially for displaced persons. This would also be useful in cases where there are no civil registries or they do not function properly. There is room for the use of innovative technologies in return and re-integration processes to the countries of origin. These solutions can be used to keep track of the progress of returning migrants in re-integrating into their communities. The use of biometric technology for refugees to access services in Jordan is an example of this. Such collection and use of data, however, will need to take place in a context of proper safeguards and data protection (e.g. using sufficiently developed encryption systems).

Develop legal and policy frameworks that ensure data protection and support transparent data usage

Public and private sector actors can work together to establish adequate or review existing legal and regulatory frameworks to protect privacy and the data of migrants, especially where new technologies are used. They can also cooperate on building technological solutions that promote data privacy. Transparent regulations should be able to hold both government agencies and private sector actors accountable for non-compliance. Regulatory firewalls could also be used to protect migrants' privacy and data. Such

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[148] For more information on private investment in immigration detention, see Immigration Detention: An American Business.

[149] Biometric data collected for one purpose may be used as a basis for identifying irregular migrants and enforcing their return. A pilot is being designed by the EU and Niger.

firewalls could be used to prevent the exchange of biometric data between actors (Bilger et al. 2011).[150] This would enable private sector actors to provide services to migrants without the risk of breaching regulatory requirements.

Protect migrants' rights and develop adequate safeguards, especially for vulnerable migrants
Public sector actors can include provisions in outsourcing agreements to ensure that when acting on their behalf the private sector actor complies with human rights regulations. It is equally important to set up joint monitoring and compliance mechanisms under legal frameworks and international commitments, such as the Global Compacts on Migration and Refugees. Such soft compliance mechanisms can ensure transparency among public and private sector actors. Exposure to public scrutiny through third party monitoring (e.g. civil society organisations) can also contribute to accountability, especially where this relates to providing adequate safeguards and respecting the rights of migrants. Civil society organisations, other private and public sector actors could work together to establish joint standards of operation to ensure adherence to international commitments.

Current initiatives and programmes

Collaboration between public and private sector actors has produced a number of innovative technological solutions:

The [displacement tracking matrix](#) developed by Deloitte, SARI and IOM, for example, is a tool which can predict refugee migration patterns in the Middle East.

Several private sector companies design and implement migration management solutions on behalf of states e.g. Kessing Technologies, which designs biometric IDs for refugees using blockchain technology and has solutions to assist states with document verification. There are also startup companies, like Quanergy, engaged in designing border management solutions using sensors and smart sensing technology.

Through its Smart Digital Agency programme the Finnish Immigration Service (MIGRI) is taking steps to promote the adoption of new technologies designed to enable the digital transformation of its operations. In a series of pilots the initiative will examine the potential impact of emerging technologies, such as analytics, artificial intelligence, machine learning, robotics and intelligent processing services. These solutions were jointly designed with several private sector actors, including Accenture in 2016.

In Canada, algorithms and artificial intelligence are being used to determine the outcome of migration applications (Molnar & Gill 2018) which has led to some concerns about procedural fairness.

In Jordan retinal scans are used in refugee camps to distribute food aid. This system has brought many benefits compared with ration cards, however, there are concerns about it while many refugees note that they preferred the old system as it provided more flexibility (Staton 2016).

Vision-Box is a private company that has provided face recognition technology at the Queen Beatrix International Airport Aruba since 2015 (Vision-Box 2015).

Technology companies are increasingly developing and offering face recognition technology in response to government requests for tools to manage mobility (Fang & Winston 2017). Immigration detention facilities are increasingly being run by private companies while private security companies offer security services at detention facilities and state borders. For example, G4S, a global integrated security company, offers services to governments ranging from secured transportation of detainees to running detention centres and providing advisory services on improving border security.

The [Tech Against Trafficking](#) (TAT) initiative aims to leverage the full potential of technology to help

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[150] Although some countries generally oppose the practice of using regulatory firewalls, it is widely applied in South America and in some cantons of Switzerland. Cantons like Biel, Fribourg, Lausanne, Vaud and others provide basic services to migrants, such as education for undocumented children and healthcare services for migrants, without informing the federal service.

eradicate human trafficking and modern slavery. It is a coalition of technology companies (which includes Amazon, Vodafone and Nokia) working with global experts, the public sector and civil society to "scale the use of technology to prevent, disrupt and reduce human trafficking and increase and expand survivors' access to resources".[151]

