swisscontact

Concept Paper

The Nexus Between Skills Development and Migration & Development (M&D)

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List of Abbreviations

ALMM	Active Labour Market Measures
ASEAN	Association of Southeast Asian Nations
CADERH	*Centro Asesor para el Desarrollo de los Recursos Humanos* (business consulting network for development and human resources)
CEDEFOP	European Centre for the Development of Vocational Training
GPMD	Global Programme Migration and Development
ILO	International Labour Organisation
LCPR	The Lebanon Crisis Response Plan
LG	Learning Group Model
M&D	Migration and Development
NVQS	Nepal Vocational Qualification System
PROJOVEN	*Programa de Formación e Inserción laboral de Jóvenes* (skills development and labour market insertion programme for young people)
RPL	Recognition of Prior Learning
SAARC	South Asian Association for Regional Cooperation
SD	Skills Development
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SDP	Skills Development Project Cambodia
TVET /VET	Technical and Vocational Education and Training
VSD	Vocational Skills Development
VSDP	Vocational Skills Development Project (Myanmar)
UNHCR	United Nations High Commissioner for Refugees

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Abstract

The concept paper on the Nexus Between Vocational Skills (VSD) and Migration and Development (M&D) presents an analysis of the interplay between two highly complex areas of human development. It discusses the context, interlinkages and explores possible approaches for SDC's GPMD to engage with stakeholders and ensure effective policy dialogue and project implementation. Three types of migration scenarios are discussed: labour migration, temporary settlements and crisis. The potential added value interventions in each case, the economic and labour market context of migration; the broader impacts of migration policies; and the role of VSD systems and institutions in the area of migration are discussed. The paper concludes that skills development is relevant only to the extent that it responds to the needs and opportunities within a specific economic context, specifically a functioning labour market which provides sufficient and well regulated, decent employment and income opportunities for people. Therefore, VSD in a migration context needs to be sensitive to these different characteristics. As VSD provision in developing countries is often weak, poorly regulated and insufficiently matched with labour market requirements, this document's recommendations highlight that VSD and skills recognition must be integrated into comprehensive, gender sensitive migration policies; with a strong involvement of the private sector. Finally, the paper underlines GPMD's role in facilitating platforms for stakeholder dialogue to strengthen binding national and international policies and frameworks so that interventions improve conditions for migrant workers and refugees.

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Introduction

"Nexus" means "A connection or series of connections linking two or more things; a connected group or series: a nexus of ideas; a central or focal point" (Oxford) ▬▬▬

The global picture of migration is complex, fragmented and volatile. Particularly vulnerable are forced migrants, who often spend years in 'transit' countries and have little hope of gaining legal status to access employment or skills development. Uncertainty about an eventual return to their home country makes the situation particularly distressing. The Syrian refugee crisis in Europe only highlights the critical urgency demanding immediate response.

Migration is old as humankind, though people move for different reasons. What unites all migrants is the hope for a better future for themselves and their children. Finding decent work is important to the vast majority of working age migrants, whether they were forced to migrate temporarily or permanently or are short term labour migrants (ILO "Promoting Decent Work for Migrant Workers"1-3). Vocational Skills Development (VSD) can expand an individual's economic opportunities and strengthen local economic development, but the relationship between skills and migration is complex and nuanced, depending on the individual's circumstances and the context they are in. This paper explores these issues to expose the connections between migration, skills and development.

Swisscontact has acquired extensive experience in VSD over the past 50 years, developing and delivering programmes with local authorities and the private sector to improve the quality and relevance of training (par. 1). Swisscontact sees VSD as a key intervention for poverty reduction and the empowerment of individuals, but not as a magic wand to prevent migration flows or achieve systemic change. Well designed, demand driven and embedded in the private sector, VSD can help to reduce unemployment and strengthen economic development in a national context. However, its migration-linked impacts need further exploration.

Migration, Vocational Skills Development and the Sustainable Development Goals

Migration and VSD touches upon different Sustainable Development Goals (SDG's). Goal 8 on decent work and economic growth (especially target 8.8 on labour rights), goal 10 on reduced inequalities (targets 10.7 on orderly and safe migration and 10.c on reduced cost of remittances transactions), which will be discussed in chapter 3.1. The need for basic and life skills for refugees is linked to SDG goal 4 on inclusive education and life-long learning (targets 4.6 on literacy and numeracy and 4.7 on knowledge and skills for sustainable development) and will be discussed in chapter 3.2. SDG goal 5 on gender equality is an integral part of Swisscontact's VSD approach and is addressed throughout. Goal 17 and especially target 17.18 on the significant increase of high-quality, timely and reliable data is discussed throughout, with an especial focus on the lack of data on forced migrants. ▬▬▬

1. Methodology Review

The concept paper at hand is divided in three sections, which are based on the following methods and sources:

Nexus Between VSD, Migration and Impact on Development: desk research, literature review, general stakeholder analysis, discussion-points from SC's internal online forum on migration and VSD, and results from the SDC Global Meeting on Migration and Development 2016 in Charmey, Switzerland, as well as inputs from internal and external actors.

Different Migration Scenarios and its Linkages to VSD: typification of scenarios, their analysis and discussion based on current literature and long-term project experience, case study (Lebanon), and an expert interview.

Recommendations and Next Steps: Recap of issues discussed, specific recommendations and raising of remaining questions which need to be discussed in the future.

Based on evidence, the findings were triangulated to ensure accuracy of argument.

1.1 Working Definitions / Glossary

This paper uses terms and definitions from SDC's Glossary in the Strategic Framework 2013-2017 (22) of the GPMD. The following terms have been added or differ from the provided glossary:

Labour migration: "Movement of persons from their home State to another State for the purpose of employment. Labour migration is addressed by most States in their migration laws. In addition, some States take an active role in regulating outward labour migration and seeking opportunities for their nationals abroad." (IOM, 2015)

Integration: Three distinct spheres of integration can be identified (Entzinger and Biezeveld 32-36): cultural integration; structural, institutional or socioeconomic integration; legal and political integration.

Refugees: The term "refugees" used in this paper refers to "people fleeing conflict or persecution" (UNHCR par. 2); it does not exclude people who are not officially registered as refugees. Applied synonyms in this paper are: "people on the move" and "displaced people".

1.2 The Term 'Vocational Skills Development' and Swisscontact's Understanding

SDC uses the term 'Vocational Skills Development' (VSD) to encompass all organised learning processes for the development of technical, social and personal skills and qualifications that contribute to sustainable employment or self-employment, in decent working conditions in the formal or informal economy (6). This broader vision of VSD has evolved over the years from classical Technical and Vocational Education and Training (VET/TVET), which focuses on qualifications for employment in the formal economy and clearly highlights the vision towards inclusive skills development.

Swisscontact is a pioneer in the field of VET and VSD. As such it understands VSD as an intervention that is driven by private sector demand and must be well aligned to the labour market requirements. With relevant skills and capabilities and with labour markets providing employment opportunities, people are able to meet their basic material needs, contributing to poverty reduction and to the economic and social development of their region or country. Swisscontact emphasises the importance of private sector involvement and close collaboration with local authorities to achieve sustainable systemic change through collaboration at the policy level. Even more important is an active approach and "quick wins" (e.g. model-cases within one specific industry sector) to convince other players in the private sector to reproduce these strategies. As a result, private sector inclusion does not only exist at the policy level but takes place in the real world.

In this sense, skills development represents all activities and systems that prepare people to enter and thrive in the labour market. This includes initial and continuing vocational education and training (VET) as well as labour market insertion. Successful, sustained employment depends on education that meets individual needs as well as economic and social interests.

2. Nexus between VSD, Migration and Impact on Development

2.1 General Thoughts

International migration is increasingly understood to be a consequence of uneven development between countries. 'Push' factors arise when demographic growth outstrips material development and in conditions of poverty, social exclusion and discrimination within poorly functioning labour markets, which fail to offer adequate opportunities for all. 'Pull' factors include labour or skills shortages, slow or negative population growth and better economic, social and cultural opportunities. These factors are further conditioned by policy choices of governments, who establish the conditions for migration, short term 'circular' migration and 'temporary' settlements for refugees and forced migrants.

Increased short term 'circular' labour migration as a pattern emphasises the 'three R's': recruitment, remittances, and return/reintegration of migrant workers (Martin 7). While there has been a three-decade long debate about the costs and benefits of labour migration many sending countries highlight the beneficial aspects of circular migration: by offering opportunities that the home labour market cannot; and by providing remittances to support families left behind. The often stated downside of outward migration promotion is that while sending countries have focused on preparing and despatching workers for other labour markets, they may have failed to address development within their own markets. And while returning workers may bring skills and capital, they may not be able to utilize these within their home country.

In the migration discourse Vocational Skills Development (VSD) and skills have been positioned as critical intervention areas for safer recruitment (through better definition and matching of skill needs), improving remittances (by improving the skill level and hence earning power of migrants) and easing return (through enhanced skills and qualifications that contribute to national development). Benefits accrue to both the individual (with higher earning potential and greater choice) and the economy in which the migrant works (though higher productivity and lower personnel costs). To the extent that a more skilled workforce contributes to a dynamic private sector and continuous economic development, more VSD may create improved conditions making migration less desirable and less likely. Conversely, if opportunities are lacking to match new skill levels with work and income, the pressure to migrate may increase.

In the case of forced migration leading to refugee and crisis situations, most attention is paid to immediate and humanitarian response. Yet there is potential to consider a VSD element here, as well.

2.2 Main Topics

This section briefly outlines key issues relating to migration and VSD, and the role that VSD can play in reducing poverty and improving decent work for migrants. The intersection of skills development and migration is affected by factors including the drivers for migration, the labour market in any given country and the skill levels and social capital of migrants.

