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WORKSHOP ON CREATING DEVELOPMENT BENEFITS THROUGH CIRCULAR MIGRATION

MARITIM HOTEL, MAURITIUS, 8-9 SEPTEMBER 2008

Introduction

1. A workshop on *Creating development benefits through circular migration* was held in Mauritius, 8-9 September 2008. The workshop brought together more than 70 participants from all main world regions. They included senior government officials and experts from Australia, Bulgaria, Cape Verde, Colombia, Democratic Republic of the Congo, Ecuador, Egypt, Ethiopia, France, Gabon, Georgia, Ghana, Greece, Haiti, India, Morocco, the Netherlands, the Philippines, Portugal, Moldova, Senegal, Spain, Sri Lanka, Sweden, Ukraine and the United Kingdom.
2. The following regional and international organisations, think tanks and agencies were also represented: Agence Nationale de Promotion et des Compétences (ANAPEC), the ACP Secretariat, the African Union, the European Commission, the Intergovernmental Consultations on Migration, Asylum and Refugees (IGC), the International Labour Organisation (ILO), the International Organisation for Migration (IOM), the Migration Policy Institute (MPI), UNCTAD and the World Bank.
3. The workshop was co-organized and co-funded by the Government of Mauritius and the European Commission as a follow-up to a session on circular migration at the Global Forum on Migration and Development (GFMD) in Brussels in July 2007.
4. The aim of the two-day workshop in Mauritius was to bring together countries from various world regions, to exchange experiences and best practice and better prepare the ground for concrete policies, legislation, and programmes managing circular migration. The workshop was intended to devote special attention to the development perspective, which is of high importance to circular migration. The workshop aimed to inspire concrete outcomes and the establishment of operational projects involving migrant source and host countries.

5. This summary report has been prepared by the workshop organizers, the European Commission and the Government of Mauritius. It is a reflection of the workshop discussions and does not commit any of the workshop participants in any way.
6. The report follows the structure of the sessions at the Mauritius workshop, and concludes with five main elements for well-managed circular migration, which were discussed at the final, concluding workshop session.
7. The report has been prepared mainly as an input to the Global Forum on Migration and Development (GFMD) in Manila, October 2008. The report may also be distributed in the context of other forums to interested governments, and regional and international organisations.

Managing circular migration for mutual development benefits: What is circular migration?

8. Circular migration can be understood as the **temporary, recurrent movement of people** between two or more countries mainly for purposes of work or study. Such international mobility reflects globalization, demographic change, new patterns of transnational exchange, and the growing demand for flexible labour markets in countries around the world. Through circular migration, governments aim to benefit from **complementarities between national, regional and global labour markets**.
9. People engaged in circular migration may start out from their country of birth or residence and move to another country to study or work for a temporary period of time after which they return home or move to another country. This pattern may be repeated a number of times.
10. Circular migration also involves people who have settled more permanently in another country than that of their birth. When they temporarily move to their country of origin while retaining their main residence rights in their country of settlement (the host country), they too are involved in circular migration.
11. By encompassing **both types and directions of migration**, the concept covers two different circles of mobility. Such mobility is circular, as migrants usually move back and forth more than once. It is circular, since migrants engaged in it tend to maintain transnational links in both the source and the host country. It is circular, since the people engaged in it eventually return to their place of origin or the place of habitual residence.
12. It is clear, thus, that circular migration differs from the traditional concepts of permanent and temporary migration, as the latter two are usually understood in a more static and linear way.
13. Circular migration may include **people at all skill levels**, such as students, researchers, trainees, seasonal workers, construction workers, domestic care workers, and various highly skilled professionals in shortage sectors such as

engineers and teachers, doctors and nurses, or staff transferred between branches of transnational corporations.