5.3. Collaboration on employment, job creation and integration

As the largest **employer** of migrant workers, the private sector is important in promoting economic growth and improving productivity in the domestic economy. Public sector actors cooperate with the private sector to support an increase in investment and employment opportunities in the countries of origin and destination with the aim of alleviating pressure on host communities, boosting economic growth and development, as well as offering income earning opportunities as potential alternatives to migration. The governments of transit countries are also concerned about the secondary effects of large flows of migrants on the economy and society. In destination countries the private sector can support government efforts to integrate migrants into the host communities (IOM and McKinsey & Company 2018).[152] The employment of migrants is linked to the availability of skilled human capital and fair recruitment processes (see sections 5.1.2 and 5.1.3).[153] However, migrants benefit both countries of origin and their host countries. Migrants often increase the total factor productivity due to efficiency gains created by increased specialisation in the labour force (OECD 2018a). Highly skilled migrant workers bring knowledge transfer and skills that promote innovation in the host countries and also contribute to the economy by paying taxes and spending money, including investing. Key questions for the public sector include: (i) how can it support the private sector in creating opportunities for actual and prospective migrants (in addition to host societies) and enable migrants to contribute to economic development, (ii) how can the competitiveness of domestic economies be improved by having a dynamic and inclusive international workforce, and (iii) how can it promote social integration initiatives for migrants in cooperation with private sector actors.

Key objectives in international migration and development frameworks

Internationally agreed frameworks acknowledge the role of the private sector in employing migrants, facilitating mobility and offering opportunities to migrants and those that seek alternatives to migration.
- The private sector facilitates labour mobility and can contribute to enhancing the availability and flexibility of pathways for regular migration (GCM objective 5).
- The private sector equally provides economic opportunities and creates jobs for refugees and displaced persons (Paragraph 74 GCR).[154]
- This role of the private sector is acknowledged in the Sustainable Development Goals. SDG 8 focuses on promoting inclusive and sustainable economic growth through promoting full and productive employment and decent work for both men and women (Target 8.5).

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[151] See: BSR - Tech Against Trafficking.

[152] Studies show that well-integrated migrants are more likely to have better employment and adequate housing, leading to efficiency gains in the economy.

[153] Section 5.1.2 describes the role of public and private sector actors in providing education and vocational training. Section 5.1.3 focuses on providing recruitment and labour market matching services and setting labour standards.

[154] See also section 5.1.4 which looks at market development and the creation of employment opportunities in displacement situations.

Relevant stages of the migration cycle

Employment opportunities can be important in the pre-departure phase of the migration cycle where potential migrants may find viable alternatives to migration. In the transit phase, migrants, including refugees and displaced persons, may find employment in either the formal or informal sectors or may be self-employed as entrepreneurs (see also section 5.1.4 on private sector response in displacement situations). One important driver of migration which influences the choice of destination is employment opportunities in destination countries. Private sector actors can thus be the first contact points on arrival. Employment of migrants contributes to their more rapid integration into the host community.

Relevant private sector actors

All companies in destination, transit and origin countries are relevant to this objective as they could potentially hire or be created by a migrant worker.[155] The relevant private sector actors are thus very disparate.

Differences in private and public sector (government & donor) interests

Private sector actors benefit from flexible migration policies which permit access to migrant labour that will fill domestic skills shortages on the labour market. They are interested in sourcing cheap, available and skilled labour that will boost profit margins and increase their own competitiveness. Large corporations are also interested in hiring highly skilled and talented employees to improve the diversity of their workforce and increase innovation and productivity at the same time. Attracting and retaining skilled labour is expensive and many private sector actors, especially MSMEs, may not have the resources to engage highly skilled migrant workers. For example, the financial cost and time needed to obtain permits for migrant workers may appear daunting for a small business owner who could benefit from the services of migrant workers (KII3 2019). MSMEs are also mostly unaware of the different regulatory requirements they have to meet when hiring migrant workers.

Governments aim to maximise gains from migration in the form of increased labour productivity. For example, in OECD countries where the relative human capital of immigrants is higher, the increased productivity through migrant labour leads to increases in GDP per capita (Boubtane, Dumont & Rault 2014). Migrant workers fill an important role in maintaining labour supply, filling labour shortages and contributing to social insurance funds in their host countries. Conversely, governments are equally concerned about social cohesion effects and public perceptions about migration. They therefore need to strike a balance between differing social, political and economic interests.

In light of these considerations governments in destination countries may implement policies that strictly regulate sourcing certain labour skills from outside their own countries or regions. These measures contribute to increasing the cost of hiring migrants and limiting the possibility of sourcing skilled migrant labour from abroad.[156] In some countries low-skilled migration is not openly discouraged by specific policies

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[155] For details of the categories of private sector actors, see section 2 of this paper.