- While **skills development** is effective when it reflects genuine **labour market demand** (best determined through involvement of the private sector), international migration can make this process quite complex. Lack of systematic analysis of labour market and skills needs in receiving countries and limited engagement with employers (particularly medium and small), results in a weak mechanism for articulating their needs. Similarly, training providers in sending countries may not be able to respond appropriately to a labour demand abroad. Another challenge is the limited availability of credible mechanisms for international skill certification and recognition in many high in demand sectors, apart from some specific professional and technical fields (such as IT, accounting or finance).
- **VET institutions**, in sending and receiving countries, including those that assess and certify skills and qualifications, offer significant potential for improving the quality and relevance of migrant workers' skills; in enabling employers to specify and effectively select for workers with the required skills; and providing long term migrants with the opportunities to upgrade their skills and gain local experience. Language and cultural training offered in a context of employment skills and networks can be an important element of integration.

- **Private Sector involvement:** among VSD implementers it is "recognised that, in order to be effective, skills development strategies must […] involve the private sector. The principal purpose of skills development, for both social and economic reasons, is to help people to gain marketable skills and then support them in finding decent employment in which they can utilise these skills. To do so requires an in-depth knowledge of the labour market, whether at local, national or international level and the ability to translate that knowledge into training programmes which will attract unskilled, or under-skilled, job-seekers." (Dunbar 12)

- **Skills recognition** affects all migrants and all labour markets. At the minimum, ineffective skills recognition leads to poor matches with job requirements and a loss of productivity for employers and potential earnings for migrants. Within the EU, competition for jobs between migrant workers and nationals in the receiving country may contribute to social tensions and wage dumping. In countries such as the UAE, the availability of cheap migrant labour may reduce demand for innovation and productivity improvements (ditto, par 24). Skills recognition is therefore linked to multiple, competing drivers.

- **Circular migration** is often driven by individual and family decisions to maximize earnings, and responds to opportunities created by countries with labour shortages in various categories and where wages are relatively higher than in sending countries (De Haas 3). Given that this type of migration tends to be short term, neither employers nor migrant workers have an incentive for skills development. However, skills assessment and recognition can be used for transparent and fair recruitment and remuneration, thereby benefiting both parties.

- **Longer term/permanent migration**, either by choice or force creates circumstances in which investment in skills development and skills recognition in a destination country are valuable for both the migrant workers as well as enterprises and the country. Recognition of existing skills, career counselling, combined with additional training, along with language training, workplace exposure and job counselling and networking are effective routes to successfully integrate migrant workers into the labour market (CEDEFOP 4-31).

- **Refugees** face significant challenges in accessing a source of income through employment or self-employment. Opportunities for economic engagement may be limited. Assessing the skills of individuals against immediate or future markets is made additionally complex by language and cultural barriers and the lack of records. Skills training needs to be oriented to address all of these issues; enabling refugees to improve their immediate circumstances while preparing for long term relation or integration; and ensuring that records are maintained in a way that enables skills to be recognized and built on over time and in different contexts.

- **Financial inclusion** plays an important role in the migration agenda. The demand side of financial services "involves working with migrant workers and the beneficiaries of remittances to strengthen their capacity to make informed/ rational choices about the use of remittances and remittance-linked services. Improved financial education/inclusion can enhance the welfare of low-income households as well as support enterprises and job creation and is topical for development" (ILO *"A Migrant Centred Approach to Remittances"* par. 2)
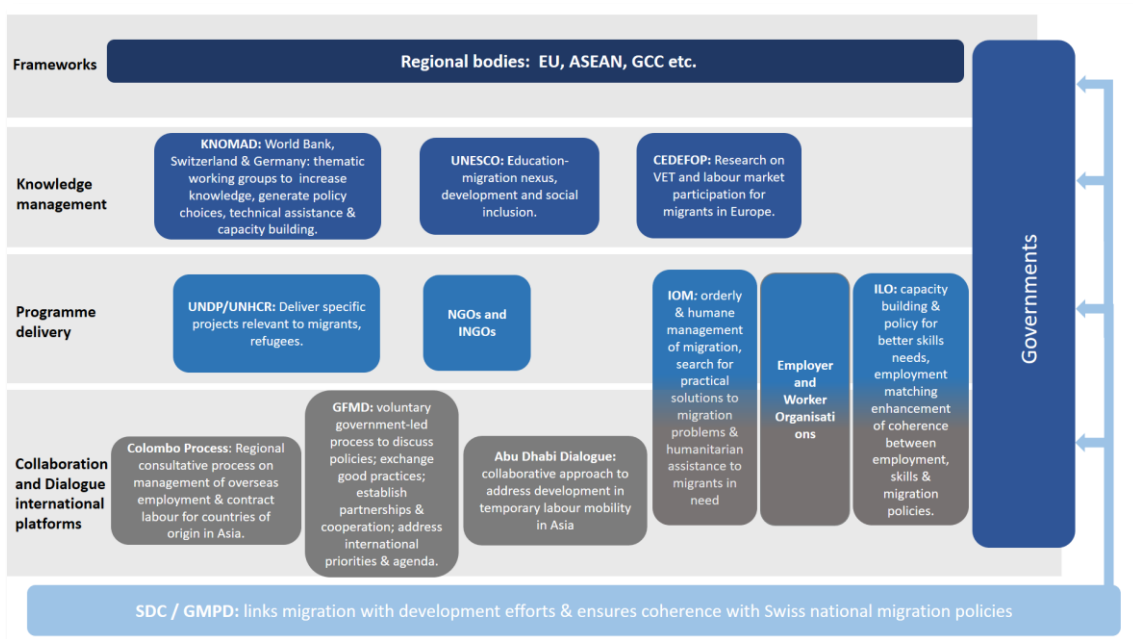
2.3 Global Stakeholders and SDC

Figure 1: Global stakeholders within the VSD- M&D nexus and their interlinkages

The figure above illustrates the potential complexity of stakeholders in the nexus between skills development and migration. Both fields include a range of interests and responsible organisations operating at the national, regional and international levels.

At the national level, push and pull factors for migration are rooted in labour market imbalances and broader dynamics in the economy. These areas of interest are taken up by responsible government agencies (at national and sub-national levels), NGOs and Trade Unions, which foster regional and global agreements relating to trade, international standards and the like to protect the rights of migrants nationally and internationally. Skills development, recognition and certification are equally embedded within national legislative and regulatory contexts and involve a wide range of training and certification providers within any given country, which may be public, private or a mixture of both. Determining interest among national stakeholders can be challenging, as each actor will have a different perspective or interest, many of which may conflict. For example, government and training providers may view skills shortages as an opportunity to reach out, expand training and provide employment opportunities for unemployed young people, while employers may see this as an opportunity to hire job-ready migrants with fewer commitments for long term employment contracts. Skill assessment may enable local workers to access jobs, or it may enable employers to recruit internationally.

Regionally, there are competing and complementary interests both within regional associations (for example, seeking common and comparable skill standards within a single labour market, as in the EU) and for regional associations with similar interest in migrant labour (as in the GCC's common reliance on migrant work from other regions). Regional associations may serve as a collective negotiation platform, or, at minimum, as a forum for the exchange of good practice which protect workers and migrants.

International organizations are active in setting standards, making recommendations and providing technical advice and cooperation to assist at the national, regional and global levels in the fields of migration management and skills development. However, their efforts may be poorly coordinated and may conflict, increasing complexity for national level actors, with, for example, a ministry receiving technical advice on both skills and migration matters from different organizations whose perspectives conflict.

2.4 Analysis of GPMDs Position in the Nexus Between VSD and M&D

The GPMD Strategy 2013-2017 (10) aims to "contribute to use the potential of migration for equitable, inclusive and sustainable development as well as for poverty reduction in developing countries, by optimizing the benefits and minimizing its adverse consequences". Two of the five programme components address skills and labour market issues: Strategy 3 makes explicit mention of skills (15), noting that an observable impact would be that the skills and knowledge of migrants are acknowledged as important factors for sustainable economic and social development; and that skills transfer schemes using migrants' potential for development are implemented. Strategy 2 references "improved labour markets matching schemes" (11) to support regional mobility, and proposes that comprehensive labour migration policies will include pre-departure, post arrival and reintegration schemes along with increased accountability mechanisms. The strategy states that "Comprehensive labour migration policies and their implementation provide pre-departure, post arrival and reintegration schemes and promote increased accountability mechanisms between governments, private sector organisations (e.g. recruitment companies) and lawyers and migrants' rights organisations" (14).

While SDC acknowledges the rise in conflict-driven migration and the existence of 'mixed' migration flows (both voluntary and forced, from the same country) the GPMD strategy notes that SDC has primarily responded with humanitarian aid to date, and suggests the need for a more development focused response to forced migration and mixed migration flows (8).

2.5 Problem Statement

A major challenge for SDC is the complex nature of migration and its intimate linkage with labour market performance and decent work in sending and receiving/host countries. Even in the case of forced migration, a purely humanitarian response reveals longer term, systemic challenges and is often not sustainable. The following figures illustrate that while 'types of migrants' may be relatively easily understood, and potential policy and programmatic issues identified, this is significantly complicated by the diversity of labour markets in which migrants find themselves, willingly or not. It should be emphasized that migrants may not conform to a simple 'type', and their circumstances may change over time.