14. The concept of circular migration thus covers a cross-section of migrant categories. It should not, however, turn into a catch-all-phrase as it would then lose its added value. It **can be further defined and sharpened within specific national legislative frameworks, or** within the framework of **specific projects**. Thereby, the rules governing such mobility and the length of stay in each destination may be further specified. A global definition of for example the time of temporary stay of people involved in circular migration is however not available, and may not even be useful due to the large number of potential national and regional applications.
15. **Circular migration is already a reality.** Relevant **international statistics are, however, scarce.** Most statistics and data on international migration are based on a period of absence from the source country which is at least 12 months. Migrants who leave for shorter periods of time are usually not recorded, although many migrants, for example seasonal workers, engage in circular migration patterns of less than 12 months annually. Similarly, most population censuses neglect temporary, short-term circular migrants. There is thus a need for improving the statistical resource base on the extent of such mobility.
16. Much of the current circular migration is **spontaneous and unregulated.** A transparent legal framework can offer alternatives to illegal migration. It may also facilitate some spontaneous migration which is impeded by regulation that does not allow for temporary mobility as it is more geared towards permanent settlement. Permanent residence rights can, for instance, be lost if a migrant leaves the host country (even to return home) for more than a few months. Such regulations in host countries may, through unexpected side-effects, contribute to locking in migrants who actually would like to return to their source country.
17. **The policy discussion** on circular migration has emerged in the past few years, although the phenomenon itself is much older. This policy discussion has emerged as a more concrete feature of the broader migration and development debate.
18. A growing number of governments in both source and host countries around the world show an interest in facilitating and regulating temporary, circular migration in order to tap into its benefits. Other governments remain concerned about the **added value** and manageability of circular migration.
19. When circular migration is meeting the **identified labour needs of both source and host countries**, occurs voluntarily, and mitigates the adverse effects of brain drain, then it has the potential to contribute to **mutual development benefits** for all stakeholders.
20. Such mutual benefits will, however, not emerge automatically. Reaping them depends on clear and adequate policies and **close cooperation** among the stakeholders. Circular migration may be facilitated by the adjustment of legislation and the establishment of specific programmes and projects. There are several main stakeholders whose interests need to be taken into account to make it work: host and source country governments and civil society, the migrants, and employers.

Managing circular migration from the perspective of source countries

21. Circular migration can be a useful tool for low-income or middle-income migrant source countries through generating remittances, investments, trade and enterprise networks and by improving the human capital base. Circular migration may also contribute to the attainment of the **Millennium Development Goals**, but cannot realistically be regarded as a panacea for development or as a major means to satisfy more general development objectives.
22. Migrants often remit a larger share of their earnings if involved in temporary and circular migration than if they emigrate permanently and gradually lose their ties with the source country. Circular migration can also address underemployment and oversupply of labour and contribute to the global distribution of skills through brain circulation.
23. More and more members of diasporas do invest and return temporarily to contribute to development in their former home countries. Government policies can aid and **support** such **private, voluntary initiatives** and partner countries in close cooperation may further increase their developmental impact.
24. At the same time, source countries of circular migrants need to **ensure that the temporary migrants do not become dependent** purely on the foreign labour markets, so that they remain unemployed or enter the informal labour markets when they return to spend a limited period of time in the source country.
25. Source countries can make better systematic use of the potential benefits of circular migration by linking it to **national development strategies** and **human resources planning**. This is gradually being done for example in the Andean Community countries and in many African countries. By incorporating data and evaluation of circular migration in national Migration Profiles backed by the European Commission, countries will have a better basic tool to evaluate its relevance and to reduce costs and increase its benefits for development.
26. For some countries that temporarily face high unemployment rates due to structural changes, circular migration can be an efficient tool in offering access to **retraining and upgrading of skills**. Such countries need to make assessments of the needs in foreign labour markets and the availability of adequate **skills profiles** of potential migrants. These countries may also benefit from incentives to facilitate the entry of the returned migrants into new preferred labour market sectors, for example services, manufacturing and tourism. A project with such a focus has recently been launched through a bilateral agreement between Mauritius and France.
27. Source countries can promote the **return and reintegration** of circular migrants in the local and national labour markets by facilitating the use of their newly-acquired skills and by offering support to **small and medium sized enterprises** (SMEs) (as done in cooperation between for example Spain and Morocco). Support can also target the management of remittances by gearing them towards productive investments, as well as facilitating access to credit and business

counselling. Additional tools to consider further may include **matched savings funds** (explored by many Latin American countries) and bonds payable upon return (utilized by some Asian countries).

