Engagement with the Private Sector on International Migration

Mapping Study

Final Report

2014

The Hague Process
on Refugees and Migration

Global Forum on
MIGRATION & DEVELOPMENT
GFMD Sweden 2013-2014

International Organisation of Employers
Organisation Internationale des Employeurs
Organización Internacional de Empleadores

Acknowledgements

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ABSTRACT

With the ever-increasing globalization of human resources, work, and services and its impact on national development goals, the private sector is a necessary negotiating partner within the area of migration and development. The Global Forum on Migration and Development (GFMD) offers the unique opportunity for states and businesses to collaboratively address important opportunities and challenges related to the role of the private sector, global mobility, and human development impact. Since 2007, the GFMD has made great progress in bringing together stakeholders from states and civil society for open and constructive dialogue and in guiding the migration and development agenda. Nonetheless, unresolved issues remain. Recommendations put forward as part of a 2011-12 assessment of the GFMD process point, among other things, to the need to improve the format for engagement and collaboration with the private sector.

Though cursory attempts have been made over the years to reach out to businesses, by and large, the only private-sector actors the GFMD process has attracted are recruitment agencies and other firms with services tied directly to the migration process in some way (i.e., money transfer). States and civil society have expressed an interest in engaging directly with businesses that operate nationally and/or globally and which, as employers of and service providers to migrants, have a stake in maximising the benefits of migration. Thus, it was recommended that the private sector be considered as a separate stakeholder group; new methods for engaging with the private sector be explored and a dedicated consultative system be devised to strengthen cooperation.

Within the framework of the GFMD 2013-2014, the Swedish Chair has come together with The Hague Process on Refugees and Migration (THP), the International Organisation of Employers (IOE), the World Economic Forum (WEF), the Council for Global Immigration and other contributing partners to deepen and diversify GFMD engagement with targeted business sectors including construction; mining and extractives, recruitment, insurance, financial services, and others.

To that end, successful thematic business round table meetings with states and businesses have been held in New York, Brussels and Geneva, as well as one-on-one consultations with executives from a number of multinational enterprises. Furthermore, a "mapping study" consisting of a Delphi Process and a two-part survey has been undertaken to ascertain not only current business practices, perspectives, and values with respect to global mobility, but also the private sector's position on the concept of engagement with governments in migration policy making.

The ultimate goal of the various thematic meetings and the mapping research effort is to continuously discover potential areas of common ground for public-private cooperation in the realm of migration and development while simultaneously building trust and fostering greater engagement with participating industries.

This report outlines the methodology, design and outcomes of the mapping study. The mapping study, namely, the Delphi Process and the two-part survey can, in fact, be viewed as tools in themselves, to encourage participation and investment in the migration debate among business leaders and to promote a conceptual-level dialogue on the role of the private sector in migration. The preliminary results and outcomes of the mapping study were presented at a meeting held in Geneva in March 2014, for government and business representatives in which participants discussed the findings of the Delphi Process and two-part survey as part of a larger discussion on private sector engagement on international migration. The feedback and recommendations that were given as a result of the presentation and the meeting itself are included in this report.

This report is divided into four parts: **Part I** comprises of an introduction which provides background information on the development of the migration field vis-à-vis the private sector; private sector engagement; and issues of mutual concern. **Part II** and **Part III** of this report outline the methodologies, findings and recommendations of the Delphi Process and those of the two-part survey accordingly. Finally, **Part IV** of this report outlines the recommendations and feedback from the Geneva meeting held in March 2014.

PART I: INTRODUCTION

BACKGROUND

The relevance of business policies and practices to emerging global migration trends and the real-life experiences of migrants is as obvious as it is inevitable. A firm's human resources and procurement policies determine their actions on such fundamental issues such as: who is hired, where they are hired, how long they are hired for, what they are hired to do, and how much they are paid to do it. Environmental, safety and health policies prescribe working conditions. Human rights policies and codes of ethics set parameters on actions taken to address worker rights and treatment. Use of international recruiting firms has a significant impact on the experiences of workers recruited by firms from other countries. Corporate social responsibility programmes determine the mix of services that may be provided to workers beyond basic employment requirements.

All these business policies and practices, as well as many others, have a direct effect on the experiences of those who relocate and seek employment. A fundamental baseline for formulating and implementing rational and purposeful global migration policies is an appreciation of the business perspective. That means an understanding of what business decisions are being made, what decisions are likely to be made in the future in response to changing markets and conditions; also why firms believe such decisions make good sense. In some instances, policies will prove to be an incentive to businesses to advance the same goals as global migration policies. In other cases, global migration policies seek to halt, mitigate or countervail those business policies viewed as a having negative consequences for migrants. At all events, global migration policies must recognize and anticipate relevant business policies and practices and have them incorporated into deliberations and decisions.

The drive of MNCs to remain competitive through a constant campaign to drive down their margins has meant a continual relocation of investments and operations across the globe and, with it, constant disruption and reformulation of local, national, regional, and global labour markets. Understanding how global corporations affect global migration is more important than ever.

The interrelation between business and global migration policy has always been relevant and an important factor to take into account. However, globalization has transformed the landscape of global markets and business, making the interdependencies of business and migration broader and stronger. Gross World Product is expanding ever more rapidly, particularly in developing countries, and expanding South-to-South migration. Multinational corporations (MNCs) have grown so large that many of them have eclipsed the economic size of many of the world's nations; and so the decisions on personnel made by a few MNCs may rival or supersede national policies. The drive of MNCs to remain competitive through a constant campaign to drive down their margins has meant a continual relocation of investments and operations across the globe and, with it, constant disruption and reformulation of

local, national, regional, and global labour markets. Understanding how global corporations affect global migration is more important than ever.

Gaining that understanding of business practices and policies may be more difficult than imagined. While governments and businesses share an interest in global migration, they typically look at the issues from very different vantage points. There is a legitimate 'clash of cultures' between government and business that is a common feature of the global governance landscape. Public and private organizations have their worlds to live in, each with their own terms of reference, codes of conduct and protocols, value systems, accepted lessons from history, and nuanced presumptions about why things are the way we find them; as well as its two corollaries: what would constitute effective ways of changing them and what can or cannot actually be changed?

Government and business have a great deal to learn from each other and could, when acting in true collaboration, develop innovative and responsive approaches to global migration challenges. However, a prerequisite of effective cross-sector collaboration is an understanding of the other partners' perspectives and interests. And that can only be nurtured and developed through engagements that foster good communications and rewards empathy.