[156] For example, most EU member states apply a labour market priority test based on community preference which, on a case by case basis, checks whether the position can be filled by a suitable candidate in the given country or from elsewhere within the European Economic Area (EEA) before an employer may hire an employee from outside the

but the existence of policies for highly skilled migration makes the preference evident (Bertozzi 2010). There are also other countries that rely heavily on the intervention of migrant workers in various sectors. For example, Qatar and the United Arab Emirates depend on both high and low skilled migrant labour in all sectors of the economy (ILO N.d.a.).[157] In addition, governments may promote regulations that enhance the circular mobility of migrant workers in a bid to attract migrant workers and balance societal concerns. Another aim of governments and donors in supporting the private sector, especially in origin countries, is to provide alternatives to migration, especially for the youth of the country in areas of high outward mobility and where there is high unemployment (Diaz-Briquets and Weintraub 2019).[158]

Friction may arise between public and private sector interests because the private sector seeks to source cheap foreign labour rather than building skills in the domestic workforce, while governments may be more interested in promoting greater adaptation of the domestic workforce and better social cohesion. However, in some instances, private sector actors also need additional incentives and an adequate regulatory environment for them to see the added value of widening their hiring or sourcing strategies to include migrants with a view to fill labour market shortages. There is thus room for cooperation between public and private sector actors, especially through large employer organisations and directly with businesses, to enhance the potential that job creation and employment offers in terms of opportunities for migrants, including potential migrants and refugees.

Key issues and dilemmas for joint engagement[159]

Achieving a balance between the migration interests of states and the economic interests of businesses

Private sector actors invest in employing migrant workers, providing on-the-job training and upskilling these workers. In return, they expect to retain their employees for a certain number of years to be able to recoup their investment. However, the changing landscape in migration and the increasing use of restrictive migration policies by public sector actors has reduced predictability for employers who choose to hire migrant workers.

Besides this, complex migration policies and non-transparent enforcement in most countries have resulted in unpredictable outcomes for private sector actors. For example, migration policies are usually spread across different policy areas, including labour, employment and residence regulations, with different compliance requirements demanded by public sector actors at different levels (e.g. federal, regional, municipal actors). This makes it difficult and expensive for small-scale private sector actors to gain an overview of the requirements and ensure that they understand the policies and can comply with the demands. The challenge is for public and private sector actors to find a balance between implementing migration policies in a way which is cost-effective for businesses while implementing migration policies that are accepted by society at large.

EU. However, some countries, like Belgium, have more flexible procedures for certain categories of workers, such as highly skilled employees (EMN 2010, 2011). The recent US policy change on migration relating to the H-1B Visa aims to increase the cost of hiring highly skilled migrants from abroad (Semotiuk 2019 and Pierce & Gelatt 2018).

[157] According to the ILO, migrant workers make up more than 80% of the population of Qatar and the United Arab Emirates and the majority of the population of Bahrain and Oman.

[158] The evidence base for this policy assumption is weak, however, and the effects of such strategies may lead to greater mobility levels.

[159] Other dilemmas relating to the private sector's role as an employer that touch upon recruitment, skills matching and labour standards are discussed in section 5.1.3.

Balancing the social and political interests of the voting population against the domestic economic interests of governments and the private sector

While some countries have policies that foster the integration of migrant workers, especially OECD countries,[160] most developing countries do not (MIPEX 2015). The absence of integration measures helps to fuel negative narratives on migration as migrants are sometimes perceived as distant from their host communities and cannot directly contribute to or benefit from social processes. Studies show that well-integrated migrants are more efficient and productive (McKinsey & Company 2016). Governments are equally concerned about social and cultural cohesion effects and public perceptions about migration. While integration policies would assist in addressing these concerns, they are sometimes not properly implemented in those states where they exist (MIPEX 2019). Anti-immigration groups in states also exploit socio-cultural differences between migrants and host communities to press for more restrictive migration policies. However, in countries where migrant labour is essential for the growth and competitiveness of the domestic economy, states need to strike a balance between social and political interests on the one hand, and the need for migrant labour on the other. Moreover, governments are often interested in regulating labour migration through ensuring fair and standard treatment of migrant workers (especially their own nationals abroad) and the protection of domestic workers. The dilemma for public and private sector actors is whether to promote economic growth and improved productivity through facilitating labour mobility or to reduce the opportunities for migrant workers in response to increasing social and political tensions. Thus, public and private sector actors need to find a way to balance these differing social, political and economic interests when promoting mobility for migrant workers.

Promoting partnerships and initiatives that encourage to promote (youth) employment opportunities in origin and destination countries

Creating opportunities for youth employment in both the countries of origin and destination is a pressing need in the context of providing viable alternatives to migration but also to internationally match skills and labour market needs (see here also the discussion on Global Skills Partnerships in section 5.1.2). It requires taking an integrated approach that combines educational measures with recruitment and labour matching services along with integration into the labour market through employment. Public-private partnerships in the area of youth employment may be motivated by several factors, including addressing government failures, improving the effectiveness of service provision and labour market operation by providing information on labour market needs and job placement services that connect employers and employees (Glick, Huang and Mejia 2015). For public sector actors, such as governments and donor agencies, partnering with the private sector can help to create incentives for them to raise further funds and finance interventions (especially if the private sector actor is a multinational firm[161], as examples show that multinational firms are more likely to be able to afford to inject significant resources into youth skills development programmes.) Numerous multinationals and large domestic firms are involved in youth employment programmes (like training and job placement services) in partnership with NGOs, local government and domestic firms. Their reasons for entering into these partnerships include corporate social responsibility as well as commercial benefits (such as a better skilled workforce to match employment demands). However, there are also examples of such partnerships which show that these measures are not always sustainable, especially when government incentives or donor funding ends and there is no broader uptake or support from the private sector. The dilemma for public sector actors is whether and to what extent partnerships with private sector actors should be incentivised and how to avoid market distortion by maintaining equal treatment with other private sector actors who do not offer these initiatives. The challenge is for public and private sector actors to sustain ongoing partnerships and to support the

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[160] MIPEX surveyed the integration policies of over 38 OECD countries.