28. Source countries may also benefit from working together with host countries and international organisations on bilateral or regional **social security programmes**, to ensure that circular migrants will be adequately covered by social welfare contributions (in particular pensions) and that the relevant contributions are payable upon return in the source country.
29. Some low-income and medium-income source countries would benefit from assistance in managing circular migration projects, for instance through increased **access to transfer of skills, capacity building, and training** of relevant personnel, or advice in putting appropriate legislation in place. Source countries seek cooperation with governments and international organisations to make available funding and resources. For example, Mauritius is looking for assistance to implement its pilot project with France. IOM is offering technical support and UNCTAD is assisting Mauritius by preparing a study to identify labour market needs in potential destination countries. Ghana is planning to incorporate circular migration within the 2010 review of its Poverty Reduction Strategy Paper (PRSP), but has so far not been able to do so comprehensively due to a lack of adequate resources.
30. A number of source countries also seek to explore the international trade agenda, including multilateral and regional trade negotiations, to facilitate the circular mobility of their citizens, particularly such movements that relate to the trade in services (Mode 4).

Managing circular migration from the perspective of host countries

31. Host country governments are seeking to put in place well-managed and balanced migration policies to ensure that they can welcome the migrants whom their labour markets need and whom their societies are capable of receiving.
32. A number of middle- and high-income countries, including European Union Member States, are facing **ageing populations** and **temporary labour market shortages**. In this respect, there may be a **complementary role** for circular migration in these labour markets.
33. Circular migration can also be used in sectors which by their very nature cannot offer full yearly employment, such as agriculture. As remuneration in such sectors is often relatively low, it can be difficult to attract the native work force into such sectors. There is on the other hand a large supply of labour from low-income countries that is willing to take such jobs. Due to the temporary nature of **seasonal work** (for example fruit picking or harvesting of agricultural crops), this is where circular migration has already been tested, such as in Spain and France.

34. Temporary, circular migration can also be attractive in that such migration does not permanently change the social landscape of the receiving communities, and may therefore pose less of a challenge for **integration policies**.
35. Host country governments are also addressing illegal immigration as part of comprehensive migration policies. **Legal circular migration opportunities** may complement other measures used to address continued **pressures for illegal entry and residence**.
36. Many of the countries that have previous experience of temporary worker programmes, for example some of the Western European countries, are cautious towards the concept of circular migration. They are concerned about how regulations and policies will be able to ensure that temporary remains temporary and that migrants do not overstay their permits and move into an illegal status.
37. In some of the **past temporary guest worker programmes**, there emerged a mismatch between the labour market demand and the foreign labour force supply. Some of the demand was of a permanent character, nevertheless filled by temporary workers. Some employers were reluctant to invest in the training or career development of foreign workers knowing that they would only be able to stay on for a limited period of time. A number of migrant workers changed jobs or brought in their inactive family members on work permits. Although many of them originally wished to return, they eventually remained and acquired rights enabling them to stay permanently. Over a subsequent period of time, however, many of them have been involved in circular migration back to their source countries.
38. One lesson from such past experiences would be for host countries of temporary migrants to ensure flexible periods of work to **balance fluctuations in the needs of the labour markets** and to avoid filling permanent labour needs with temporary migrants or vice versa. Spain recently adopted new legislation to support the voluntary return to their countries of origin of unemployed third country national workers. This initiative makes possible paying in two instalments, in advance and accumulated, the contributory unemployment allowances to third country nationals covered by bilateral agreements on social security. The condition is that the beneficiaries commit not to re-enter Spain during a three year period.
39. The social effects of circular migration, for example **integration** issues in host countries would also need to be taken into account from the onset. The European Commission has recently proposed to explore the links between new patterns of immigration, such as circular migration, and integration.
40. Circular migration requires **comprehensive policies**, transparent admission systems, and streamlined and efficient administrative procedures to ensure that such policies can remain viable. Host countries need to analyse the **mix between barriers to and facilitators** of circular migration in their current legislation. They may then decide to elaborate a number of comprehensive tools, including **incentives and sanctions** to ensure facilitated circularity.
41. **Labour market forecasting** and regular, up-to-date analysis of the labour market needs in various locations and sectors should be the basis of such policies. In this regard, host country authorities would benefit from **consulting regularly with**