ENGAGEMENT WITH THE PRIVATE SECTOR

A decade on from its inception, the policy mantra of a "migration development nexus" had lost some of its initial, largely positive sheen. One possible reason contributing to this loss of traction is that the onus for enabling human development, through global mobility, has to-date been placed rather "firmly on the agenda of policymakers"[1] and key civil society groups, all of which are *non*-profit organizations. Roles for private sector organizations are certainly implied in the 2009 Human Development Report – the first of its kind to make a link between the Millennium Development Goals (MDGs) and global mobility – through sections on income equality and remittances: "This report sets out a case for a comprehensive set of reforms that can provide major benefits to migrants, communities and countries"[2], yet the private sector is unfortunately not directly written into the script of stakeholders: Even the latest *World of Work Report* (ILO 2013), though focused on jobs, does not contain one mention of the word, "migration". Perhaps it should come as no surprise therefore that the business community has, arguably, remained largely on the fringes of migration policy development.

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[1] UNDP, 2009, pg 5

[2] Ibid, pg 8

That is a significant loss to policy-making capacity, since it ultimately falls much more to businesses than aid organizations and civil society groups to provide sustainable connections between abstract macro level migration policy and concrete everyday life, for the peripatetic as much as the sedentary. First, businesses are relied upon to provide most migrants with decent work and living wages, which rates among the major human goals that people have for moving in the first place[3]. Second, they can provide decent services in key domains such as relocation adjustment, insurance, and affordable remittances[4]. *A core objective in this report is therefore to help identify what might be done to encourage greater participation and investment, in the migration debate, among, between and with firms whose businesses cover these options.*

ISSUES OF MUTUAL CONCERN

Within the framework of the GFMD, the dialogue between states and different private sector actors ideally should not be governed by national interests but rather reflect an overarching perspective focused on areas of mutual concern. Of particular interest is how the private sector positions itself in the context of globalization and global competition, ageing population and labour shortages, increased opportunities for mobility, and, in relation to national interests, to ensure that migration takes place in an orderly fashion.

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Certainly, the issue of talent mobility, growth, and competitiveness – particularly when discussed in the context of skills shortages – are of major concern to businesses and governments alike. McKinsey Global Institute predicts a global shortage of 40 million skilled workers (with a university degree or equivalent qualification) by 2020[5] and Manpower Group's seventh Talent Shortage Survey indicates that half of U.S. employers in 2012 had a hard time filling mission-critical positions[6]. Similar trends prevail in many other countries.

Sectors such as ICT, mining and extractive, recruitment, healthcare, insurance, and banking (including money transfer organizations) were identified through the 2013 WEF Competitiveness Report, which gathered input from industry representatives, economists and governments in more than 144 economies. Moreover, WEF's Global Talent Risk report on skills shortages projects serious skills gaps for mid to highly

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[3] Carr, Inkson & Thorn, 2005

[4] Ratha, 2005

[5] McKinsey&Company, 2012

[6] ManpowerGroup, 7th Annual Talent Shortage Survey, 2012

skilled professionals in the mining sector as well as in manufacturing, utilities, construction, trade, hotels, transport, IT, and healthcare.

In addition to discussing mobility issues through a lens of migrant employment, it is perhaps also necessary to begin discussing the impact populations on the move may have on growth and development as consumers. With increasing rates of international migration for work, study, family reunification, and asylum, migrants are quickly becoming an important segment of the market for a number of industries such as banking, education, insurance, money transfer, recruitment, and others. Businesses in these industries stand to gain considerably by developing products, services, and outreach targeted specifically at migrant populations.

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Other areas of potential convergence between private- and public sector interests in migration include: Legal migration policy frameworks; global competition for talent; training and skills matching; credentialing; links between education and mobility; recruitment and work contracts; working conditions and rights; integration and identity; and return and reintegration.

MAPPING PRIVATE SECTOR INTERESTS

In working to develop new modalities for engaging with businesses on migration and development issues, the GFMD 2013-2014 wanted first and foremost to better understand – to map out - the private sector's practices, values and perspectives with regard to human mobility and migration policy.

A key goal in this project is helping to stimulate more of a conceptual and reciprocal *dialogue* on the roles of the private sector in migration. To achieve that goal, the project aimed to help foster dialogue with business reflexively - by itself being dialogic. The first strand of the mapping study was done through a Delphi Process which entails asking business leaders, as crucial subject matter experts, to articulate and, if possible, seek consensus on major barriers to and key opportunities for greater involvement by businesses. This is a stakeholder approach that deliberately places business and private sector perspectives on a migration-development nexus, front and centre-stage.

PART II: THE DELPHI PROCESS

BACKGROUND

The question of why businesses might not yet be fully and effectively engaged in the migration debate and whether there is recognized opportunity in better engagement is more aspirational and motivational than descriptive of what already might be happening. Working on the premise that business leaders are crucial subject-matter experts with the potential to lend a great deal of insight if properly engaged and considering a number of theoretical, empirical, and practical advantages, the researchers opted to utilize the dynamic and prospective Delphi Process. Using this process, qualitative and quantitative data on the degree of consensus versus divergence on both barriers and opportunities (in this case for business participation in the migration debate) can be compiled. Also among its main advantages is that it capitalizes on the diversity in a group, e.g. by keeping identities anonymous and, thereby, tending to produce solutions to problems that are both innovative and viable.

The question that this study asked was more aspirational and motivational than descriptive of what already 'is.' It also assumes that businesses are full stakeholders in the migration-development debate, with an active voice that may be flexed. Requirements like these suggested a relatively dynamic and prospective technique, rather than a (possibly more retrospective) social survey. Whilst a survey would be valuable for assessing what the business community currently knows and does, a prospective methodology like the Delphi technique seemed most appropriate.

METHODOLOGY

The Delphi technique is a consultative process, in which subject-matter experts are repetitively asked for each expert's own ideas on a specific, usually complex issue, in which progressive rounds of consultation are coordinated by an 'oracle' whose role is to first garner individual answers, then collate them and send them back out for commentary and refinement. Finally this "communication manager" asks the group to rate or rank in terms of appropriateness.