[161] An example includes a programme implemented by GIZ in Kosovo which is co-funded by the chamber of commerce of Bavaria. See GIZ dPPP Youth, Employment and Skills in Kosovo.

demand and uptake of other private sector actors, especially small and medium-sized firms (where migrant labour is needed) to promote the employment and integration of migrant workers.

Developing policies that encourage migrant entrepreneurship and the inclusion of women migrants
Migrant entrepreneurs contribute to economic growth and job creation in host countries. As employers, migrant entrepreneurs employ workers both from the host population and other migrants. Migrant-owned businesses supply goods and services both to the host and the migrant populations (in the case of nostalgic goods or services). Some immigrant-owned businesses have been shown to perform better than native-owned businesses (Fairlie and Loftstrom 2015). However, migrant entrepreneurs require support to enable migrants to contribute economically and socially to their societies. Migrant women participate less in the domestic labour market. This may be as a result of immigration laws that prevent the spouses of migrant workers from working, or due to cultural or religious restrictions (European Court of Auditors 2018). Public sector actors set the legal, regulatory and institutional frameworks that influence the degree of success of migrant-owned businesses. Governments and donors can provide training, supportive local conditions and facilitate access to business markets and networks for migrant entrepreneurs. The dilemma for public sector actors in host countries is to decide to what extent they can provide equal or special treatment for migrant-owned businesses and migrant entrepreneurs relative to native-owned businesses without distorting the domestic economy, and still contribute to promoting the integration of migrants.

Guidance points for public-private cooperation

Promote diversity, inclusion and innovation in labour migration policies and employment opportunities
There are skills gaps in the domestic labour market of destination countries that can be filled by migrant workers. Many countries rely on labour migration to meet domestic labour needs. However, small-scale private sector actors need support to understand the requirements of migration policies and how to comply with the provisions. Having the right talent is critical to business growth as this promotes innovation and productivity. Migration and labour mobility policies can promote inclusion and diversity which is important for businesses. Public-private cooperation can support small-scale private sector actors when hiring migrant workers to fill the gaps in the domestic labour market. Donors can provide support by acting as an interface between these private sector actors and the government.[162]

Create programmes to support the integration of migrants (especially migrant women) into the labour market
The opportunities created by migrant entrepreneurs and migrant-owned businesses could be better harnessed to promote a positive narrative on migration. Public-private cooperation enterprises can aim to promote migrant entrepreneurship through crowdfunding, mentorship and peer-learning programmes. Public and public sector actors can also support migrant entrepreneurship by promoting business and social networks to exchange information and best practices for migrant entrepreneurs. They could further cooperate on measures that involve building the capacity of migrant entrepreneurs, focusing on the necessary skills for successful business ownership. Programmes between public and private sector actors can promote integration in the labour market in host countries. Examples of programmes which focus on helping women to integrate into the labour market through mentorship programmes, business development and providing financial grants are further discussed below under the heading: current initiatives and programmes. These initiatives are operated as public-private partnerships or by foundations which aim to improve the participation of women.

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[162] See section 5.1.3. for examples of skills partnerships and recruitment programmes.

Establish partnerships to promote fair and ethical recruitment, labour mobility and decent working conditions

As noted in sections 5.1.2 and 5.1.3 above, employers can work together with public and other private sector actors in education, recruitment and skills matching to promote skills development among migrant workers, fair and ethical recruitment practices and compliance with international labour standards. Where necessary, employers also set requirements for their own industry or sector further to self-regulation.

Current initiatives and programmes

Some examples of current initiatives and programmes that address the role of recruitment and labour standards linked to employment are also discussed in sections 5.1.2 and 5.1.3 above.

The EU has an initiative called Employers Together for Integration which promotes the activities of employers to support the integration of migrants into the labour market[163]. This group of employers acknowledges the need to address gaps in skills and competences in the domestic labour market that can be filled by migrant workers, including those available in the host countries. The employers undertake to create an inclusive workplace to support the integration of migrants, including refugees, in the workforce.

There is also the European Alliance for Apprenticeships[164] that promotes the creation of apprenticeship positions for migrants. It provides a platform for sharing experience and learning from best practices. It also promotes the mobility of apprentices.