employers and unions about changes in short-term demand as well as the more structural labour market developments.

42. Host countries can increase their attractiveness to potential circular migrants by making available **information about legal employment opportunities** in the preferred source countries, including through using data-bases, web portals and targeted information or recruitment campaigns.
43. The actual **return** of circular migrants can be **monitored**, as is currently being done by Spain, by requesting that the migrant reports to the host country Embassy or Consulate where his or her visa was granted upon return to the source country. Migrants who have returned in accordance with these procedures, may gain facilitated access to re-enter the host country labour market.
44. Some host countries offer a route from **temporary status** to **permanent status**. Spain, for instance, enables facilitated access to permanent work for migrants who have been involved in temporary migration for a period of four years. A similar option is to be available in the framework of Sweden's new labour migration law, planned to enter into force by end 2008. Such transparency in legislation may cater for changing labour market needs and employers' interests, as well as contribute to reduced pressures to overstay or abuse the temporary migration system, and could even lead to more circular mobility.
45. Access to permanent **residence permits** in the host country and dual, legal residence permits could also promote increased circularity by allowing migrants the security to move back and forth between the host country and source country without risking the loss of acquired rights.

Circular migration benefiting the migrants

46. Circular migration can present migrants with opportunities for **higher incomes**, safer working conditions, as well as personal and **professional development** abroad or upon return to the country of origin. Temporary migrants attach special importance to spending a sufficient amount of time abroad in order to recover their migration transaction costs and to save enough money for a **successful return and reintegration** in the source country.
47. Separation from their family and source community may often be less strenuous if limited in time. **Social effects** of circular migration, for example the impacts of separation of partners and children from parents, may nevertheless still emerge if migrants continue to be repeatedly involved in circular migration. In this regard as well as more generally, it is also necessary to place special attention to gender-specific aspects of circular migration.
48. People involved in circular migration would benefit from increased access to and **information about the legal migration channels and opportunities**, as well as pre-departure counselling. Similarly, they would benefit from schemes that allow for **portability of pensions** and other acquired **social welfare entitlements**. In

some cases, access to social welfare entitlements is restricted to those fulfilling a minimum length of the period of work, which may exclude seasonal workers.

49. Migrants would benefit if source and host governments worked together with **recruitment agencies and employers** so that their fundamental rights are respected, and that **guidelines on ethical recruitment** are followed. The Philippine Overseas Employment Administration, linked to the Department of Labour and Employment, for example, maintains a list of licensed recruitment agencies to ensure secure conditions and empowerment of the large number of Filipino temporary migrant workers. Recruitment agencies can engage in self-regulation by adhering to codes of conduct upholding ethical recruitment practices.
50. Labour inspections and **efficient sanctions** against employers that abuse migrant workers are also a necessary part of a system based on legitimacy and transparency. Breach of rules could for example be met by the removal of recruitment licences.
51. Migrants involved in circular migration projects may want to benefit from opportunities to advance in their professions by gaining temporary access to **complementary employment opportunities** in both source and host countries. One way of promoting such mobility would be through **twinning and mentorship** projects between institutions such as universities and hospitals in partner host and source countries, for example through "dual posts" allowing for **flexible rules of leave and sabbatical**. This could be particularly useful as a policy tool to promote brain circulation. An example of an approach including such elements is the IOM Migration for Development in Africa (MIDA) programme.
52. **Regional and international organisations**, such as the African Union, ILO and IOM, can assist migrants in informing them about their rights and obligations, ensuring that they can work and reside in host countries with a legal status and with decent work conditions, and **monitor the protection of their rights**.