Qualitative and quantitative data on the degree of consensus versus divergence on both barriers and opportunities (in this case for business participation in the migration debate) can be compiled. Delphi Processes lend themselves especially well to computer-mediated communication across time zones, e.g., via electronic mail. These properties may suit the schedules of busy international business executives who can respond in their own time. Delphi Processes have also been used to garner and synthesize expert opinions on a range of issues including policy development processes and outcomes. One of its chief advantages is that it capitalizes on the diversity in a group, e.g., by keeping identities and 'egos' anonymous, and thereby tending to produce solutions to problems that are innovative and viable.

For a number of reasons therefore, i.e. theoretical, empirical and practical, a Delphi Process was chosen as an effective methodology.

PARTICIPANTS

Sectors: Originally the project proposal designated that there would be ten sectors: construction, healthcare, information and communications technology (ICT), mining/extractive, tourism, banking, education, insurance, money transfer, and recruitment. These sectors represent in roughly equal measure firms that are liable to have migrants as employees versus customers. However, in the final sample, a total of nine conceptually distinct sectors actually participated: Legal (n = 1 firm); ICT (n = 3); mining/extractives (n = 2); tourism (n = 1); Human Resource Management (HRM, n = 1); banking (n = 1); insurance (n = 2); Recruitment (n = 2), and Relocation (n = 2).

Firms: The N = 15 firms above were represented by subject matter experts from within each firm. In all but one firm the subject-matter expert was a single individual. The firms who participated were pre-selected by the sponsors/planning committee. They were all at senior executive level. Participants' Job Titles included: Executive Director, Vice President, Chief Executive Officer, Executive HRM, Director/Coordinator.

Countries: Participating firms were headquartered in Africa (Uganda), America (Canada, United States, the Caribbean, Colombia), and Western Europe (The Netherlands, Norway, Russia, Sweden). Except for three of the firms, all were operating multinational markets ranging from four to 170 countries, in Africa, America (e.g., Brazil and Venezuela), Europe (e.g., United Kingdom, Belgium, France, Germany, Poland, Ukraine, Estonia, Latvia, Lithuania), Oceania (including Australia and New Zealand), Small Island Developing States, and Asia (including China, India, Vietnam, and Japan).

MEASURES

Round 1 – Generating ideas.

1. In which country does your firm have its headquarters? (Feel free to name more than one country)
2. In which country/ies does your firm primarily operate?
3. BARRIER. What in your view is a major barrier that is currently preventing leaders in firms like yours from investing more of their firm's time and resources in the migration debate with government and international organizations such as The Global Forum for Migration and Development, the International Organization for Migration, the International Labour Organization?
4. ANALYSIS. This is where we really need your help: What is your expert analysis of 'why' your answer in (3) is so important for others to understand? We are hoping to secure one paragraph (no more than 100-150 words) from each participant. *This is a chance to clarify your position for others in the group, to show how well your ideas stack up, and to persuade them of the substance and merit in them*

5. OPPORTUNITY. What would be the best way of motivating business leaders to invest more of themselves and, by definition, their firm's time in the debate? (Again one paragraph will do)
6. SYNTHESIS. Again we really need to access your expert thought processes and knowledge, for the benefit of the other members in the group. Could you capture for the group in one paragraph 'why' your answer in (5) would work and illustrate in any way 'how' it would do so?
7. PERSONAL PERSPECTIVE. Having answered the above questions, as a representative of your particular company, is there anything else you would like to add from your prior experience as an individual, who may have worked across multiple different firms?

Round 2 – Clarifying ideas. Answers to questions 3-6 inclusive above were put into tabular format, which was prefixed with the following invitation:

> PLEASE: feel free to clarify any existing ideas, add new ideas, comment on the feasibility of any ideas, add additional strategies to implement ideas, and so on. Again, we are using 'bcc' to preserve anonymity. Please just add your comments etc. directly into the relevant box in the Table and hit the reply button to send it back to me. I will then re-compile the responses, and format them in a user-friendly/condensed summary format, for ranking in Round 3.

Round 3 – Ranking ideas. Participants' replies to the Round 2 invitation above were summarized into Table 1 (results below) and prefixed with the following question:

> For the BARRIERS below and keeping as much of a firm's perspective as you can, but incorporating all your expertise, enter a rank of '1' for the most significant barrier; '2' for the next most significant barrier, and so on. Please try <u>not</u> to use tied ranks. If you must do so however, simply say if two (or more) barriers are tied for first, or tied for second, etc., by typing 'joint 1' or 'joint 2'; 'joint x'; and so on. For OPPORTUNITIES, please just follow exactly the same procedure, only this time rank order the ideas from most promising, next most promising, and so on, for engaging business firms.

> Rather than putting a theme over the top of your words, I have tried again to be true to your own words by relying on quotes (and keeping my own interjections to a minimum). To try and signal a bare essence however, I have bolded a few words in each cell. These might be helpful when you are considering an overall order of priority for the respective column.

PROCEDURE

The Research Officer at *The Hague Process on Refugees and Migration* worked closely with the researcher to design a research protocol, which was then sent to the Human Ethics Committee of the university institution where the communication manager is located.

In the original sample design, two Delphi cohorts were envisaged, one for firms with migrants as employees and one for firms with customers. The IOE (International Organization of Employers) managed sample recruitment, initially distributing an invitation to all of its members. However, acceptances were negligible and the

communication manager, in consultation with THP, moved to a targeted sampling process, conducted by electronic mail. This process resulted in the recruitment of 23 subject-matter experts/firms, from which a total of *N* = 13 eventually responded during actual project "rounds" (below).

During week 1 of data gathering, the communications manager emailed the questions from Round 1 – Generating Ideas (Methodology), to all 23 subject-matter-experts, using 'bcc' to protect anonymity and confidentiality (Ethical Protocol).. The sending of this email was staggered to arrive at approximately the same local time in each major time zone.

During a two-week interval between Rounds 1 and 2, panellists emailed the communications manager with their answers to Questions 1-7.

During week 3, the tabulated responses from Round 1 were emailed to the full panel for clarification and comments (*Round 2 – Clarifying ideas*).

During a one-week interval between Rounds 2 and 3, panellists emailed their answers to the tabulated responses from Round 1, to the communications manager.

In the fourth week of data gathering, the communications manager sent out a summary table of the ideas that the panel had generated through Rounds 2 and 3, in tabulated format (*Round 3 – Ranking ideas*). Panellists were asked to separately rank barriers and opportunities from the most to the least important/promising, respectively.