In Spain, *Cuidemos Centro* (MC2CM N.d.) is a municipal employment programme that promotes migrant integration. The initiative provides training and employment together with private sector actors for those people deemed most excluded from the city's labour market, i.e. mostly migrants.

Through the ICMPD SDC and the EU have funded the Mediterranean City to City Migration project (MC2CM)[165] which promotes peer-to-peer dialogue and mutual learning among cities on urban challenges, including socially inclusive practices. Other cities and regions, like Sterling in Australia and the Migrant Worker Support Network (MWSN) in British Columbia in Canada (OPSI N.d.), also have initiatives with the private sector to support the integration of migrant workers.

In Denmark, Sammen om integration is a partnership between public and private sector actors. The programme works with migrants and private companies by providing matching services for available vacancies, basic skills training to match the vacancies, as well as promoting the integration of employees through dedicated courses.

In Sweden, 100 Klubben is a public-private initiative designed to provide employment for migrants (including refugees) in the country by connecting them with private companies.

The European social fund has funded projects that aim to improve the labour market integration of migrant women (Hafh 2019). These programmes promote the inclusion of women in the labour market through training, access to information, mentoring and promoting entrepreneurship. Some of these include: the German project Strong at work[166] which encourages mothers with a migration background to enter the labour market, and provides career orientation and individual support to mothers with a migrant background. The Swedish project Mirjam (EC 2017), provides job-related guidance and inspiration for newly-arrived refugee women. The Irish project Building Better

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[163] For more information on Employers together for Integration, see: EC - Employers for Integration.

[164] For more information on European Alliance for Apprenticeships, see: EC - About the Alliance for Apprenticeships.

[165] For more information on MC2CM, see: ICMPD.

[166] See Emisei.

Futures (MRCI 2017) aims to support migrant women who face additional barriers to entrepreneurship and also to promote equal opportunities for women. The Slovenian project *Razkirte roke 3* (EC 2016) brings together migrant women wanting to set up a business while improving their language skills.

There are also private sector initiatives to promote the integration of women migrants. In Denmark, [KVInfo women's](#) network matches women with refugee and immigrant backgrounds with women who are well established in the Danish labour market who act as mentors. The mentors provide access to professional networks and give advice on job applications, interviews, workplace culture and the re-assessment of employment possibilities. [Womento](#) was launched for educated women who immigrated to Finland. With mentorship at the core of its model, Womento supports and provides educated immigrant women with the necessary skills and networks for Finnish working life and helps deepen knowledge and awareness of practices in their professional fields. In Germany, the 'Start, change, get ahead' mentoring programme assigns highly-skilled migrant women a personal mentor who shares knowledge, experience and networks over the course of a year, supplemented with professional counselling, as well as inter-cultural training and skills recognition support. The results from this project show that about half the participants manage to obtain a job in line with their qualifications within a year of the end of the mentoring period.

5.4. Collaboration on building global and national migration governance frameworks

Private sector actors also play a role in **influencing migration regulations and lobbying governments** with a view to altering or establishing rules and policy frameworks to provide a migration context which is favourable to their business activities. They are active in global and national fora and may be a **partner to governments** in these discussions. Private sector actors also collaborate with migrants and diaspora populations in this to influence the actions of governments and their regulations relating to migration and integration.

Governments and development actors are committed to achieving the positive benefits of migration in society, balancing these against possible negative narratives and views of migration. Migration can result in positive or negative outcomes for the countries of origin and destination. Public and private sector actors can harness the positive impacts of migration which contribute to improved welfare and economic growth in the countries of origin and destination (OECD 2017). However, to achieve this collaboration cross-sectional partnerships need to be designed that highlight and focus on the interests of both parties. Key questions for the public sector are: (i) how to partner with private sector actors (including diaspora actors) for improved mobility and migration policies; (ii) how to balance the increased mobility interests of the private sector against other political and social concerns; and (iii) to what extent are private sector actors viewed as partners and how can both actors align their differing interests to promote cross-sectoral partnership approaches?

Key objectives in international migration and development frameworks

The GCM acknowledges the need for renewed and strengthened partnerships and solidarity and calls for mutually beneficial, tailored and transparent partnerships at bilateral, regional and multilateral levels involving various private and public sector actors. These partnerships need to address the multidimensional and interdependent nature of migration and development (Objective 23). The GCM equally urges states to create conditions for engaging with migrants and diasporas to improve their contribution to sustainable development (Objective 19).

Relevant stages of the migration cycle

Migration policies and mobility opportunities may affect the whole migration cycle. Safe and relevant migration and mobility opportunities through a clear policy framework may help to reduce risky and unsafe migration and thus make pre-departure, transit, arrival and return beneficial for migrants, as well as the affected countries and host communities.

Relevant private sector actors

All private sector actors, especially those with a strong interest in facilitating mobility, migration and integration because they benefit from an international workforce, or those with a social business model.

Private foundations and not-for profit organisations are also very vocal in lobbying for migrants' rights in particular.