Circular migration as a tool for dual gains benefiting labour markets in both source and host countries

53. Circular migration is an issue area of growing relevance for migration and labour market policies. It must be managed in a **comprehensive** way whereby its links with a broader range of policy areas are incorporated: foreign affairs, development, trade, justice and interior, education, health and agriculture. Consequently, well-managed circular migration policies need to be overseen by a **coherent whole-of-government approach**, and implemented by all relevant government authorities.
54. Policies facilitating circular migration may be aided by **general legislation** as well as by **specific pilot projects**.
55. **Legal frameworks** may be put in place to facilitate circular migration and promote mobility and voluntary return at both ends of the migration route. Such a

framework could offer transparent rights to the migrants, prevent temporary stay from becoming permanent if not so intended by host countries, and ensure return and reintegration in countries of origin.

56. The EU Commission is incorporating measures to promote circular migration opportunities in its proposals for **Directives on legal migration**. For instance, in order to limit possible brain drain effects, the 2007 proposal for a Directive on the admission of highly qualified immigrants (the "EU Blue Card") allows for relatively longer periods of absence from the EU without forfeiting rights towards long-term residence, if the temporary return takes place to the country of origin for work, study or volunteering activities.
57. The existing **immigration laws** of a number of EU Member States, contain rules that promote some circularity. For example the French Law of July 2006, has instituted multiple-entry visas for seasonal workers for up to six months during a three year period. Spain offers facilitated re-entry to migrants who are asked to take up the same job the following year. Portugal has also changed its legislation to allow for longer periods of absence from the country without a risk for the migrant of losing residence rights when returning to the country of origin.
58. Countries across the world can benefit from establishing **pilot initiatives and projects** as a tool to further operationalise the concept of circular migration. Development benefits can be greatly facilitated by formal partnerships between source and host countries.
59. Cooperation may be arranged within the framework of **bilateral agreements** (for example the new generation of French migration cooperation agreements with countries in Africa and elsewhere; the new framework agreements between Spain and Gambia, Guinea-Conakry, and Cape Verde respectively, agreements between Sri Lanka and Japan and Korea respectively covering both skilled workers and apprentices; agreements between the Philippines and host countries) or broader **multilateral agreements** (for example the mobility partnerships between EU Member States and Moldova, and Cape Verde respectively). Some of these agreements include assistance to return migrants for social reintegration and for facilitating reintegration in the source country labour market.
60. Pilot projects could also focus on offering **pre-departure information** and training as well as **pre-return counselling** to circular migrants. This is being offered in some cases through special **migration information centres**, such as the Centre for Migration Information and Management (CIGEM) in Mali funded by the European Commission, Migrant Service Centres in the Western Balkans assisted by IOM, and Migration Resource Centres in parts of Asia. Such functions could also be integrated within government agencies, making information available on relevant legislation in destination countries, legal migration opportunities and the risks of illegal migration, language skills, general country knowledge, vocational training and work-related orientation. Such centres could also offer advice on remittance management and investments as well as labour market advice to the migrants before return to the source country. Bilateral projects between Spain and Morocco and Ecuador respectively, include several of these elements.