In-between/after each of Rounds 1, 2, 3, a maximum of two gentle reminders were sent to participants who, at that stage, had not yet responded. Sample size did not allow for separate analyses concerning firms that have migrants as employees versus firms that have migrants as customers

FINDINGS

Rounds 1 and 2 generated a total of 14 different but also interrelated ideas, comprising seven major barriers and seven (again interrelated) opportunities. These are summarized in Table 1.

- As shown in Table 1, the issue of <u>migration was perceived by businesses as a risky subject in which to engage</u>. Risks were attributed, by participating businesses, to overly negative stereotypes about businesses (e.g. relocating purely to slash wage bills) and to concerns for their reputation.
- Panellists were also <u>not aware of, or convinced that there were any real benefits versus potential cost when participating in the debate</u>.
- Executives may have too <u>little time or interest</u> to devote time to policy debates which are not always perceived as "core business."
- Political processes were judged to <u>move too slowly</u> compared with existing business-planning cycles and were not necessarily trusted.

- Building awareness, capacity, and motivation to influence and, if necessary, overcome barriers from local legislation was therefore judged to <u>require greater outreach</u> from governments, coalitions between businesses and other groups, mutual compromise on planning time frames between politics and business and, finally, a better flow of information and labour.

Table 1 – Mean rankings for Key Barriers and Opportunities (descending orders)

	BARRIERS (*n* = 11)	OPPORTUNITIES (*n* = 12)
	PANEL IDEA	PANEL IDEA
	Issue too risky	Cost-benefit evaluation
	Business leaders not convinced	Outreach from governments
	Lack of time/interest	Form stakeholder coalitions
	Slow political processes	Align planning time frames
	Capacity to influence	Motivate business leadership
	Lack of awareness	Cultivate continuous messaging
	Local legislation	Universal work permits

During Round 3, the panellists were asked to rank these ideas on basis of significance and merit. Table 1 contains an overall summary ranking (mean rank order) of the current barriers to and future opportunities for enabling greater business participation in migration policy development - as identified by our panel of subject-matter experts. These rankings were made with respect to each barrier's relative significance ('1' for most significant barrier, '7' for least significant); and on

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each opportunity's relative promise to enable greater business participation (Methodology).

Table 1 contains the resulting mean ranks, which are also arranged in descending order. If there were no systematic agreement between the panellists, i.e., no concordance, the raw ranks would be randomly distributed, with the resulting averages being similar to each other.

The mean ranks in Table 1 appear to differ, suggesting a degree of concordance. Risk management, for example, tended to receive a relatively high ranking, on average, whereas legislative (including visa) concerns tend to be ranked lower.

To test the statistical significance of the apparent trends in Table 1, Kendall's Coefficient of Concordance (W) was utilized[7]. As its name suggests, Kendall's statistic tests the likelihood of obtaining a given set of ranks by chance alone (i.e. through random error) versus the possibility of systematic agreement (i.e. concordance). The test is especially suited for ordinal (ranked) data and for assessing the degree of agreement between a set of judges (or panellists), with regard to a set of objects or ideas (such as barriers and opportunities). It is applicable to relatively small samples[8]. W's approximation to the Chi-Square distribution enables us to compute the probability of any given value for W being obtained by chance alone, i.e., if there was no concordance. W itself can range from 0 (no concordance) to 1 (perfect agreement, i.e., consensus).

In Table 1, the test for concordance regarding barriers was statistically non-significant (W_{sample} = .129, Chi-Square = 8. 494, p = .204). Although a trend is apparent across the mean rank order in the table, there is not enough evidence, in this particular relatively small sample of experts, to safely infer that any one of the seven barriers in Table 1 is any more important, or less important than its neighbours.

With respect to opportunities, the test statistic was clearly significant (W_{sample} = .246, Chi-Square = 17.713, p = .007). From Table 1, the panel of judges tended to *agree* with one another about an order in which ideas for enabling greater business participation might be advanced. Ideas with the most practical potential include cost-benefit evaluation, outreach from governments, and forming stakeholder coalitions between individual companies and with other stakeholder groups.

In summary, our panel of experts identified all of the summarized ideas presented in Table 1 as having merit. Nonetheless, we may in addition infer with a reasonable degree of confidence that for this sample, economic and political processes took a certain priority over cultural and legal.

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[7] Sheskin, 2004

[8] Hsu & Sandford, 2007

INTERPRETATION AND RECOMMENDATIONS

Identifying the most significant barriers to participation is informative because it may bring to light obstacles to business engagement. Regarding local legislation, for example (Table 1), during the recruitment of potential participants, one firm declined to participate with the following remark: "The regulatory requirements on us as payment intermediaries are very strict and makes it currently impossible for us to establish a dedicated service for migrants' payments to their countries of origin. Nor can we give priority to invest resources in lobbying efforts in the area". As well as linking to other barriers in Table 1, such comments can help explain 'how' legal barriers may be in operation, in this case versus firms with migrants as customers.

In a further informative vein, explanations can be quite surprising. General negative stereotypes about businesses leads the businesses to not want to become involved in the migration debate which, in turn, further propagates the negative stereotypes. In effect, this becomes a self-perpetuating cycle of non-involvement which is quite ironic. Breaking the deadlock in this case may require behavioural as well as legal interventions, including for instance outreach to the business community from the political leadership and organizing more trust-building joint initiatives between policymakers and businesses:

Recommendation 1: **continue to organize joint business/policy migration conferences and workshops.**

Perhaps it should come as no surprise that the business leaders who gave their time to this project would be most clear about the *solutions* to the issue (i.e., opportunities). This is what business leaders are arguably selected - and expected - to do. In a similar "KPI" (Key Performance Indicators) vein, our finding that risk management, in general, and cost-benefits evaluation, in particular, were central concerns for business leaders makes good business sense. Demonstrating "ROI" (Returns on Investments) may be challenging, and require innovative thinking; but it is, nonetheless, very clearly, an urgent priority, according to our sample. A range of ideas for addressing ROI and cost-benefits in

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general were generated and canvassed during the Delphi rounds themselves. They included collecting and disseminating "evidence-based" global and regional data according to which countries, sectors, and firms have benefited from talent flow; accumulating and reporting more empirical evidence on how migration can and has benefited local communities, jobs, and firms by hiring people with international and cultural competencies. Evidence-based best practice protocols like these are, in fact, what applied research often focuses on and publishes in academic journals. Thus the findings indicate that research may have a wider role to play in the process

of encouraging business to join migration policy forums, specifically by connecting more fully and directly with the debate itself.