Migrants are a heterogeneous group, live in different circumstances, are exposed to very different labour market conditions, necessitating well-tailored and highly contextualised responses. This said, skills (definition, development and recognition) are an important element in a well-functioning labour market (in effect – a 'lubricant' aiding in matching demand and supply) to ensure productivity and competitiveness as well as income security for migrants).
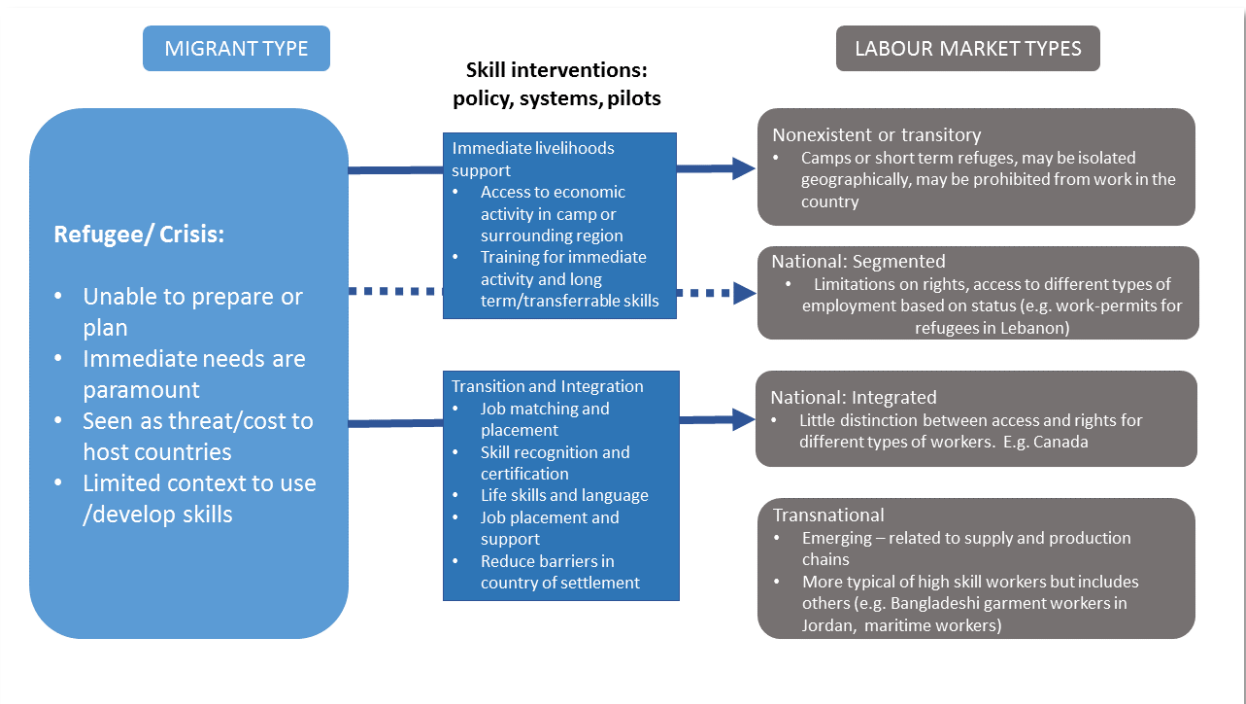
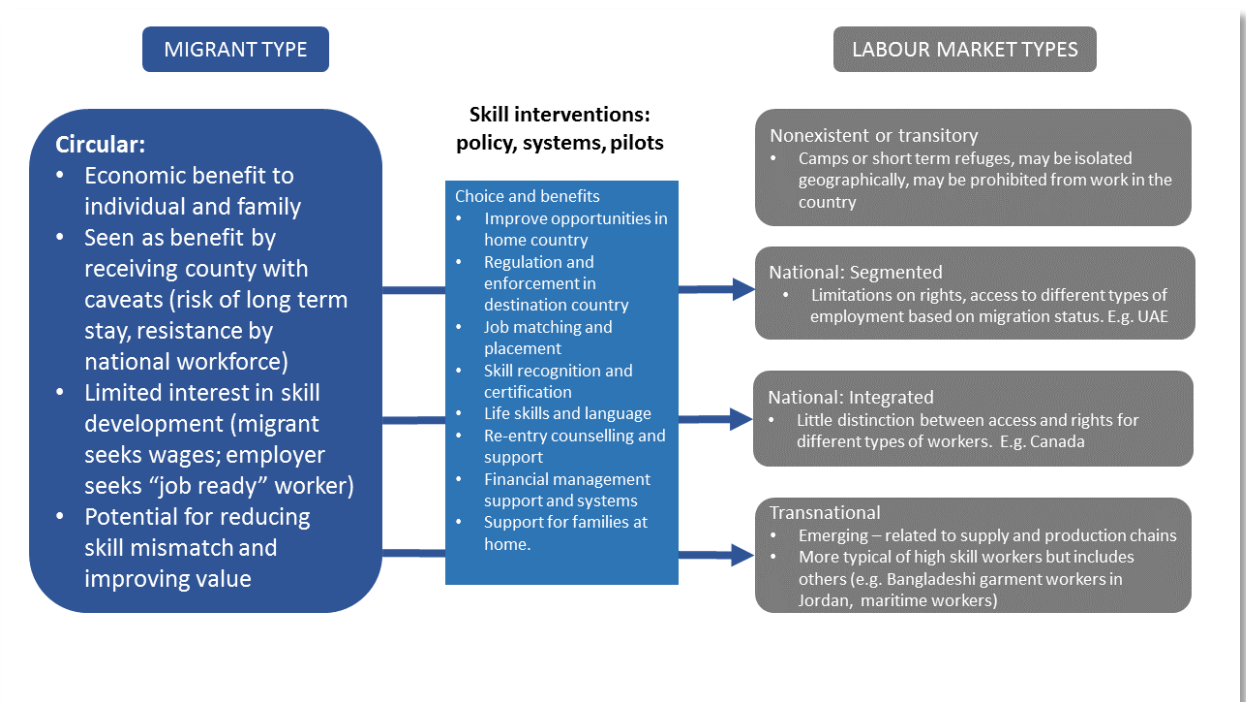*Figure 2: Forced migrants (e.g. refugees) and skills interventions*

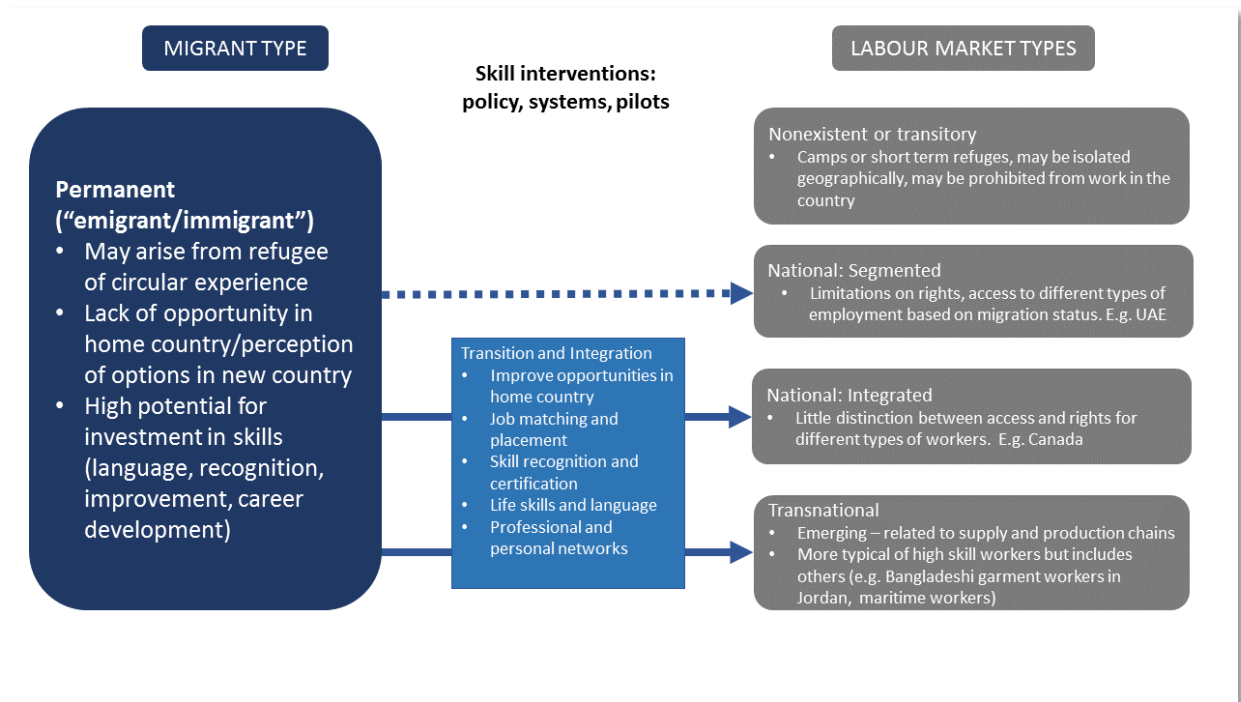*Figure 3: Circular (labour) migrants and skills interventions*

Figure 4: Permanent migrants and skills interventions

Switzerland and SDC have long demonstrated and promoted the value of labour-market driven approaches to skill development, with the strong participation of the private sector. This orientation could and should underpin SDC's approach to skills – as the 'connecting link' between migrating individuals and their economic and social well-being in different labour markets.

At the global thematic level, GPMD has the potential to make the connection between migration and the functioning of labour markets, illuminating the various market failures that drive migration as well as those that contribute to creating poor conditions for migrants. The need to develop well-functioning skills systems in sending, receiving and (for forced migrants in temporary settlement) host countries is therefore critical for effective migration management. An inclusive understanding of skills is also critical, considering that there may be failures and gaps in basic education provision which must also be addressed.

Good skills systems can help ensure that migration is a real choice for people in developing countries, with opportunities available in their home labour market. Effective systems involving the private sector, and good connections between systems of sending and receiving countries can ensure better skills definition, matching and recognition for labour migration. In transient/crisis situations, skills systems that can respond to immediate needs and support longer term integration in labour markets whether in the home country, host country or a third country of settlement.

3. Different Migration Scenarios and Their Linkages to VSD

This chapter reviews three different migration scenarios and explores the VSD challenges and potential policy and intervention responses associated with each, focusing on the SDC target groups of poor and vulnerable people. The first scenario is Labour Migration, the second and third look at forced migrant/refugees; those in settlements (3.2), and those in immediate crisis (3.3).

3.1 Labour Migration and VSD

According to ILO global estimates for 2015 migrant workers officially account for over 150 million of the world's approximately 244 million international migrants. There is an overall consensus that over 75% of these migrants move for economic reasons to higher income countries (ILO "Global estimates on migrant workers" xi). Migration addresses shortages of skilled and semi-skilled labour limiting growth in destination countries, and relieves labour surplus challenges in sending countries. Given the fundamental principle that "labour is not a commodity" (ILO "Declaration of Philadelphia" 1), migration of workers across borders creates complex challenges, which are increasingly understood as labour market and decent work issues (ILO "Promoting Decent Work for Migrant Workers" 1).

Lack of Skills Recognition and Limited Training Opportunities

Inadequate, often gender blind policies, combined with weak governance and poor implementation allow for exploitation and discrimination against migrant workers in destination countries, even when such treatment is illegal (Chaloff and Lemaitre 79).