61. **Matching of supply and demand** at both ends of the migration route is of key importance to ensuring successful circularity of labour. This could for instance be implemented through twinning partnerships between national labour market agencies. Data-bases and web portals may be used to link information on vacancies and required job profiles to make them accessible in partner countries. Similar tools are being tested within the framework of the recently launched EU-Moldova mobility partnership.
62. The Morocco-based Agence Nationale de Promotion et des Compétences (ANAPEC) is active in facilitating international labour mobility especially of young professionals, involving *inter alia* France and Spain as destination countries. These projects incorporate exchange of information about skills and training needs among interested employers.
63. Source and host countries could work together with academia and the private sector in **promoting research and the availability of statistics** about changes in global labour market needs. Such initiatives should incorporate the mapping of available and needed skills in targeted source countries and the mapping of demand in targeted destination countries. The establishment of Migration Observatories such as the one set up by the ACP Secretariat may contribute to such improvements.
64. Another important aspect of labour matching is the **recognition of foreign qualifications**. It could be in the interest of source and host countries, as well as the migrants themselves, that skills are made more comparable across labour markets, both in terms of formal education and on-the-job experiences. Adequate measures are needed to ensure that migrants who go abroad temporarily to study or work, gain new skills which are relevant for the source country labour market.
65. Some countries ask for **employers to be involved** in the co-funding or practical and supervisory functions of managing circular migration. Spain requires employers to provide adequate housing for seasonal workers, as well as organise their journeys from and back to their countries of origin, covering at least the cost of the journey to Spain, and the cost of the journeys inside Spain to and from the place of work. Others suggest that part of the circular migrants' remuneration should only be paid upon return in the source country as a means of ensuring compliance with the regulations.
66. In further developing pilot projects, it is also important to **involve other stakeholders**, international organisations, civil society, migrant and diaspora associations, the social partners and the private sector. There is a need to support some third countries in building their capacities in labour market and human resource management, and donors could work with relevant stakeholders in such capacity building.
67. It may also be useful to increasingly undertake pilot projects within the framework of **regional cooperative settings**, in regions with established migration patterns and mechanisms for inter-state cooperation, for example Europe and its partner regions (ACP-EU, Maghreb-EU, ENP-EU), within the African regions (ECOWAS, SADC, COMESA) within Latin America (Mercosur, Andean Community) and in various parts of Asia (for example South-East Asia).

Circular migration as a tool to alleviate brain drain

68. The **causes of brain drain** are multifaceted, to be found in both source and destination countries, but also as an outcome based on individual choice. Brain drain is not only a South-North issue, but takes place also from for example Europe to the US, and within regions, such as within African countries. Although income differences can explain migration patterns to a large extent, they do not suffice as a single root cause of migration. In order to make return attractive to highly skilled migrants, source countries need to consider a broad spectrum of tools.
69. Source countries need to be able to offer adequate remuneration, personal career and development opportunities, as well as a safe working environment. In order to **make developing source countries more attractive** for return of the highly skilled and brain circulation, they will need to put in place coherent human resources planning. They need to fight corruption and poor management structures, and promote rule of law and good governance. Political stability, democracy and respect for human rights are basic conditions for making a country more attractive for return migrants, and for general foreign direct investment. Facilitated access to land and housing may help in making economic conditions more attractive for a return of the highly skilled migrants.
70. Host countries need to assume **responsibility for recruiting** highly skilled persons from developing countries and should contribute to mitigating brain drain. To some extent, however, there are limits to the efficiency of such policies. Migrants can not be stopped from wanting to move to another country, if employers in that country offer work in accordance with the host country's regulations. Host countries may also have regulations against discrimination which prohibits them from stopping recruitment from a specific country.
71. The European Union has developed a set of **recommendations** on how to address brain drain issues. These suggested measures concern 1) retention, 2) renewal of human resources 3) recruitment standards and 4) return. Source countries need to make their labour market more attractive to retain their highly skilled migrants; host countries need to provide their labour markets with adequate internal human resources and source countries need to compensate for the loss of skills with intensified training schemes as a development strategy; recruiters need to follow basic ethical standards of recruitment; and source and host countries need to work together on managing return and reintegration of temporary highly skilled migrants.
72. Source countries and host partner countries could work together to further **improve educational policies** and pursue active labour market policies so that circular migration targeting regional and global labour markets may become a complement to long-term development of national labour markets. Initiatives should also focus on expanding education and vocational training in critical shortage sectors in case of recognised brain drain effects. Source countries should have a strong incentive to invest in education to provide the necessary national work force. The international donor community could contribute to such policies.