Recommendation 2: **Include researchers with business and policy sectors in migration-development conferences.**

Continuing in that empirical vein, we have already seen that there is plenty of evidence in research journals about the benefits versus costs of cultural experience for individual and organizational performance. There are also journal reviews that document workplace practices, for example in job selection practices that not only avoid potential implicit bias, but also manage to deliver a return on the selection investment over a mid- to longer-term period, for firms. In other, more theory-based literature, it has been argued that coalitions between firms and with other sectors, i.e. inter-organizational alliances, are crucial and offer practical ways for businesses to both make a difference and be more competitive.

Recommendation 3: **commission a systematic review of the evidence about the costs and benefits of participating in migration policy development, for the private sector.**

A core limitation in the present study is that the sample size, even for a Delphi process, was minimal. The minimum is partly perhaps just a reflection of the issue itself, in that many potential business respondents did not volunteer to participate at all, or after having done so did not actually respond when contacted during the Delphi process itself. From a statistical point of view, and even though Delphi processes often target relatively small numbers of subject matter experts, a slightly larger sample would have given us more statistical power to detect any patterns in the "barriers"; a consideration that may be more pertinent because non-parametric techniques tend to be relatively conservative.

Recommendation 4: **Compare the barriers identified in this study with those identified in the survey.** In a meeting setting, Nominal Group Techniques for example[9], may enable the ideas already generated during this Delphi process, to be discussed, evaluated and supplemented by conference delegates from all sectors. In this way, what ROI cost-evaluation frameworks might actually look like, i.e., what would inputs, outcomes, costs and benefits be calibrated from, could begin to be conceptualized more systematically. For example, interdisciplinary evaluations could be designed (and later conducted at) more than one level, e.g., from micro to meso to macro perspectives.

As some of our respondent experts indicated, time frames are also very important, not only for developing migration policies themselves but also for changing the culture of the debate itself. This might include, as we learned, regular seminars and

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[9]http://www.communitydevelopment.uiuc.edu/sp/Step5/Nominal%20Group%20Technique.pdf

building a stronger culture of regular messaging, over longer time frames. Time perspectives like these imply longitudinal research, but they also suggest that longer-term goals can and should be considered. One of the core opportunities identified in the study itself was for the UN to initiate some kind of universal visa system, whereby talent (in this case perhaps skilled workers) would be enabled to flow anywhere in the global economy – when and where it was needed. Although in the current study the idea of Universal work permits was not rated the most promising, one commentator interestingly remarked (during Round 3, on an individual ranking form), "great idea but politically impossible *at the moment*" (emphasis added). Perhaps then this is the time for such ideas to be seriously canvassed, as longer-term goals.

Recommendation 5: **Discuss the possibility of universal work visas, under the aegis of the United Nations.**

This project did not find a clear *consensus* on either the barriers against or the opportunities for greater private sector engagement with the migration policy debate and, thereby, with human development goals. However there was a statistically significant amount of *concordance*, especially around perceived opportunities for new developments in the relationship between business and policy-making. As one respondent remarked during Round 2, "I have read through the different comments and they provide interesting views. I also notice that there seems to be a common message coming across in the Opportunity column – increased awareness/ active outreach". What such a blend of diversity and convergence demonstrates is the concrete possibility of finding overarching, i.e., "superordinate" goals behind which not only one sector but also, potentially, multiple sectors can if not unite as one, but at least may find common ground for goal setting and planning.

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Recommendation 6: **Begin a process of formulating a plan for greater engagement by the private sector.**

The use of superordinate goals is a relatively effective way of bringing previously conflicting, disparate or marginalized groups together, provided they do so in a supportive institutional framework that accords equal status to all major stakeholder groups.

LIMITATIONS

A core limitation of this process is that the sample size, even for a Delphi, was minimal. From a statistical point of view and even though Delphi processes often target relatively small numbers of subject matter experts, a slightly larger sample

would have given us more statistical power to detect any patterns in the "barriers" identified.

The low rate of participation is perhaps just a reflection of the issue itself. In order to secure the sample, an invitation to participate was sent out broadly via the International Organization for Employers (IOE) to national federations of employers around the world. Those federations, in turn, agreed to distribute the invitation among their membership. The intention in using this type of sampling method was to attract a large sample of diverse firms from all over the world.

The fact that this effort yielded only a few business executives who volunteered to participate is perhaps indicative of some of the barriers to engagement ultimately identified by the executives who did participate (e.g., the lack of awareness, trust, interest, or evidence of ROI). When the research team switched tack and began contacting firms on an individual basis, interest was generated at a much higher rate, no doubt demonstrating the importance of trust building. Of those who agreed to participate through this sort of outreach, however, nearly half did not follow through with full participation once the Delphi process had begun.

Another limitation to the Delphi process was related to timing. Due in large part to the above mentioned difficulties in securing participants, the entire process was confined to about five weeks. Given more time, perhaps a greater degree of consensus and concordance could have been achieved.

IN CONCLUSION

While this process did not find a clear *consensus* on either the barriers against or the opportunities for greater private sector engagement with the migration policy debate, there was a statistically significant amount of *concordance*, especially around perceived opportunities for new developments in the relationship between business and policy-making. What such a blend of diversity and convergence demonstrates is the concrete possibility of finding overarching goals behind which not only one sector but also, potentially, multiple sectors can if not unite as one, but at least may find common ground for goal setting and planning.

The benefits of using an evidence-based approach will likely outweigh their costs, for businesses, civil society groups, policy bodies, and society-at-large.

Project Delphi marks a promising start towards a process of building a relationship between private sector firms and associations, policy-making bodies and civil society groups, and with the wider research community. Barriers and opportunities have been identified, and evaluated. There may be real and unexpected convergences between the findings of the survey and this more "prospective" approach to planning and goal setting. The benefits of using an evidence-based approach will likely outweigh their costs, for businesses, civil society groups, policy bodies, and society-at-large.

PART III: TWO-PART SURVEY

Background and Rationale for the Surveys

The GFMD 2012-2014 wanted to better understand the private sector's practices and perspectives with regard to human mobility and migration policy. Thus, in order to maximize input from businesses and explore different pathways for engaging with the private sector, it was concluded that it would be beneficial to develop a second tool by which to engage with the private sector and which would complement the feedback from the Delphi process.