Differences and alignments between private and public (government & donor) interests

A key interest of sustainable businesses is to try to create a positive social impact by aligning with government measures that seek to improve migration policies and opportunities for mobility. For example, the measures taken by businesses in the US in response to the call by former President Obama for the support of businesses in creating work opportunities for migrants and refugees and by providing services in origin and destination countries (White House 2016). There was a similar response in Germany to the call by Chancellor Merkel (Dommermuth 2016).167 At the same time various business actors and associations have their own interpretation of beneficial mobility and integration policies. These cut across all the sectors previously discussed and may vary between different segments of the private sector.

Foundations and not-for-profit organisations that champion the cause of migrant workers and can mobilise resources to lobby governments in support of their promotion of migrants' rights. These activities are sometimes critical of government positions on migration. They engage with public sector actors in discussions on migration based on their highly valued expertise and knowledge. They also contribute to the holistic integration of migrants (including refugees) through the implementation of pilot initiatives. They are often vocal in opposing certain government policies which make it difficult for migrants to integrate into their host communities due to restrictive regulations (e.g. policies excluding migrants, diminishing their rights and rendering migrants more vulnerable to exploitation).

Further collaboration between public and private sector actors, especially not-for-profit organisations and private foundations, could focus on addressing the social challenges migrants face in their host communities and promote platforms for monitoring the commitments of both actors in addressing the needs of migrants (including refugees).

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167 A survey of the companies that employed refugees in response to the *Wir Zusammen* initiative revealed that the experience of over 90% of the 132 companies surveyed was positive.

Key issues and dilemmas for joint engagement

Contributing to social impact by aligning with liberal migration policies that are balanced against other domestic interests

Social impact and, more specifically, corporate social responsibility have become strategically integrated into the core business operations of the private sector. Companies cannot afford to be neutral or remain silent on social issues. This sometimes leads to a backlash from consumers or the government. Therefore, the private sector has become increasingly vocal about the mobility of migrants, migrants' rights and how these affect their daily operations. Lobbying occurs in the context of differing views on migration. Cooperation between public and private sector actors will thus focus on how to balance other domestic interests (such as social cohesion and security) against the need for more liberal migration policies.

Promoting social integration policies in an increasingly polarised environment

Some businesses have distanced themselves from the increasingly restrictive migration and integration policies of governments. In some cases they have adopted critical or opposing views to these government policies. For example, Silicon Valley companies have been highly critical of the US government's changes to immigration law that have a negative impact on migrants. In other cases they have supported government positions, e.g. in the case of the German economic associations backing Merkel's migration policy in Europe (Frankfurter Allgemeine 2018). Companies in other regions have also contributed to promoting labour mobility through lobbying governments and implementing best practices that can be adopted by governments. Public and private sector actors cooperate to promote the social integration of migrants by implementing joint initiatives. For example, by offering mentoring, work and integration support for migrants provided by private sector actors in destination countries for migrant workers. However, there are tensions between companies that support restrictive migration policies and benefit from that, and those which do not.

Facilitating diaspora engagement to promote positive migration narratives in host countries

Private and public sector actors have engaged with the diaspora from different perspectives with a view to promoting their varied interests. The dilemma between public and private sector actors is how to use diaspora engagement to promote migration and development objectives based on their interests. While private sector actors create specific products and services for the diaspora, thus engaging with them as a target market, public sector actors engage with diaspora either based on their potential to increase development in their home countries, e.g. through promoting remittances aimed at stimulating investment or contributing to capacity building through brain circulation. The diaspora can also act as a lobby group to promote migration policies and counter restrictive or negative discourses on migration. There are multiple platforms that have been set up to promote diaspora engagement, however, these may be subject to capture by the interests of very large diaspora groups or specific private sector actors. Public and private actors would need to work together on the matter of how to facilitate diaspora engagement while considering the political dimensions of doing so.

Guidance points for public-private cooperation

Promote debate on achieving balanced migration policies

Through platforms and initiatives public and private sector actors can discuss the different interests of each actor in migration policies. These debates could focus on areas where the private sector would like to see the government adopt either an increased or a reduced liberal position. A key input for these discussions is research and evidence on how government policies affect the various private sector actors and migrants. International donors could commission research with the aim of feeding it into these fora. It is equally necessary to have objective criteria to measure and assess the impact of commitments made by both public and private sector actors in response to promoting migration policies.

Jointly improve migrant integration in host communities

Public and private sector actors could adopt a more vocal role in promoting the socio-economic benefits of migration to the host communities. Private sector actors promote the integration of migrants (including refugees) through social outreach programmes. They work together with governments to co-create innovative avenues to support the integration of migrants into society. Private sector actors and government actors can jointly provide social responses to any negative consequences of labour migration. Through partnerships, the private sector could also directly engage with the government to enhance regulatory matters, reduce restrictions on integration policies or promote migration policies that balance different concerns.