Facilitating circular migration through diaspora engagement and development-relevant investments in source countries

73. Source countries of diasporas may contribute with **coherent policies** to maintain good links with their diasporas, including by improving investment conditions and the channelling of remittance flows, as well as rights to property and political participation. Source countries can **put in place government structures** to promote the regular links with the expatriates, migrants and members of the diaspora. India has established the Ministry of Overseas Indian Affairs, to promote such relations. Several other countries have similar institutions in place, or use their Embassies and Consulates as platforms to promote diaspora links, such as the Philippines, Sri Lanka, Colombia and Ethiopia.
74. The diaspora is among the main sources of **foreign direct investments** and foreign currency in some countries, such as for example Ethiopia. Within the African Union, it is considered that African diasporas constitute the sixth African region. Members of diasporas may also contribute to development in their former home countries also by opening up **trade links** (and thus promoting export markets) and through short-term visits for the purpose of research, teaching, business or investments. Part of this exchange may take place in the form of "**virtual return**", through teaching or lecturing via internet (e-learning). The MIDA programme provides useful examples of such activities.
75. Both short-term migrants and more long-term members of diasporas invest in their source countries in the housing market. Many migrants make such investments for their children and thus maintain a long term horizon. In some Filipino cities or in the capital of Moldova, such remittances and investments have contributed to a housing boom. Such effects need to be the subject of comprehensive policies to **maximize the potential development benefits** and minimize the negative side effects.
76. Source countries need to **balance support** to members of diasporas and returnees with support to other citizens and residents. Some countries have experienced disputes and **social tensions** after having offered relatively attractive packages to diaspora members to encourage return, such as tax breaks, subsidies for housing, grants or support for entrepreneurs to **start up businesses or SMEs**. Those who have remained settled in such source countries without receiving similar support may feel that this amounts to unfair treatment, for example as experienced in Senegal, Ghana and Ethiopia. Migrant source countries would thus benefit from developing comprehensive policies also in close cooperation with **civil society**. In Cape Verde for instance, the Chamber of Commerce is an active counterpart in discussions about economic migration, return and reintegration.
77. **Host countries** as well as **regional and international organisations** may cooperate with source countries in facilitating diaspora linkages. A new ACP-EU initiative aims *inter alia* to assist interested source countries to identify best practice in nurturing linkages with members of the diaspora and to make return more attractive.

Elements for well-managed circular migration

78. Circular migration can be understood as the temporary, recurrent movement of people between two or more countries for the purposes of work or study. The concept covers two different types and directions of mobility, including migrants who go to a new country of destination for a limited period, and members of diasporas who temporarily move to their source country. Through circular migration, governments attempt to benefit from complementarities between national, regional and global labour markets, and migrants attempt to benefit from increasing their income opportunities while maintaining their transnational links.
79. Circular migration involves several policy choices. It is not the panacea to all migration and development issues. Circular migration can, however, be a useful tool for low-income or middle income migrant source countries through generating remittances, investments, trade and enterprise networks and by improving the human capital base. It can also respond to certain short-term needs of labour markets in both source and host countries.
80. Governments that would like to manage circular migration efficiently need to identify three "good circles": A "circle of choice" to enable labour markets to function more efficiently and migrants to choose between more legal alternatives in order to avoid exploitation and social tensions associated with illegal migration; a "circle of trust" involving close cooperation among all relevant stakeholders and clear, transparent rules of the game as well as sanctions against breach of rules; and a "circle of benefits", whereby both source and host countries, migrants and the employers can identify their benefits and are enabled to gain from these benefits. In order to achieve these good circles, the Mauritius workshop identified five main elements for well-managed circular migration leading to mutual development benefits:
 - a. **Comprehensive policies and stakeholder cooperation.** Source countries and host countries need to provide well-coordinated and coherent policies and transparent legal opportunities in order to manage circular migration. Such policies need to involve all relevant ministries, and all relevant stakeholders, including recruiters, employers, unions and the civil society. The main focus should be on labour market demand, labour matching and the complementary role of circular migration in national, regional and global labour markets.
 - b. **Improved data, research and evaluation.** Since circular migration is a relatively new policy tool, it needs to be based on improved and more comprehensive statistics, especially relating to short-term mobility for less than 12 months. Migration Profiles and Migration Observatories may be useful in order to collect such data as well as for monitoring and evaluating the efficiency, costs and benefits of circular migration. Data on changes in global labour market needs and the availability of skills in relevant parts of the world need to be collected in close cooperation with the private sector.