With the above in mind, two surveys were designed for dissemination to the private sector; one survey on the role of business in migration and the other survey on migrants as consumers. The goal of the two surveys was to identify the policies, practices and perspectives of the private sector with respect to migration and development and to bring information to the surface that can be used to encourage greater participation and engagement by business leaders in the global migration debate. Ultimately, the surveys are a tool through which to begin an effort at improving communication and empathy between government and business in the global migration policy space to work collaboratively to develop innovative solutions.

The surveys were designed to elicit detailed information about firm activities that are relevant to policy makers who grapple with global migration issues. They were intended to reveal valuable insights into firms' rationales behind their policies and practices at greater levels of detail and disaggregation than is currently available.

Another objective of the surveys was to promote and stimulate a discussion on the future roles of the private sector in global migration. Specifically, the two separate surveys were designed in order to understand firms' perspectives on, and activities in, areas such as: legal migration policy frameworks; labour shortages and competition for talent; training and skills matching; links between education and mobility; recruitment and work contracts; working conditions and rights; integration; and return and reintegration.

Global migration issues and firms' hiring practices overlap and are interconnected in obvious ways. Migrants are also becoming recognized as targeted consumer groups. The surveys were designed to elicit detailed information about firm activities that are relevant to policy makers who grapple with global migration issues. They were intended to reveal valuable insights into firms' rationales behind their policies and practices at greater levels of detail and disaggregation than is currently available.

Numerous choices were made in determining the general approach to the two surveys. Survey questions were constructed to avoid framing in such a way that might be viewed as presenting 'correct' or 'incorrect' responses. The language chosen for the questions avoided communicating a bias about the relative merits of a firm's policies and practices. The questions sought to solicit information on what firms were or were not doing and their attitudes about specific issues. Learning more about what firms were doing and why they were doing it was given priority over whether firms were 'doing the right thing.'

The emphasis of the survey on learning about the policies and practices of firms is consistent with framing questions so they could be answered without the need for extensive research or consultation with other executives or managers within the firm. The questions were posed in such a way that they could be answered by a manager in a Human Resources or Government Relations office without concern that the answers might contradict other public representations of their policies and practices. Such an approach reduces the amount of time required to complete the survey and improves response rates.

The survey chose to focus on a select few critical issues relevant to migration policy. Attempting to address a wide range of migration issues would make it more difficult for a firm to complete the survey, given the need to involve multiple executives across a range of offices and responsibilities. Limiting the survey to a few targeted topics also created the opportunity for answers to be presented at levels of greater detail. In addition, one issue could be considered from several different business perspectives and at different levels of disaggregation.

Many questions in the survey allowed for more than one answer to be provided. Businesses rarely undertake policies for one reason alone, but have several issues they are addressing at once. For global businesses, it is the case in particular, given the different circumstances they may face in different countries, economies, and communities. Businesses may be better distinguished by the combination of policies and practices they report in the surveys as opposed to classifying them as taking one single approach or another.

The language used in the survey questions and responses was given special attention. Surveys that solicit business executives' views about issues framed in the language of policy run the risk of respondents not fully understanding the question or the full meaning of the terms used. The vocabulary chosen for these surveys was that which is more typically used by business; policy jargon was avoided. The advantage of this approach is the focus it gave to the business perspective on specific issues. The approach makes it easier for the respondent to understand the question and respond quickly and accurately. Attention to language was applied

also to the use of the terms such as immigration, migration, migrant, immigrants, foreign workers, etc. These terms have important differences in meaning for migration policy analysis and formulation, government regulations, and the field of study of migration in general. However, these same distinctions are not necessarily useful to businesses, or they may understand the terms through their own definitions and meanings. A concerted effort was made select terms carefully that faithfully reflected global migration policy issues and concerns but would be seen by respondents in clear and straightforward ways.

Employing all of these specific approaches in the general design effort resulted in surveys that were 'business friendly' and focused on learning about business policies and practices as a baseline for future cross-sector collaboration.

DESCRIPTION OF THE TWO SURVEYS

SURVEY I: THE ROLE OF BUSINESSES IN GLOBAL MIGRATION

The globalization of the world's economy, the growth and expansion of MNCs, and shifting demographics have expanded the reliance of firms on migrant workers at all skill levels. These factors point to the importance of having a better understanding of the role of businesses in shaping and responding to the emerging patterns and trends of global migration. The survey identified issues of mutual concern to business and governments and seeks information on how private sector hiring policies and practices align with states' interests in ensuring that global migration is appropriately governed. The survey was sent to five targeted industry sectors: Construction, healthcare, information and communications technology (ICT), mining/extractive, and tourism.

To ensure that the survey was of reasonable length and did not take too long to complete, the survey addressed three specific topics:

- Business policies and activities addressing workers' rights and community outreach related to social integration.
- International and national policies and regulations with greatest impact on business hiring practices—current and future.
- International recruitment policies and practices of business.

SURVEY II: ON CONSIDERING MIGRANTS AS CONSUMERS

With global migration expanding for work, study, family reunification, refuge, and asylum, migrants are quickly becoming an important segment of the market for a

number of industries such as banking, education, insurance, money transfer, recruitment, and others. As providers of products and services to migrants and refugees, businesses in these industries have an interest in certain migration policy issues, particularly though not limited to: integration, identity, credentialing, and the provision of rights; migrant values, value changes, and consumer behaviour; opportunity for expanding markets; and migrant consumer rights.

Asking businesses about migrants in terms of being a current or future consumer explores the relationship between businesses and migrants that differs from the traditional view of migrants as workers. The set of questions on 'migrants as consumers' presents a new and promising way to think about a role for businesses when addressing migrant needs. As employees, the services that businesses may provide to their workforce will be considered in terms of the cost-of-doing-business. Within a firm, there is an inevitable pressure to keep such costs as low as possible and the standards used for deciding to spend such funds can be rigorous.

Alternatively, for example, if the services that migrants often have a difficult time securing were to be thought of as new market opportunities, the engagement with business would be very different. When profits are possible, business are far more likely to spend funds and/or make investments in the search for new clients and new markets.

Recognizing these different business perspectives suggests a promising basis for collaboration between policy makers and businesses. To help fill-in the gap of services that are available and affordable for migrants, cross-sector collaborations could identify the market potential for serving migrant populations. In addition, barriers to expanding existing markets could be identified and efforts made collaboratively to remove or mitigate them. By supporting expanded markets, services that have been identified as important for migrants for public policy justifications could be provided willingly by firms.