With the exception of a few highly qualified professionals, most migrant workers, and particularly women, are not legally able to work permanently or to settle and are exposed to severe decent work deficits and labour market discrimination. Lack of transparent recruitment and skills recognition mean migrant workers are often overqualified and restricted to low-paid, low-skilled and undervalued jobs. Working in the 'secondary labour market' as helpers or interns or in the informal economy, they lack social protection or opportunities for career mobility. This skills mismatch is an underuse of human capital and a loss of both individual and societal growth (ILO "Fair Migration" 1-30).

A recent cross-country study for Europe by CEDEFOP on investment in training of migrant workers in destination countries highlights the important role of VET initiatives to enable integration and to prevent discriminatory labour market practices. However, given the non-permanent status of most migrant workers most learning is informal and on the job, with no investment in structured training (CEDFOP 2011, 23). Migrants tend to optimize their stay to ensure a regular job and remittances with least risks, even if they are overqualified (De Haas 5). Sending countries prepare and protect their migrant workers through market based skills and pre departure training; some certify their workers to international skills standards to meet demand in destination countries for skilled and semi-skilled workers as a part of their bilateral negotiations (e.g. Philippines, India, Cambodia).

Integrated Responses for Safe and Fair Migration (VSD-Decent Work-Migration)

The SDC GPMD, the SDGs, and ILO's Fair Migration Agenda share the goal of fair migration. ILO and the UN highlight institutionalized discrimination and call on the global community to adopt decent work as a universal principle, independent of sex, ethnicity, country of origin and status of employment (ILO "Fair Migration" 46). SDG 8 clearly highlights the role of well managed and safe migration as a substantial generator of earnings for many source countries, and as valuable contribution of labour and skills for the host countries. Most importantly, SDG 10 emphasises the potential for fair migration to reduce global inequalities by facilitating "orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies" (target 10.7) and "by 2030, reduce to less than 3 per cent the transaction costs

of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent" (target 10.c). Projects, research and multi stakeholder networks have emphasised the need for global and multilateral responses to global issues. Originally focused on rights based initiatives and networks, GPMD increasingly addresses governance, management and skills recognition as part of project interventions.

Swisscontact supports these efforts and emphasizes the need for migrant workers to be well integrated in host countries to maximize the benefits to both. This in turn calls for skills recognition and investment in skill development and the incorporation of these in bilateral agreements. GPMD's support to the Colombo Process, Abu Dhabi Dialogue and regional qualification frameworks has made an important start, but policies mostly remain non-binding with weak support and enforcement. The biggest challenge remains the informal nature of labour migration and grey areas of recruitment, placement and protection in the workplace abroad. Studies indicate that, despite government efforts, lack of trust in existing government support schemes and limited information about rights still lead to poorly prepared and mostly informal migration and high levels of vulnerability leading to abusive and exploitative employment (ILO "Promoting Decent Work" 6-7). Lack of commitment from enterprises in destination countries further hampers integration. A proactive approach towards enterprises, trade associations, and the private sector in general could lead to more commitment and durable solutions for both sides.

SDC's Guidelines for Basic Education and VSD (13-15) provide a very useful perspective of the role of education and VSD to reach out to the poorest and disadvantaged and turn these into pro-active contributors to economic development. Skills training systems and institutions can play a significant role for migration and decent work. The guidelines can be further strengthened when it comes to the migration/VSD nexus. Swisscontact increasingly supports governments (e.g. Bangladesh, Myanmar, Cambodia, Nepal) to develop market based, innovative solutions for migrating and returning workers that incorporate skills. Using close bilateral collaboration with industry and business associations, initiatives assess cross-border labour demand and skills needs, benchmark qualifications and promote bilateral and multilateral dialogues between governments of sending and receiving countries.

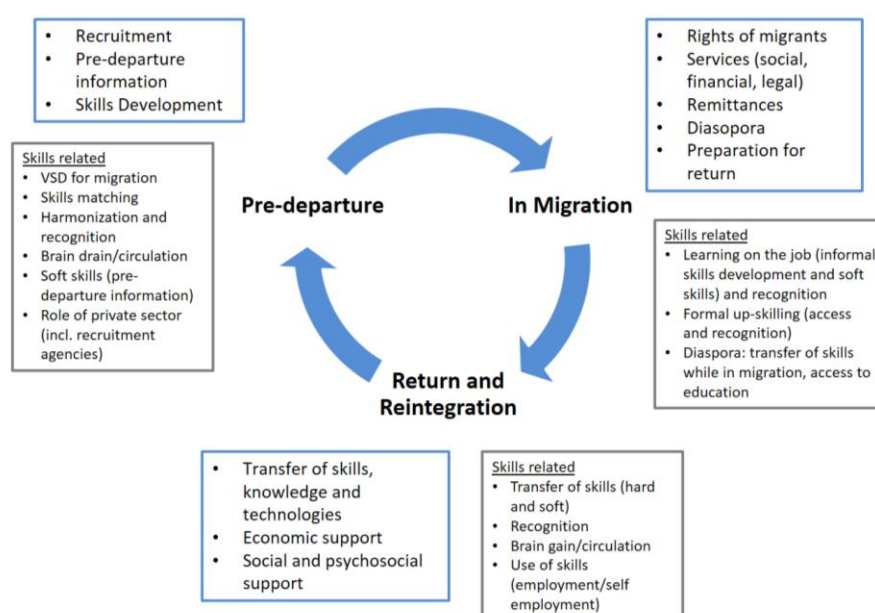## VSD-Migration Cycle: Labour Migration

Figure 5: The VSD-Migration Cycle

The VSD-Migration Cycle is a comprehensive framework illustrating the complexity of circular migration and intervention points. It reflects the growing trend for middle income countries with unemployment challenges to respond to global skill demands with 'labour exporting' policies. Swisscontact strongly supports such initiatives but cautions that responding to poverty and lack of job opportunities solely with migration should be avoided. Swisscontact highlights that technical cooperation should continue to promote local economic development, skills development and the development of enabling framework conditions, so that migration becomes a choice and not a necessity (ILO "Fair Migration" 6-7).

Pre-departure: The cycle emphasizes the need for migrant workers to be trained, certified and informed. This element could be strengthened through improved skills need analysis and bilateral agreements to formalize fair and protected migration and jobs. Lessons can be learnt from countries like the Philippines where certification before departure is compulsory and free.
Interventions should also include soft skills training and cultural sensitisation for the destination country. The role of migrant networks and trade unions in protecting migrants from discrimination and exploitation should be recognized, and their capacity and membership promoted.

During Migration: Interventions on rights, decent work, skills development and recognition are important responses. However, further interventions addressing integration for migrant workers and support for family members at home could enhance this area. Skill certification (including for additional skills gained through work); services and support from embassies (labour attachés) and diaspora communities can assist migrants, while expanded community services that support families left behind help reduce the overall social cost. Financial education and systems to assist migrant workers to make the best use of their remittances are another crucial area for intervention, using practical models such as the Philippines.

Gender and Vulnerable Groups

According to the ILO's 2015 Global Estimates (6-7), women make up 44.3% of the migrant labour force, a higher percentage than the non-migrant labour force at 39.8%. However, women's employment is concentrated in a few areas, in welfare and care occupations: 73.4% of migrant domestic workers are women (ibid.). Women's qualifications may not be recognised and they are often limited to employment marked by low wages, lack of employment protection and by poor and often abusive working conditions. Swisscontact notes that such migration can have financial benefits but also high social costs. With an increasing number of women leaving their countries to provide for their families as main breadwinners, a range of social consequences for the families left behind have been identified, including psychosocial and educational development impacts on children, higher divorce rates and incidence of poverty (ibid. 13). Policy responses need to become significantly more sensitive to the needs of women migrant workers.
The situation of other vulnerable groups, including persons with disabilities, minority groups and others, are barely discussed within migration literature. Further exploration of these issues will become more important as global understanding and response to labour migration develops.

Lack of Solutions for Returning Migrant Workers

SDC's migration cycle identifies issues and interventions associated with return and reintegration, but stakeholders tend to focus on support and protection before and during migration. Assumptions that returning workers are able to successfully use their skills may not be borne out in practice: new skills may not be recognized in the home country; skills may not match the home economy's needs; lack of local networks limit options and the returned worker may face the same lack of opportunity that originally drove them to migrate.

ILO's survey of returned workers in Bangladesh provides a detailed overview of these general issues. It is important to note that the vast majority of labour migrants (88%) had developed their own plans for return, and that for 77% of men and 29% of women, this was self-employment of some kind. (ILO "The Homecoming" 45-48)

Support for returning workers is missing or fragmented in most countries, although some, notably the Philippines provide a model for a comprehensive approach with the Permanent Returning Overseas Filipino Workers Network which includes certification, retraining, bridging training, placement and enterprise development support jointly with the government and trade unions. The Philippines and other labour sending countries have developed innovative responses that meet the needs of all stakeholders.

Swisscontact has started to work on solutions for returning migrant workers with projects involving non-governmental organisations and communities including the NVQS (Nepal Vocational Qualification System), the Skills Development Programme in Cambodia, and the VSD-Project in Myanmar. These projects will focus on helping returnees, especially women, re-integrate at cultural, economic and political levels.

Relevant Literature / Main References

The Carloff/Lemaitre study (2009) provides a pioneering cross-national assessment of migrant workers' challenges during migration and establishes empirically that there are benefits of vocational training on their employability. Key challenges to find gainful employment remain due to lack of networks and contacts; existing training institutions, which involve social partners and local communities can effectively fill this gap for mi-grant workers.