- c. **An enabling legislative framework.** Source countries and host countries need to review their legislative framework if they wish to facilitate circular migration. Some existing legislation which distinguishes between temporary and permanent migration may have unintended side-effects that impede circular mobility. Host countries may consider multi-annual or multiple-entry residence and work permits, fast-track re-entry procedures, and longer periods of absence for migrants without having to risk losing residence rights.
- d. **Pilot initiatives and projects.** Establishing pilot projects, such as through bilateral agreements, is a valuable tool to further operationalise the concept of circular migration. Source countries and host countries need to work together to identify and test mechanisms and best practice that may facilitate circular migration. Projects may include tools such as:
- pre-departure counselling and training covering language skills, general country knowledge, vocational training and work-related orientation; information on relevant legislation in destination countries, on legal migration opportunities and the risks of illegal migration,
 - development of diaspora support networks to facilitate integration upon arrival in host countries; development of job matching and migrants skills; recognition of foreign qualifications,
 - remittance management skills; matching savings with credits for investment in small businesses upon return; portability of social welfare and protection provisions,
 - pre-return counselling in the host country; and post-return assistance for reintegration and entrepreneurial skills development in the source country,
 - measures to improve good governance, the investment and business climate, human resources planning and sound management structures in source countries to facilitate brain circulation,
 - support to members of diasporas in developing trade links with their former home countries and to facilitate short-term visits for the purpose of research, teaching, business or investments, including through "virtual return" such as teaching or lecturing via internet (e-learning),
 - twinning and mentorship projects between institutions such as universities and hospitals in partner host and source countries, for example through "dual posts" allowing for flexible rules of leave and sabbatical to encourage brain circulation.

- e. **Capacity building in partner countries.** In order to advance in regards to the four main points above, it would be beneficial for source and host countries, expert international organisations and regional cooperation frameworks, to work in close cooperation to exchange experiences, offer guidance for the efficient administration of circular migration projects, and for ensuring mutual development benefits. Joint learning and capacity building can be efficiently achieved through cooperation in clusters of interested participants to ensure synergies.

Follow-up

81. At the Mauritius workshop on circular migration, the following countries announced their interest in potentially setting up new pilot projects: France, Mauritius, the Netherlands, Portugal and Cape Verde.
82. The following are examples of countries with previous experience of circular migration or return of members of the diaspora that may be useful for further exchange of best practice: Spain, France, Portugal (host countries) and Ecuador, Colombia, Morocco, Ethiopia, Ghana, Cape Verde, Moldova, the Philippines, India and Sri Lanka (source countries).
83. The European Commission was invited to take the lead in follow-up work together with other stakeholders. On the basis of the five main elements, source and host countries, international and regional organisations, and stakeholders in civil society and the private sector, are encouraged to work jointly together in order to operationalise new pilot projects, and to evaluate and further improve the legislative and policy frameworks for facilitating mutual development benefits from circular migration.
84. The Second Global Forum on Migration and Development (GFMD) in Manila, October 2008, presents a good opportunity to further discuss basic elements and to identify additional partner countries that may be interested in carrying out concrete action to promote circular migration.
85. A monitoring and follow-up structure should be set up after the Manila GFMD whereby interested partner countries and international and regional organisations (for example the European Commission, the World Bank, ILO, IOM, OECD, the ACP Secretariat, UNCTAD and UNDP) continue to evaluate and improve the implementation of pilot projects.