It could be anticipated that even with expanded business services to migrants, gaps would still remain for specific communities. These shortcomings could be the target of public policy efforts, addressing needs of migrants that are unlikely to be served by markets. In such arrangements, it is critical to establish an ongoing dialogue and continual assessment of markets and migrants needs. Markets for services can change rapidly. Such changes could create opportunities for firms to expand their businesses activities serving migrants or just as easily motivate them to scale-back. Proper and effective cross-sector collaboration requires government to be as flexible and adaptive to underserved communities as businesses are to changing markets. Such expectations create challenges but many opportunities as well.

In terms of specific migration policy issues, the potential results of addressing these issues are the benefits that can come from building connections between host and home countries, increasing competitiveness, and allowing for the circulation of ideas that could promote development. Additionally, these efforts may increase the value of the diaspora's voice as well as the company's brand. If companies are

competing for skills and new markets, migrant consumers are fertile ground for building up the workforce later.

To ensure that the survey was of reasonable length and did not take too long to complete, the survey addressed the issue of targeting migrants as customers.

SURVEY STRUCTURE

The two industry surveys were delivered via email and were available to be completed during February 2014. The survey was sent out and administered through cooperation with the International Employee Organization. The language of the survey questions were tailored to describe concepts and practices that would be relevant to business executives while retaining focus on the issues of greatest interest to global migration policy. The questions were organized so that 'yes' and 'no' responses automatically showed the respondent the next appropriate follow-up question. These were provided in a series of questions built around the survey themes. In addition, a few questions asked respondents some descriptive questions about their firm: region where their company was based; firm size (by number of employees); and core business sector. Survey I had 48 close-ended questions and was designed to take no longer 30 minutes to complete. Survey II had 24 close-ended questions and was designed to take no longer than 15 minutes to complete.

VALUE ADDED

States and parts of civil society have expressed an interest in engaging directly with businesses that operate nationally and/or globally and, as employers of and service providers to migrants, have a stake in global migration governance. To this end the surveys provide a new approach to private sector engagement. Outreach efforts might target specific business sectors, including: international recruiting firms, money transfer companies, the mining sector, banks, insurers, and others. The ultimate goal is to develop a productive dialogue with the private sector based on mutual interests in the area of migration and development.

SURVEY RESULTS

The participation and feedback from the surveys was lower than anticipated which could be attributed to a number of reasons mentioned below. The two surveys were distributed via email in the first week of February 2014 by IOE to the organization's extensive network of national employer federations. The national federations, in turn, distributed the survey among their membership. The goal of this broad dissemination was to garner as many responses as possible, potentially allowing the research team to analyse the results in time for the present GFMD thematic meeting and business round tables. After only nine responses came in that week, the survey was disseminated via the same method twice more. The result after four weeks was much lower than anticipated, with 18 responses to Survey I and ten responses to Survey II.

As a result, this initial attempt to distribute the surveys is best considered as a "beta test": a second level, external pilot-test of a survey. At the beta test stage, the survey has already passed through the first-level, internal pilot-test (alpha test) and glaring defects have been removed. But since the survey may still have some minor problems that could potentially affect its success, it is released to selected participants for testing under normal, everyday conditions of use to spot the remaining flaws. The beta test revealed low response rates, a high incidence of skipped questions, and numerous "don't know" answers, which collectively could indicate:

- The people who received the survey questions did not have the information available to them to answer the questions;
- The people receiving the survey did not have sufficient knowledge in the subject area to feel qualified to interpret the questions;
- The presentation of the survey via an email did not generate sufficient interest and/or motivation to respond to the questions;
- There was insufficient incentive for the individual and/or the firm to dedicate the time and resources needed to answer the questions; or,
- A combination of the above.

RECOMMENDATIONS FOR FUTURE SURVEYS

Surveys such as a the two described above offer invaluable information to policy makers about industry activities, experiences, and perspectives that are directly relevant to the experiences of and prospects for migrants working and living aboard and, sometimes, returning home. The information provides a critical foundation for identifying areas of mutual interest that cross-sector collaborations could work on together.

However, surveys sent to firms to complete do face barriers. Largest among them is convincing firms that the expenditure of the time and resources it takes to complete the survey is worth it. When firms are committed to completing a survey, many of the issues raised above are addressed internally by the firm. Actions to consider in the future that would improve the response rate to future surveys include:

- Identifying a partner(s) with established relationships with business in key nations and sending the survey in cooperation with a partner to their members.
- Make multiple but shorter surveys that address specific industry activities or functions and can be sent separately to different department heads within one firm.
- Establish an industry advising group that could promote the survey and encourage firms to complete it.
- Create a special publication tailored to business executives that use the survey responses to report on aggregate industry trends, practices, and perspectives and make a copy available to all who complete the survey.

In Conclusion

Effective cross-sector collaborations require understanding of the other partners' goals, aspirations, interests and perspectives. Shared interests and shared goals are a good reason to collaborate, but alone provide a foundation that is too fragile and untested to withstand the rigours of truly innovative and impactful collaborations. The survey questions could be used to improve the understanding of the policies and practices business are undertaking and provide insights into some of their rationales and justifications for those actions. It would serve as an opening engagement with businesses across sectors and continents, and initiate a future dialogue that could advance the mutual interests of governments, business and migrants.

PART IV: RECOMMENDATIONS FROM THE GENEVA MEETING

As part of the GFMD's ongoing commitment to exploring new avenues for effective private sector engagement on migration issues, in addition to the different elements of the Mapping Study and business roundtables, a Thematic Meeting on Private Sector Engagement was convened in Geneva in March 2014 entitled *The Role of Business in International Migration: engaging the private sector as partners for positive development outcomes*. Participants of the meeting included government representatives, civil society groups, and high-ranking business executives.

> *Businesses […]do not have a single narrow focus and the subject of migration is not generally dealt with at the senior executive level. These differing approaches need to be better understood and the discussion on private sector engagement must be tailored accordingly.*

Reactions and Recommendations to Mapping Study

As part of the programme, THP presented the findings of both the Delphi Process and the two-part survey. The findings served as a backdrop to a panel discussion on the challenges and possible recommendations for more effective business engagement. The panellists of the discussion where high-ranking executives of various business sectors and they echoed the recommendations and findings presented from this project, in particular the findings from the Delphi Process.

The following key points and recommendations were identified during the panel discussion:

- When discussing migration, government and private sector come from differing vantage points. In general, governments tend to approach the subject in terms of border control and migration management which is often coloured with political interests. Businesses, however, do not have a single narrow focus and the subject of migration is not generally dealt with at the senior executive level. These differing approaches need to be better understood and the discussion on private sector engagement must be tailored accordingly.