The ILO is a key source of information and research on the issue of labour migration. Key recent documents include:

- *ILO Global Estimates of Migrant Workers and Migrant Domestic Workers: (2015) provides statistical insights into labour migration flows, gender composition, regions and industries*
- *"Fair migration: Setting an ILO agenda" (2014) provides a comprehensive overview of issues and challenges in labour migration from a rights perspective.*
- *"The Homecoming: profiling the returning migrant workers of Bangladesh" (2015) gives an in depth analysis of the experiences of migrant workers.*
- *The report on the "2008 Regional Technical Meeting on Skills Recognition for Migrant Workers" includes experiences and action plans for nine countries including roles for employers, trade unions and governments*
- *ILO's "Discussion Paper on Women Migrant Workers in Domestic and Care Work" (2015) discusses the impacts of a global care supply on the perpetuation of inequality and poverty.*

Consolidation: Labour Migration, SDC and Areas to Expand

SDC's Labour Migration Cycle has focused on the circular pattern, obscuring the long term impacts of a labour export strategy in developing countries. Seeking to ensure that all migration is a choice based on opportunities at home as well as abroad would address some of the fundamental inequities of migration. However, contexts of labour migrants differ worldwide, and it has to be taken into account that some labour migration flows are essentially forced: such as those from Sub-Saharan Africa to the Arab peninsula and the UAE, which is based on expulsion from the home country (e.g. Somalia).

Labour migration should involve:
- Transparent recruitment processes based on reliable information
- Free choice of migration, not driven by lack of income opportunities in sending country
- Labour markets should not be segmented and discriminatory on the basis of gender, nationality or other factors
- Active collaboration with the private sector in sending and destination country. (E.g. Albania has developed a coaching for employment in business approach.)
- Full recognition of skills and opportunities to advance and develop.

- Expanding the focus for intervention would include:
  - Pre-departure: greater emphasis on capacity for skills needs analysis and bilateral agreements to maximize the value of and to migrating workers; and greater integration of cultural and language training to ensure that migrating workers can have greater agency.
  - During: greater opportunities to certify skills initially and as experience is gained and facilitation of networks providing information and support for workers and their dependents also in the case of exploitation and abuse. Recognizing that some migration is permanent, supports to enable workers to fully integrate within the new labour market and society are needed.
  - Return: Recognizing the challenges and different interests of sending and receiving countries on this point: host countries may not want to incur citizenship challenges; sending countries' lack of opportunity may be highlighted for returnees. Returning workers' skills may not be recognized or relevant, they may not have the skills required to be supervisors or self-employed.

Support to VSD systems can improve their responsiveness to and support for migration, by building their capacity to incorporate an international context and migration flows in:

- labour market needs analysis and employer partnerships (public and private actors)
- developing training and certifications valid across countries
- addressing labour market segmentation and discrimination issues, particularly for women
- incorporating life skills training and support services
- facilitating community based networks to strengthen bargaining capacity and protection of migrant workers in sending and receiving countries
- facilitating dialogue with communities and families left behind to ensure their wellbeing.

3.2 VSD in Temporary (But Long-Term) Settlements

Whereas labour migrants[1] seek economic benefits for themselves and their families; have some degree of choice about where and when to migrate; and are able to return to their home countries[2], migrant refugees lack these advantages. This chapter addresses the situation of migrant refugees in temporary settlements such as refugee camps. The term 'refugees' used in this paper refers to "people fleeing conflict or persecution" (UNHCR par. 2); it does not exclude people who are not officially registered as refugees. Applied synonyms in this paper are: "people on the move" and "displaced people".

Typically, temporary settlements or camps are constructed with the objective of providing basic human needs till long term solutions (e.g. return) are found. In contrast to labour migrants, refugees are at risk of, or have experienced religious or political persecution and have been forced to leave their country. Refugees primarily seek safety and basic human rights rather than economic benefits, and are not able to return to their countries of origin until the situation that forced them to flee is resolved.

Individual Perspective of Temporary Settlers / Refugees in Long- Term Camps

Refugees have hopes and dreams which include: living without fear of conflict; having a secure future; having a source of income; a safe family life; and achieving respect and personal fulfilment. VSD, based on market opportunities, is a way to reconnect refugees with these hopes and dreams and support them to achieve them. But to be effective, VSD must address each of the following elements:

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[1] (those explicitly migrating for employment, whether formal or informal)

[2] The ability to leave and return to a destination country of employment is highly dependent on context. Within Asia/South Asia/West Asia there are established circular patterns, whereas movement between Central/South America and the USA and Canada is highly restricted – especially for undocumented migrants who are generally barred from re-entry to the North.

- Takes into account the demand of the market
- Takes into consideration the education and skill profile of the refugee
- Is sensitive to the needs and goals of the refugee
- Is linked to labour market outcomes: Bridging to Employment

a) Market demand

Effective VSD starts from an understanding of the current and future economic and labour market environment and tailoring training to meet those needs. In this situation, the needs of the camp, the host community and the country of (re)settlement are all relevant but may be challenging to determine. In many instances, there are no visible markets accessible to migrants to work or do business, given their temporary status. However, as a good practice some estimates, based on real data and supplemented by qualitative analysis (e.g. case studies, focus group discussions) as well as quantitative data (e.g. surveys, skill audits, model-based projections). should be developed, rather than doing 'training for trainings' sake.' ILO Skills and Migration suggests a holistic approach; this view is supported by Swisscontact. Rapid Market Assessments, Employer surveys, to the extent possible, are preferred (Finch and Crunkilton 22).

b) Education and skill profile of the refugee

While market demand determines the skills needed, training responses must reflect the needs and current capacities of the individual refugee. Refugees have different cultures, religions, levels of education and skills, and speak different languages. Establishing the education and skill profile is essential for two main reasons. Firstly, to determine whether training, formal or non-formal, is the right intervention. Secondly, where training is appropriate, what strategies to use. Establishing the profile includes gathering information on the learners' cognitive, physiological, affective and social characteristics as well as educational attainment. Methods include:

- evaluation of prior experience gained through volunteer work
- previous paid or unpaid employment
- observation of actual workplace behaviour
- tests and simulation of vocational skills, etc.

The result of an assessment will be documentation of an individual's competence in a set of vocational skill standards or learning outcomes. This may be recorded in a Skill Passport or similar record. Once the education and skills of the refugees have been assessed, training interventions can be developed to meet their specific requirements.

c) Goals of the refugee

Refugees living in temporary settlements may have limited information or understanding about what skills they need to generate income and secure a sustainable future temporarily and in eventual resettlement. Ensuring that they have this information and supporting them to make good decisions about how to allocate their time and energies in ways that will be most beneficial for them is of great importance.

d) Bridging to employment

VSD must be linked to the social and work context in which the refugee expects to be employed or self-employed, whether in the temporary settlements, in the host country, the country of origin, or the country of resettlement. Training should enable refugees to effectively apply and transfer the knowledge, skills, and attitudes gained in a training context to employment. Strategies such as the development of a 'Job Re-entry Plan' detailing the supervision, counselling, environmental support and incentives that will be provided to the refugee are crucial.

Example Project: Kakuma "Skills for Life"

This project, based in the Kakuma Refugee Camp, Kenya aims at strengthening the income generating capabilities of youth within the refugee and host community by enhancing technical, financial, life and literacy skills, which will enable them to improve their livelihoods.

The UNHCR managed Kakuma Refugee Camp was established in 1992 with the aim of reducing overcrowding in the Dadaab Refugee Camp (mainly housing Somali refugees) and to house refugees from South Sudan. Kakuma has grown steadily to accommodate a rising number of refugees, mainly from South Sudan. Currently, the camp hosts just under 200 000 refugees.

The primary target beneficiaries of the project are unemployed youths: 250 from the camp and 250 from the host community, 50% female for both groups. The project focuses on skills that are relevant to the existing market opportunities in Kakuma, as well as for the possible return of refugees to their home countries (Somalia and South Sudan). It provides training in life skills, basic literacy and numeracy; technical training in 11 different areas, career counselling and a savings and lending scheme. Training was delivered through a Learning Group model, with 15 groups.

The project evaluators found that the project was able to serve approximately 1 500 persons aged 16 to 69. More than 500 received a skill certificate and about 180 have since formed income generating /business groups, who were able to access over US$ 26 000 in loans. In one year over US$ 20 000 in income was realized by participants, and savings of US$ 9 000 in 6 months. The project is considered by all stakeholders to be a great success, providing improved livelihoods, contributing to better understanding between the various beneficiary groups and improving security in Kakuma. Two elements are seen as key to its success: initial 'mapping' of different trades, including length of training and employment/self-employment opportunities with this information provided to trainees who then (in the presence of the whole community) selected their training; and the additional support provided (counselling, loans etc.) to assist in transition to self-employment (Sager 1-45). The new and upscaling phase of "Skills for Life" started on July 1st 2016 for 3 years with a budget of 3 Million CHF.

This project has piloted approaches that have been successful in improving current and future self/ employment opportunities, motivation and self-esteem for youths in a refugee camp. It points the way to an expansion in the Kakuma area and potential for replication in other refugee or fragile contexts.

Open Questions and Challenges

The primary criterion for success of VSD in temporary, long-term settlements is the percentage of refugees that obtain wage- or are self-employed in the field in which they were trained in, or in a closely related field within a certain time, e.g. 12 months. However, there are a number of unique challenges faced in this context: the legal environment, identification and matching with opportunities, the need for life skills, and assessment of trainees that need to be understood to develop effective interventions.

Legal environment:

- Formal economic activities are not allowed in refugee camps that are run by UNHCR, to encourage repatriation or resettlement. However, as 'temporary' settlement becomes long term, changes to allow for livelihood development are needed both to meet immediate needs and to ensure refugees remain economically active. (e.g. Due to border closure the refugees in the Idomeni camp in Greece stayed there longer than predicted – being obliged to use their skills and engage in economic self-employment activities).
- UNHCR camp residents are also not permitted to work outside the camps making it impossible to link training with opportunities for employment.

Anticipating and matching skills and jobs:

- If conditions allow for refugees to be economically active, training provided must be aligned to real opportunities that exist. This is best determined by rapid market assessments, market surveys, employment data and collaboration with stakeholders and institutions, none of which may be readily available.
- Training for future opportunities (repatriation or resettlement) may be even more challenging to determine, especially if there is likely to be a significant time lag between training and potential future employment/self-employment, as skills, especially specialised ones, tend to be lost if not used.