Harness diaspora engagement to support integration

Private sector actors and governments could improve their collaboration with diaspora groups to identify entry points to assist migrants (including refugees). Governments of host and origin countries support diaspora groups through various means, such as funding and creating platforms for engagement e.g. town hall meetings and targeted diaspora policies. Diaspora migrant entrepreneurs, for example, could provide mentorship and share experience for new migrants. Settled migrants could also assist new migrants in integrating into their host communities. ADEPT provides a platform for engaging with the African diaspora on issues such as integration and investing in regions of origin. Other examples include providing social services to migrants, including legal counselling and rights protection in destination countries.

Current initiatives and programmes

There are already several local, regional and national initiatives in operation. This section identifies some selected initiatives and programmes.

The European Programme for Integration and Migration (EPIM) is an initiative of the European Commission that brings together 14 partner private and public foundations and 11 associated foundations with the goal of strengthening civil society organisations in building inclusive economies and developing humane and sustainable responses to migration based on Europe's commitment to universal human rights and social justice.

The International Migration Initiative of the Open Society Foundation aims to provide protection to migrant workers and promote welcoming and integrated societies.

FWD.us is a bipartisan lobbying group based in the United States that focuses on immigration and criminal justice reforms. It works together with political campaigners, press and media, as well as business and industry partners. The organisation is funded by business and technology leaders, mostly based in Silicon Valley.

Wir Zusammen is an organisation that promotes the integration of migrants and refugees through initiatives by German private companies.

Tent partnership for refugees is an organisation that supports refugee integration in host communities. It works closely with businesses to identify and develop opportunities to help refugees as employees and entrepreneurs. It also lobbies governments to promote enabling policies that will empower refugees as economic agents.

Religious-based organisations, such as the Catholic Legal Immigration Network (CLINIC inc), lobby for the protection of migrants' rights and provide legal immigration services for migrants.

The Ford Foundation and Bertelsmann Foundation are examples of private foundations that fund research on migration policies and the integration of migrants into host communities. They also lobby governments to implement more liberal migration policies in line with the findings of research that they fund.

6. Concluding Remarks

The private sector provides a key link in turning abstract migration and development objectives into reality. This has been acknowledged in various forums. Yet the private sector is not a single entity. Private sector actors have different characteristics, roles and motivations depending on how and when they interact with migrants.

This study highlighted a number of key sectors included in global migration and development frameworks (such as the Global Compact for Migration, the Global Compact on Refugees and the Sustainable Development Goals) in which the private sector engages with migrants along the migrant cycle. It has done so by looking at the various roles that private sector actors adopt: as service providers to migrants, providers of goods to migrants, as an implementer or co-implementer of government policies or as service providers to government, as well as partners and lobbyists.

The mapping overview starts from the premise that cooperation between actors will have to be based on the intersections between public and private interests while taking into account the benefits to migrants and society at large. This is not always an easy task as divergent interests have to be balanced. To highlight these, the study aimed to examine some of the motivations and interests of private and public sector actors in the various areas.

The aim of this paper has been to provide an overview across the breadth of private sector engagement on the topic of migration. The motivations and interests of the private sector in all their diversity will need to be further examined and considered in each local context, especially given that these interests depend on their role, characteristics, geographical location and at what stage of the migrant cycle and type of migrant that they engage with. Such an analysis will help to identify specific opportunities where public and private sector actors can engage with one another around particular migration-related issues in support of the Global Migration and Refugee Compacts.

Governments and their development partners (e.g. donors and their agencies) will need to further invest in discovering the interests and motivations of private sector actors in each particular context. Public-private engagement will only be successful if there are shared principles that are fully understood and can be built upon. Furthermore, not all private actors will have the same interests. Having a better understanding of these factors will facilitate the government's role in coordinating, partnering and providing leadership within clear regulatory frameworks for the benefit of the private sector as well as migrants and their host communities. This paper provides insights and food for thought which both private and public actors can further build upon.

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Annexes

Annex A: Key informant interviews (KIIs) conducted

No	Key Informant interviewee	Organisation
1	KII1	Migration researcher, UNU MERIT
2	KII2	Independent migration consultant
3	KII3	Manager of a private sector development and migration project at GIZ, Eschborn
4	KII4	Swiss Development Corporation
5	KII5	International Organisation of Employers
6	KII6	Migration and private sector team at Open Society Foundation
7	KII7	GIZ Nigeria
8	KII8	Migration and development platform engaging diaspora
9	KII9	GIZ FMB
10	KII10	FinTech company executive engaged in diaspora investment