> *Businesses will more likely be engaged around specific issues where they see a concrete role that they can play*

- Businesses will more likely be engaged around specific issues where they see a concrete role that they can play. When speaking of private sector engagement therefore, more emphasis needs to be given to actionable measures that businesses can take.
- The issue of time frames is a challenge when trying to have governments and business engage on the subject of migration. Policy processes tend to be too slow for fast-paced business needs and planning of areas of activity.
- In order for businesses to be able to engage with government, entry points need to be made clearer. Businesses are often unsure as to which government ministry or department to approach for engagement.
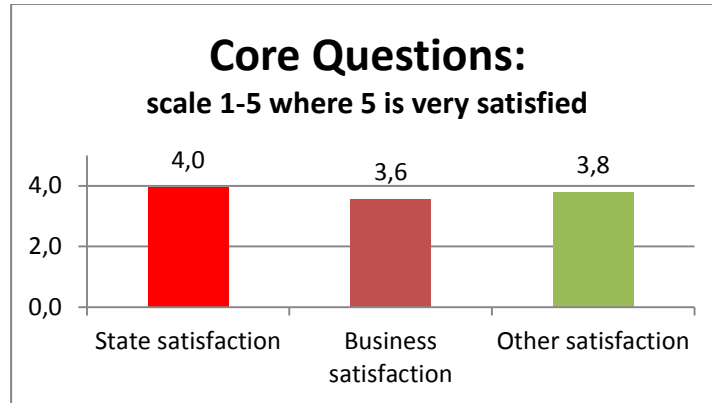
> *Further research on cost/benefit analysis is key to activating the private sector's interest and engagement in addressing migration issues.*

- Further research on cost/benefit analysis is key to activating the private sector's interest and engagement in addressing migration issues. The research and reports need to have a practical focus on facts and figures. In addition, a compilation of best practices and consultation mechanisms would aid in further incentivizing the private sector to engage in the debate and participate in addressing challenges.
- Business executives called for the creation of a formal advisory group(s) made up of business executives to create a direct route for dialogue with governments (as opposed to working through employer federations) on the benefits of migration to growth and development. Such business advisory groups can be convened at a regional and/or national level.
- Governments need to extend the invitation to businesses to engage in the debate – the onus is on them to initiate and provide practical instruction on *how* to develop a dialogue and provide incentives to conduct the kind of assessments needed to encourage broader engagement.
- The discussions that have been had so far on private sector engagement need to now be translated into actionable and practical projects. Extensive dialogue processes will do little in attracting private sector engagement.
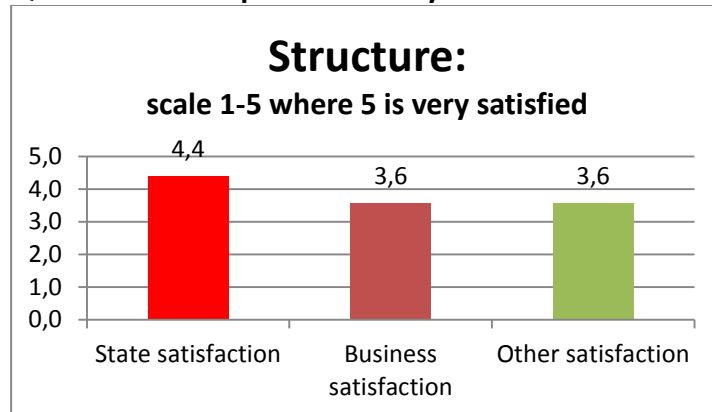
Participants of the meeting were asked to fill in feedback forms and provide their views on the format and effectiveness of the meeting, in trying to further engage with the private sector. The feedback is represented in the three graphs below which correspond to the questions asked of participants in the feedback forms and are represented as a mean of all responses:
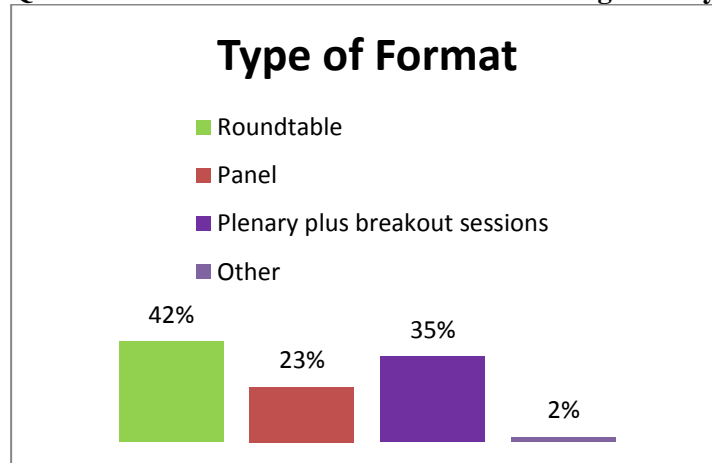
Question 1. How valuable did you find the core questions for the sake of discussion?

Core Questions:
scale 1-5 where 5 is very satisfied

State satisfaction	Business satisfaction	Other satisfaction
4,0	3,6	3,8

Question 2. How pleased were you with the structure of the day?

Structure:
scale 1-5 where 5 is very satisfied

State satisfaction	Business satisfaction	Other satisfaction
4,4	3,6	3,6

Question 3. What kind of format on the meeting would you prefer?

Type of Format

- Roundtable
- Panel
- Plenary plus breakout sessions
- Other

Roundtable	Panel	Plenary plus breakout sessions	Other
42%	23%	35%	2%

CONCLUSION

It is clear that government and the private sector have different agendas and approaches when it comes to the subject of migration. This disconnect is part of the challenge in successful private sector engagement and explains, in part, why so little headway has been made in this regard. Nevertheless, an alliance between business and governments is needed; businesses need government to facilitate the movement of people, and government needs businesses to help find solutions and pathways to help migrants to be absorbed into the labour force.

Further innovation is needed in the potential formats and pathways for business engagement. The Delphi Process that was undertaken in this study proved to be highly successful in not only getting the businesses' attention, but in gaining a sustained interest and willingness to further engage in the discussion. Although the survey approach proved to garner less participation was, in part, due to practical constraints of timing and scope of the study; nevertheless, it is a useful tool which could be used in further studies.

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