Life skills: psychosocial competencies and abilities as a pre-condition for effective VSD:

- The effects of long-term limbo on those living in temporary but long-term settlements create a demand for life skills: some linked directly with employment (work safety and hygiene); others addressing the experiences and conditions of being a refugee, such as peace, conflict management, HIV/AIDS prevention, environment protection, human rights, cultural norms of host countries, etc. Including these issues in standard VSD is difficult for technical teachers, and should be addressed with specialised curricula, training for teachers and support materials.

Assessment of skills and their recognition:

- For refugees in temporary settlements the process of assessing and recognizing skills, complex in any case, is made more difficult for a number of reasons: documentary evidence may be missing, verifications from the home country unobtainable, and there may be many thousands of individuals seeking assessment at the same time.

Relevant Literature / Main References

Margaret Sinclair (2007) discusses in "Education in emergencies - Commonwealth Education Partnerships", the importance of strengthening education systems to improve access, quality and protection in camps. UNHCR's market assessment of the Al Zapatero Refugee Camp in Jordan (2014) is a sample of how to capture the dynamics of a camp refugee market to debate possible labour market interventions. It also provides a description of the very limited size and low labour absorption capacity of camp markets.

CARE International's baseline assessment of Skills and Market opportunities for youth in Azraq refugee camp, Jordan (2015) describes the difficulties of matching the supply of willing and skilled workers in the camp in relation to the low demand, despite having an Incentive-Based Volunteering rotation system in place. Sesnan et al., in "Providing skills training for youth as a key component in promoting secure livelihoods for refugees" (2016) discuss skills training as an essential part of any economic recovery strategy, while emphasizing that where there is no market demand, there is no training intervention.

Sinaria Abdel Jabbar and Haidar Ibrahim Zaza (2015) in their publication "Evaluating a vocational training programme for women refugees at the Zaatari camp in Jordan: women empowerment: a journey and not an output" describe designing a vocational skills training programme tailored to the needs of women refugees that includes a practical and theoretical framework. It highlights the impact of VSD on women's confidence and self-esteem, how it can improve their occupational, business, and entrepreneurship skills and help them generate income to build a better life for their shattered families.

Consolidation: VSD in Temporary Settlements, SDC and Areas to Expand

Skills development in a normal labour market is grounded in the needs of employers and more broadly of the economy as a whole. In temporary settlements, no matter how long term, a formal economy and labour market may not legally exist, and there are likely significant restrictions on access to the host country's economy. The challenge for VSD in temporary settlements is to create a realistic linkage to employment that can inform the content of skills training and offer opportunities to practice the skills gained.

Employment opportunities may be within the settlement; within the host country; within the home country or in a country of resettlement. Adequate understanding of these opportunities; and the current educational and skill profiles of settlement residents are necessary to develop appropriate training responses. However, the high degree of uncertainty and the potential for long time lags to repatriation or resettlement suggests that strategies to expand in-settlement opportunities to exercise skills and gain income from this would be of great value. Where repatriation/resettlement is available, strategies that improve prospects for job placements, transfer and recognition of skills are critical for success.

3.3 VSD in Crisis Situations (Forced Migration)

Current state of discussion

Forced migration is becoming increasingly prominent in international discussions: UNHCR reports that "a total 65.3 million people were displaced at the end of 2015, compared to 59.5 million just 12 months earlier" (Edwards par.1). The previous section considered issues of displaced people in long-term settlements, this section considers those in acute crisis, exemplified in the on-going war in Syria and its refugee flows.

As with refugees in temporary settlements, the circumstances and needs of people on the move in a crisis situation are very different from those of labour migrants. To date the majority of international response has been humanitarian in nature, addressing immediate survival needs for water, food, shelter and health. Somewhat longer term needs such as livelihoods and skills development in support of that are of much lower priority. To explore the issues and possible responses, a case study of VSD in a crisis situation is presented.

Case study: Lebanon

Lebanon offers an ideal case study example. Swisscontact can draw on its systemic approach and its experience in developing VSD for marginalized youth (refugees and local) and in a context that is relatively stable. The 3RP Mid-Year-Report[3] states that "The border restrictions enforced at the Lebanese-Syrian border since early 2015 and visa regulations for onward travel to Turkey have led to a stable number of Syrians in Lebanon." (3RP Mid-Year-Report 2016 44). In February 2016 the Lebanese Government issued a statement of intent which refers to the creation of 300 000 – 350 000 jobs, up to 60% of which could be for Syrians, and to making work permits available as appropriate (3).

Assessment of Possible VSD Strategies in Lebanon and an Expert's View

VSD is effective precisely to the extent it responds to market needs and opportunities. For most crisis/refugee situations, the 'market' may be non-existent or highly constrained and largely informal. In Lebanon the government has made a commitment to allow refugees and displaced people access to the labour market in three sectors: construction, agriculture, and housekeeping. Robert Nicolas, Program Manager, SDC, Beirut served as the main information source in a detailed interview whose findings are reported here.

Fundamentally VSD is about people, their needs and interests. In Lebanon the questions are: what are the needs of the refugees / displaced population; what are the needs of the host community and how can they be aligned? Nicolas emphasises that refugees may not see skills training as a priority: "You need to show them the benefits. You need to convince them about […] the changes that might occur in their life. It needs planning how to absorb them and how to really motivate them especially the young generation. They are living in very bad conditions and they are losing hope. It is about how to establish hope in their daily lives." For refugees in Lebanon, dreams for the future are connected to a return to Syria, and Nicolas affirms that "preparing the new generation to participate in the reconstruction of future Syria" is an important driver for training.

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[3] The Report outlines progress in the coordinated, region-wide response of more than 200 partners, including United Nations agencies, NGOs and other international and national actors, to provide assistance and capacities to over 4.8 million Syrian refugees as well as host communities in Turkey, Lebanon, Jordan, Iraq and Egypt.

The needs of the host country are also critical. Good VSD is based on a sound assessment of real economic opportunity, and government policies do not always reflect reality. On the question of real demand for additional workers in in the three market sectors the Lebanese government identified, Nicolas affirmed that "there is a need, because most of the workers in these domains are already Syrian refugees. The construction sector is very much evolving – agriculture as well. […] You can find good skilled workers; high levels and you will find the normal daily labours." On the possible dilemma of VSD pushing out local workers in order to make room for better trained people from outside, Nicolas states that "there are not enough locals" to answer the needs of the economic growth in Lebanon.

So, at the most general level, the approach in Lebanon demonstrates that there has been some analysis of refugees' needs and motivations, and the genuine economic opportunities available to refugees. But the case study illustrates a number of issues of key importance to implementing VSD in a crisis situation.

Understanding the needs and circumstances of the refugees
- A general assessment of each refugee established key information regarding their situation, their goals, incidence of trauma and supports for resilience. Nicolas summarized the long term goals of the Syrian population in Lebanon as: "education, right to work, [access to livelihoods] beyond the direct assistance given by donors and Lebanon." This wish for independence and self-determination may be supported through access to VSD.
- Understanding refugees' individual circumstances and motivations must be complemented by detailed information on the existing education and skill levels of refugees in order to develop appropriate training responses. While some data is collected by UNHCR on registration, Nicolas notes that there is no common approach or coordinated strategy for collecting this information, despite the interest of all stakeholders.

The legal environment
- Without work permits, it is obviously much more difficult to integrate people into an existing market. While the government has made commitments, Nicolas believes that implementation depends on support from the international community. "It is connected to the flow of funds […] which would allow the Lebanese Government to establish […] policies, related to work and work permissions."
- At this time, it is still not clear what conditions (time limits, possibility for self-employment, etc.) the government may attach to the work permits. Nonetheless the prospect of legal status has raised hopes and expectations for refugees and project proponents.

Social context
- While VSD is a means to integrate refugees into the labour market, barriers beyond lack of skill exist. "Xenophobia against non-nationals, and in particular, migrants, constitutes one of the main sources of contemporary racism. […] It is a global issue affecting the countries of origin, the countries of transit and the countries of arrival (OHCHR "Speak up Stop Discrimination"). Although racism is a worldwide phenomenon, each host community will develop their own strategies for addressing it. An issue for Lebanon is whether Lebanese workers will accept Syrians as supervisors or colleagues on equal terms. "They accept them. Since the beginning we are keen to work with the host communities and the refugees. This is a must I think" reports Nicolas.
- Ensuring that host communities as well as refugees' benefit seems to be a critical element in success for Lebanon. "[Here, youth are] marginalized, particularly in the rural areas. They have to be integrated into the economic cycle. The host community is specially affected […] in terms of pressure on infrastructure, water, electricity... In terms of vocational training we have a competition between refugees and locals. [We have to] build the capacity to do market insertion, especially the youth, by providing them the right and necessity of vocational training and life skills and so on. […] Any activity should cover both, the refugees and the host community. That is how we see it here."

Broader economic context

- The Lebanon Crisis Response Plan (LCRP) 2015-16 (5) aims at supporting "economic reform to stimulate private sector, improve regulation and build labour force skills for youth and adolescents". Nicolas underlines the inclusivity of the LCRP, which applies to both nationals and refugees/displaced persons.
- The goal of VSD must be labour market insertion; not at all costs but under decent work conditions. Consequently, analysis of labour market needs should include assessment of the skill levels required, the working conditions and remuneration, and whether a range of occupations are needed within a sector or a few categories only.

VSD capacity, the involvement of the private sector

- VSD requires resources: competent teachers and mentors, infrastructure (class rooms, learning sites), and learning materials (books, manuals and tools). Nicolas affirms that Lebanon has some capacity: "We can provide certain resources. Infrastructure for sure has to be developed but there is availability to start somewhere in this sector."
- Sustainable VSD depends on its interlinkage with a social and economic system. The element is weak in Lebanon, according to Nicolas, who notes significant involvement and expertise coming from the EU and others to build this, particularly the integration of the private sector: "It is really about how to show them the benefits, they can acquire from this process. I think there is room here of good cooperation. […] The private sector in Lebanon is well developed and when things come to the benefit for them they will be in."