Annex B: Summary of projects and businesses reviewed

Name	Location	Type	Comments
AZIMO	London	FinTech company	Migrant-owned FinTech company with low transfer cost for remittances
Tandem	Germany	Educational/ Language skills	Language app offering practical information on the host community
Coursera	United States of America	Education	Digital training programmes for refugees More information: https://www.coursera.org/refugees/for-refugee-learners/; https://blog.coursera.org/coursera-refugees-reflecting-first-year/
Pearson (part of the Tent initiative)	North America	Education	Digital learning for Syrian refugee children from grade 4-6 https://www.pearsonlearned.com/improving-learning-for-the-children-of-syrian-refugees/
Andela	United States of America	IT	Virtual employment of software developers. More information: https://andela.com/about/
AirBnB	Europe and North America	Accommodation	Provides temporary accommodation to displaced persons arriving in Europe and North America. More information: https://www.airbnb.com/openhomes; https://www.airbnb.com/openhomes/refugee-housing; https://www.unhcr.org/withrefugees/map-location/airbnb-helping-refugee-find-free-accommodation/?mpfy-pin=2124
MasterCard foundation	North America	Philanthropy	Supporting entrepreneurship, Promoting education of migrants and displaced persons through scholarships More information: https://mastercardfdn.org/mastercard-foundation-announces-new-fund-to-seed-young-african-leaders-social-ventures/; https://mastercardfdn.org/universities-can-play-a-role-in-refugee-crisis/
Chobani	United States	Yogurt company	Over 30% of the workforce is made up of migrants and refugees
LinkedIn	Europe and North America	Recruitment agency	LinkedIn welcome talent launch programme in Sweden, Canada and the US to help refugees find job opportunities
Citibank	Europe and North America	Financial services	Financial services for highly skilled mobile migrants

Annex B: Summary of projects and businesses reviewed

Annex C: Platforms for private sector engagement

Name	Location	Focus	Website
Tent partnership	North America, Europe and Middle East	Supporting refugee integration in host communities	https://www.tent.org/
Wir Zusammen	Germany	Integration initiatives in German economy by private companies	https://www.wir-zusammen.de/
Concordia	United States	Private sector forum on migration and refugees	https://www.concordia.net/the-summit-2016/the-private-sector-forum-on-migration-and-refugees/
GFMD Business mechanism	Global	Implemented by the international organisation of employers	https://gfmdbusinessmechanism.org/private-sector-and-the-gfmd/

Annex D: Projects with development partners

Project	Sector	Website	Remarks
GIZ training programme in Kosovo for construction workers and the healthcare sector	Health sector, construction	GIZ dPPP Youth, Employment and Skills in Kosovo https://www.giz.de/en/worldwide/66634.html; https://yesforkosovo.org/about-the-program/	Training and placement for and in partner health institutions in Germany and Kosovo;
Internship programme of the German Business for the Countries of West Balkans	Construction	https://www.giz.de/en/worldwide/20626.html	75 internships a year for young graduates from western Balkan countries to do internships in the construction sector in Germany
Programme for migration and development		https://www.giz.de/en/worldwide/62318.html	Development contribution of migrants to their countries of origin; facilitated return and re-integration of migrants and refugees living in Germany to their home countries
Pilot project aimed at attracting personnel from Vietnam to train as nurses in Germany	Health sector	https://www.giz.de/en/worldwide/69851.html	Training and sustainable recruitment of nurses from Vietnam for the healthcare sector in Germany and Vietnam
Support to the TVET reform in Jordan; employment oriented vocational training for skilled crafts	Technical and vocational education	https://www.giz.de/en/worldwide/15436.html; https://www.giz.de/en/worldwide/73624.html	Providing labour market oriented vocational education, higher education and training for vulnerable Jordanians and displaced Syrians

Annex E: Interview guide

Types of private sector actors

1. What type of private sector actors can you identify or have you worked with?
2. What private sector initiatives are there for each of the identified migrant groups along the migration cycle?
3. What are the factors responsible for identifying/ developing these initiatives?
4. What are the gaps that are found in practice?
5. Are you aware of diaspora organisations working with migrant groups?
6. What is their role in facilitating the inclusion of migrants in the private sector?
7. In your opinion, do they qualify as private sector measures? What additional services/benefits do they offer?

Interactions between the private sector and migrants

8. Which migrant groups are easily neglected? The most difficult to identify and work with? And why?
9. What are the challenges in working with these groups?
10. Which migrant groups are the easiest to work with, and why?

How to engage with the private sector

11. In your opinion, what approach should be adopted when engaging the private sector?
12. At what point is it necessary to commence discussions with the private sector?
13. What tools can be used to engage with the private sector?
14. Are there negative aspects of private sector inclusion or over dependence on the private sector?

Interactions between the private sector and other stakeholders

15. Do these involvements occur outside the scope of government, civil society organisations and donor interventions?
16. Are there current policies to regulate the involvement of the private sector?
17. Where are there gaps in policy?
18. Should migration interventions focus on collaboration with the private sector? Or should migration be integrated into existing private sector development programmes?

Recommendations

19. How should the gaps between practice and policy be addressed?
20. Do you have any further recommendations for private sector involvement in migration?

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