Consolidation: VSD in Crisis Situations, SDC and Areas to Expand

The defining features of crisis-based migration are the heterogeneity of those involved, and the primary focus on humanitarian responses. Characteristics of sound VSD, including a functioning economy and labour market which can be analysed to orient skills training are absent. Unlike basic education and life skills, which are more generic and transferrable, vocational skills must be oriented to actual employment/self-employment opportunities to be relevant. Consequently, a critical element is the legal status of crisis based migrants in the host country. Where they are afforded access to employment and/or to the economy, VSD interventions linked to real employment/self-employment opportunities are possible. If access to the host country's economy is prohibited, potential for developing skills for greater self-reliance within the parameters of the temporary location should be explored.

In either case, sound approaches to assessing skill needs must be used, with the participation of employers/industry (for host country economic involvement) and the temporary settlement administration as well as migrants themselves. In addition, additional factors specific to the situation must be considered in developing any VSD response:

- Needs and circumstances of the refugees (ensuring that issues specific to women and vulnerable groups are explored)
- The legal environment
- The social context, including issues of xenophobia and impact on the host community
- The broader economic context
- The capacity of the host country VSD system in combination with private sector involvement

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Relevant Literature / Main References

Wissam (et al. 4) describe in the Lebanon Economic Monitor, The Great Capture that "notwithstanding the political dysfunctionality, improved security conditions", and "decline in oil prices" "have provided a boost for economic activity in 2015". Meijer and Deubler (5) underline in Migration as a Driver for Private

Sector Development (Guidelines for Practice): "the private sector plays a very specific role in this context as the backbone of every economy".

Tom and Smaili (5) state in their Mapping Vocational Education and Training Governance in Lebanon that the country "ranks highly on the overall quality of its educational systems […], but poorly in terms of the extent of staff training and on the capacity for innovation. Technical and vocational education and training is not highly regarded." Nonetheless, the Lebanon Crisis Response Plan 2015-16, focuses in response area 3 on the support of "Lebanese businesses to improve their labour standards and build labour force skills" (4).

4. Recommendations

The GPMD has two main goals:
• To reduce vulnerability within the migration process; and
• To increase migrants' contribution to their home country.

This paper's exploration of the nexus between VSD and migration has served to high-light some issues that push beyond a conventional understanding of the various 'problems' – largely conceived as regulatory within the labour migration process and humanitarian in the case of forced migration. We therefore present the main issue areas for discussion and development of added value interventions.

4.1 For SDC in General

The Economic and Labour Market Context of Migration

SDC understands and promotes the position that skills development is relevant only to the extent that it responds to the needs and opportunities within a specific economic context: a labour market, employment and self-employment opportunities, income and economic structures. Therefore, VSD in a migration context needs to be sensitive to these different characteristics.

Recommendations: Interventions should focus on

• Ensuring that labour migration is freely chosen by improving the range, quality and number of opportunities in the home country economy.
• Supporting local economic development and private sector initiatives in the home economy not only to provide alternatives for migration but also to reintegrate re-turning migrants
• For labour migration, ensuring that skills development and certification systems are oriented to destination market needs through effective partnerships with industries and employers across borders as well as domestically.
• For migrants in temporary settlements, addressing and expanding economic opportunities that allow for the productive exercise of skills and providing and documenting the attainment of transferrable generic and basic skills.

The Context of Forced Migration

The political, legal, and regulatory environment of the labour market of the host country and regulations regarding economic activity within a refugee camp have a major impact on the well-being of migrants and refugees. The presence of large numbers of refugees has, as well, an impact on host countries' economic performance. SDC may wish to consider whether a more active role in promoting policy dialogue on these issues is appropriate. Areas for discussion could include the potential for creating special economic areas and other strategies to enable refugees to pursue employment and self-employment, within a context of enhancing labour market flexibility in general.

The Broader Impacts of Migration Policies

Migration policies, whether regulating labour migration or managing refugee flows in crisis situations, are developed based on a variety of interests and have impacts far beyond those intended. It should be noted that the interests of receiving (for labour migration) and host (for refugee migration) countries may differ significantly from those of sending countries or of the migrants themselves. Awareness of these different interests and clearer assessment and documentation of the costs and benefits for all parties can inform a more nuanced set of interventions. We therefore recommend that SDC support the development of:

a) A more inclusive understanding of the social and economic impacts of 'labour export' strategies and of policies which support the development of opportunities both at home and overseas in countries which experience strong labour migration pressures.

b) A fuller elaboration of the social and economic costs and benefits of the highly segmented labour markets that are created through circular/short term labour migration policies, in both labour sending and labour demanding countries.

c) An expanded understanding of humanitarian responses to refugee migration that incorporates work/economic activity for refugees as a core element.

The Role of VET/VSD Systems and Institutions in Migration

Acknowledging that VET/VSD provision in many developing countries is weak, not highly regarded, poorly funded and not well articulated with labour market needs, we suggest that interventions to strengthen these systems to enable them to better respond to the need of labour mi-grants and migrants in crisis situations through:

a) Development of capacity and partnerships between sending and receiving countries: including strong private sector involvement (e.g. with employer's organisations and recruitment agencies), to ensure a better dialogue, delivery of relevant training and better linkages to employment.

b) Development of assessment processes and certifications/qualifications that are credible and recognized in multiple countries – developed on a needs/priority basis. Enterprise engagement can ensure credibility of certificates.

c) Building capacity to analyse skill requirements, domestically and internationally.

d) Expanding the range of services provided by VET institutions, including outreach to and partnership with employers (especially with the private sector), supporting and sustaining professional networks, and cultural and language training to aid in integration.

e) Fostering the policy dialogue on VET institutions between sending and receiving countries: the engagement of VET institutions with enterprises in receiving countries can help to respond to their training needs.

f) Supporting the provision of short term/specific training provided in temporary migrant settlements, including prior learning and competency assessments; support to curriculum development and instructor training, etc.

4.2 For GPMD

The GPMD, in its Strategy 2, already calls for comprehensive labour migration policies that address pre-departure, post arrival and reintegration. This could appropriately be broadened to incorporate skills training and skills recognition: basic skills assessment and matching as part of recruitment/pre-departure; assessment, certification, training as part of reintegration; and developing a framework for livelihoods skill training for migrants in temporary or crisis situations. This complements GPMD's existing Strategy 3 which is oriented to skills recognition and transfer. This in turn could be expanded to address labour market segmentation issues; particularly but not exclusively related to gender, where women are both limited in terms of the types of training/occupation available to them; and the skill requirements of the occupations they predominate in are undervalued.

Although the involvement of the private sector in sustainable and practical-oriented VSD is non-controversial, experience shows "that private sector intervention will generally not happen without facilitation by another party, whether it be government, donor or NGO. Employers are more likely to engage in skills development at any level, if the benefits of doing so are apparent, the business environment is favourable and there is minimal bureaucracy attached" (Dunbar 3). Once in place, embedded VSD within the private sector can become self-sustaining and contribute to the improvement of products and services.

An important contribution by GPMD is to ensure that interventions designed to improve conditions for migrant workers have an equal or greater benefit in terms of national systems and processes to create better economic opportunities within the national context.

5. Lessons Learnt

Private Sector Involvement

For Swisscontact, involving the private sector in Vocational Skills Development (VSD) is a pre-condition for successful and well-designed programmes. This ensures the training reflects what the industry requires and which skills enterprises demand. Swisscontact's VSD projects have over the years increasingly reached beyond local enterprises and associations to involve industry associations at national and where warranted, international levels for skills needs analysis, certification, mutual skills recognition and placement. For example, in Myanmar, Swisscontact and the Lucerne School of Hotel Management have worked together to design curricula and build capacity for skills-upgrading training for low-skilled workers in the hotel industry. Capacity building for the Myanmar National Tourism and Hotel Management Association has enabled them to collaborate with regional industry bodies within the Association of Southeast Asian Nations (ASEAN) to ensure that curricula and standards are aligned to the regional competency standards and recognised within the ASEAN community when certified trainees travel abroad. A similar effort is planned for Macedonia in the Hospitality Industry.

In the case of PROJOVEN in Honduras, Swisscontact closely collaborates with the business consulting network CADERH and the Tourism Association. Anticipating that many Hondurans will migrate after training, the competency standards and qualifications in hospitality related trades have been aligned to the national competency standards of Argentina and Central America. In this project, assessment and certification is the responsibility of CADERH. The ongoing NVQS project in Nepal has initiated close collaboration between Nepal's Industry Associations for Construction and Hospitality with their counter parts in destination countries in the Gulf and Malaysia. The project seeks to align competency standards and qualifications for occupations in demand but also seeks mutual skills recognition so that qualifications have an impact on contract type and salaries of migrant workers. The project seeks bilateral agreements with the private sector to explore inter country collaborations between industry associations so that skills needs are met and fair labour practices are in place.

Return and Reintegration

In addition to the issues and current projects discussed in section 3.1.4, Swisscontact can look back to initial VET initiatives, where apprentices trained in Switzerland were integrated back into the Indian and Indonesian labour market. Challenges in transferability of the skills and competencies needed to be addressed. Labour market realities and production processes in Switzerland greatly differed from India and Indonesia at that point of time, and the expectations of employers about the capacity of a trained apprentice were different. Strategies for overcoming these challenges included orientation programmes for potential employers and associations about the competencies of these trainees, pro-active placements and support for linking job seekers with employers. Helping employers understand the skills and competencies of migrant workers is an important issue. The ILO/KOREA project has piloted a process of employer-issued certificates summarizing an employee's experience and job duties, RPL (Recognition of Prior Learning) or assessment processes which are mutually recognized by sending and receiving countries are also beneficial.

Qualifications and Skills Recognition

Cross border recognition of qualifications of low- and semi-skilled people remains a problem. Significant efforts have been made in the EU, ASEAN, Latin America and SAARC (South Asian Association for Regional Cooperation) address recognition and improve recruitment. ASEAN has focussed on semi-skilled professions in sectors such as hospitality and construction. With support from Korea, the ILO has led the development of 10 regional competency standards, designed to aid mutual skills recognition within Asia. While most ASEAN countries have aligned their national standards with the regional ones, in practice industry buy-in remains poor. Migrant workers' qualifications continue to be undervalued, which has an impact on wages and working conditions. More effective approaches include the Philippines, which uses its strong migration management system and migrant networks to negotiate bilateral agreements between countries to ensure mutual skills recognition.

Technical cooperation can play an important role in building awareness and facilitating closer collaboration between governments, industries and recruitment agencies in sending and receiving countries. ILO-Korea have piloted mutual skills recognition for the migrant worker sectors of agriculture, domestic work, welding, construction and hospitality between countries of the Mekong region and Thailand. As noted Swisscontact has increasingly integrated mutual skills recognition into technical cooperation projects, along with bilateral agreements and the facilitation of a fair and transparent migration process. Examples include Myanmar's VSDP, Laos' Tourism project, NVQS Nepal, PROJOVEN Honduras and recently, SDP Cambodia and in the case of construction, NVQS in Nepal. However, recognition of qualifications by employers remains a major challenge in all countries.

6. Final Statement

Why is VSD in Development Work so Important?

All countries face challenges in terms of the employability of the working population, successful transition of young people into employment, and productivity for enterprises. In countries facing additional issues of state fragility, environmental or population challenges these become even more difficult. Vocational Skills Development (VSD) and Active Labour Market Measures (ALMM) are a priority in almost every country to address employability and productivity challenges of enterprises. They are important strategies to address economic growth, poverty and development gaps.

But countries exist within a complex and interdependent web of trade, economic, political and social connections. In this context, skills gaps and shortages cannot be seen as a purely national challenge but are increasingly addressed across nations and regions. VSD must be seen in this broader context, recognizing a workforce which responds to a globalised labour market where enterprises seek workers irrespective of their nationality: a pull factor for migration. At the same time people around the world experience conditions which drive them to migrate, either for economic reasons or to seek safety and security: the push factor.

Switzerland, like other countries, seeks to find a balance between ensuring that Swiss businesses remain competitive and maintaining employment, income security and social protection for all citizens. As members of the international community, Switzerland and other developed countries also have an obligation to contribute to protection and safety for all, especially victims of conflicts and forced migration.

A major challenge for Switzerland and SDC is the complex nature of migration and its intimate linkage with labour markets in sending and receiving countries. Even in the case of forced migration, a purely humanitarian response reveals longer term, systemic challenges and is often not sustainable.

SDC and Swisscontact can reflect on 50 years of VSD projects and programmes that have helped reduce unemployment and decent work deficits and strengthen economic development. Building the capacity of local authorities, training providers and the private sector has led to better quality and relevant skills in the workforce, more effective VSD systems and better functioning labour markets. The participation of the private sector is critical to effectiveness. However, it needs to be highlighted that while VSD supports economic development by increasing employability skills to improve matches with market needs for employment and self-employment, VSD cannot directly create jobs.

VSD and Migration: Need for Diverse Responses

There is no one type of migrant. While each case will be different, a number of factors have to be considered: the drivers for migration (economic choice, necessity or forced?); opportunities within the labour market (restrictive, absent, full but with barriers?); and the skills and employment networks of the migrants themselves (lacking basic skills or language, qualifications needing recognition, lack of local networks?). Most importantly, skill needs in the context of migration may be focused on the immediate circumstance of the migrant (livelihoods, appropriate job matching). Those short term training and upgrading courses are significantly different from 3-4 year long structured apprenticeship courses. Outcomes accordingly cannot be expected to be the same. The 'mental model' of VSD needs to accommodate this different context, with objectives and training processes suited to the needs of migrants. Formal, long term programs developed for a national labour force are unlikely to be effective models.

1. Labour Migration: migrants respond to an often limited and sector specific labour market demand in a destination country, and migrate temporarily or permanently. SDC's approach has been focused on protection, safe

migration and increasingly on skills recognition. SDC could further broaden VSD programmes by including governments and the private sector of destination countries; thereby building links to support migrating individuals to achieve economic and social well-being. Outcomes would include transparent and binding bilateral policies, agreements and strengthened management systems, which protect migrant workers in the immediate and long term.

2. Migrants in Temporary / Permanent Settlements: The UNHCR Global Trends reported that 65.3 million people worldwide were displaced at the end of 2015. Eighty-six percent (68%) of these were located in low- and middle-income countries, with fewer than 2% in Europe. The high percentage of refugees in some lower income countries exacerbate ethnic and racial conflicts and distribution challenges. While refugee camps are intended as temporary safe havens for displaced people, they have in many cases become long term settlements, located in but not integrated with a host country. Within the settlements a formal economy and labour market may not legally exist, and opportunities are informal at best. The absence of legal status prevents migrants from accessing education, training or legal work or business in the host country. VSD in this case must address these broader issues in order to ensure skills training is relevant: through advocacy to establish legal status for employment in the host country; creation of special economic zones in the camp or in the immediate vicinity; or other strategies to create real opportunities to develop and use skills. Outcomes should focus on direct beneficiaries, to improve their immediate circumstances but also to expand their opportunities within their current and future contexts.

3. Crisis and Migration: Refugees and victims of conflicts and natural disasters are focused on their immediate needs. Humanitarian responses that meet the survival needs of diverse groups and individuals are an appropriate response. However, there are opportunities even in a crisis situation to consider VSD needs and opportunities. Similar to refugees in settlements, refugees in immediate crisis lack legal status to work or train in their host country. Currently delivered basic education and life skills are generic and transferrable, while vocational skills must be oriented to actual employment/self-employment opportunities to be relevant. Hence, addressing the legal status of crisis based migrants in the host country will enable VSD interventions linked to real employment/self-employment opportunities to be developed.

6.1 Next Steps

SDC and the international community have begun to take a more nuanced view of migration: on the one hand, the economic development aspect of migration; and on the other, the need to include more comprehensive and livelihood focused response to migration crises. VSD is thus an integral element of policies and programmes to address migration. However, the type of VSD support provided must reflect the needs and potential benefits that can be achieved.

Improving the employability skills of migrant workers through VSD is however a highly complex undertaking. In destination countries with strong labour markets and training systems, VSD systems can be broadened and enterprises incentivised to invest in migrant workers' skills development. However, in countries with low levels of economic development and limited employment opportunities, refugee camps and settlements pose significant threats to political and social stability in the host country and region. VSD systems in these cases are often insufficient to meet the needs of the local population, much less that of migrants.

Managing the scope and scale of migration requires political stability and sustainable economic development. From a policy perspective, Switzerland might want to focus its VSD support on states with the economic and social potential to stabilize regions. This task is too large for implementing organisations, the GPMD or SDC alone. The responsibility remains global, addressed through solidarity and well aligned international collaboration. Switzerland, by establishing the GPMD has taken a pioneering role of promoting the subject area Migration & Development on many different levels of influence. Moreover, the programme contributes to the coherence of SDC's project activities in connection with M&D.

This being said, it is critical for Switzerland to continue and expand its efforts to address two core issues: protection of migrants; and supporting the development of decent work and livelihoods opportunities for all. A strong local economy remains a good alternative to migration and should not be underestimated. Therefore, SDC should envisage multi-level strategies in the context of VSD and Migration.

Global Programme Migration and Development (GPMD)

GPMD helps leverage the potential of migration for development through global political dialogue and projects intended to influence international, regional and national policy. GPMD might expand its impact through integrating greater private sector participation and a focus on VSD into the ongoing discussions, policy fora and interventions.

Switzerland's Opportunities

Switzerland has an opportunity to expand and strengthen its leadership position in the field of migration and development by highlighting the important connections between VSD and migration in labour migration and in refugee/forced migration situations. Switzerland has the knowledge, experience and political tradition to understand the connection between VSD, sustainable market development, fair migration policies and decent work conditions and to generate effective strategies to address them.

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Annexe

	Stakeholder	Purpose/Interest
Switzerland	SDC - GPMD	Directs SDC's development programme for migration, linking migration with development efforts and ensuring coherence with Swiss national migration policies.
International Organizations	IOM International Organization for Migration	Help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need, including refugees and internally displaced people.
	ILO	Building capacity and policy for better skills needs analysis, employment matching and policies to enhance coherence between employment, skills and migration policies.
	UNDP/UNHCR	Deliver specific projects relevant to migrants, refugees.
	UNESCO	Focuses on the education-migration nexus (student mobility and recognition of qualifications[1]) as well as issues of development and social inclusion.
	International NGO's	Swisscontact, Helvetas
Knowledge and dialogue partnerships (regional and global)	GFMD Global Forum on Migration and Development	Voluntary government -led process to discuss policies, challenges and opportunities; exchange good practices; promote policy coherence; establish partnerships and cooperation; and address international priorities and agenda.
	KNOMAD Global Knowledge Partnership on Migration and Development	Hosted by the World Bank and supported by Switzerland and Germany, operates Thematic Working Groups to generate and synthesize knowledge on migration issues, generate policy choices, and provide technical assistance and capacity building.
	CEDEFOP European Centre for the Development of Vocational Training	Research on issues, country reports, assess opportunities for VET to improve labour market participation for migrants in Europe.
	Colombo Process	Regional consultative process on management of overseas employment and contract labour for countries of origin in Asia. Seeking to establish common information/orientation programmes, also interested in skills recognition

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[1] Six Conventions on the Recognition of Qualifications, enabling countries who are signatories to recognize academic qualifications.

	Abu Dhabi Dialogue	Collaborative approach to address development in temporary labour mobility in Asia
Regional associations of nations	EU, ASEAN, GCC	Where internal labour mobility is sought, interest in harmonized skills standards; may have common interests and policies regarding international labour migration; potential for common policies and/or constraints on national actions.
National level policy makers and implementers	National government and responsible Ministries	Act at national and sub-national (provincial, etc.) level to define and implement policies governing migration and skill development and recognition. Responsible for financing strategies and regulation/governance.
	Delegated authorities within countries	Management of specific responsibilities: for example; national skills certification bodies; training organisations, migrant management offices, etc. May include partnerships with employer/industry groups, labour groups, non-governmental organisations.
	Training providers	Public and private sector organisations and institutions, governed by national law and policy, greater or lesser degree of integration with labour markets and with migration management.
	Industry and employer associations and enterprises; trade unions, worker and migrant associations	Reflect perspective and needs of members, may have greater or lesser influence over law, policy and implementation. May be active partners and/or have delegated authority over specific issues as NGO's.