



## **CARIM INDIA – DEVELOPING A KNOWLEDGE BASE FOR POLICYMAKING ON INDIA-EU MIGRATION**

Co-financed by the European Union

### ***Proceedings of the Final Conference of the Project on “Developing a Knowledge Base for Policy Making on India-EU Migration” (February 2011 – October 2013)***

***“India – EU Migration and Mobility:  
Prospects and Challenges”***

***New Delhi, 17 and 18 October 2013***

**Organised by the India Centre for Migration (ICM)**

CARIM-India Research Report 2013/47



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**CARIM-India**  
**Developing a knowledge base for policymaking on India-EU migration**

**Research Report**  
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**CARIM-India RR2013/47**

**Proceedings of the Final Conference of the Project on**  
**“Developing a Knowledge Base for Policy Making on India-EU Migration”**  
**(February 2011 – October 2013)**

**“India – EU Migration and Mobility: Prospects and Challenges”**  
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## **CARIM-India – Developing a knowledge base for policymaking on India-EU migration**

This project is co-financed by the European Union and carried out by the EUI in partnership with the Indian Council of Overseas Employment, (ICOE), the Indian Institute of Management Bangalore Association, (IIMB), and Maastricht University (Faculty of Law).

The proposed action is aimed at consolidating a constructive dialogue between the EU and India on migration covering all migration-related aspects. The objectives of the proposed action are aimed at:

- Assembling high-level Indian-EU expertise in major disciplines that deal with migration (demography, economics, law, sociology and politics) with a view to building up migration studies in India. This is an inherently international exercise in which experts will use standardised concepts and instruments that allow for aggregation and comparison. These experts will belong to all major disciplines that deal with migration, ranging from demography to law and from economics to sociology and political science.
- Providing the Government of India as well as the European Union, its Member States, the academia and civil society, with:
  1. Reliable, updated and comparative information on migration
  2. In-depth analyses on India-EU highly-skilled and circular migration, but also on low-skilled and irregular migration.
- Making research serve action by connecting experts with both policy-makers and the wider public through respectively policy-oriented research, training courses, and outreach programmes.

These three objectives will be pursued with a view to developing a knowledge base addressed to policy-makers and migration stakeholders in both the EU and India.

Results of the above activities are made available for public consultation through the website of the project: <http://www.india-eu-migration.eu/>

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The project on “Developing a knowledge base for policymaking on India-EU migration” co-funded by the European Commission, implemented at the India Centre for Migration during February 2011 – October 2013 has been culminated with the final conference of the project organised on the theme, “India-EU Migration and Mobility: Prospects and Challenges” on 17<sup>th</sup> and 18<sup>th</sup> October 2013 at the Ashok Hotel, New Delhi. The project is being implemented in partnership with the European University Institute (EUI) as lead partner, Maastricht University – Netherlands, and Indian Institute of Management - Bangalore. The project together with all the four partners has produced 75 research papers/reports. Indian Centre for Migration alone has contributed 10 research papers, 3 workshops/training sessions, an awareness campaign in Doab region of Punjab (currently under implementation) and the final conference. The details of the research papers, workshop/training sessions and an awareness campaign can be accessed in the following links - <http://icm.net.in/downloads.html>, and <http://www.india-eu-migration.eu/>.

The project envisaged that a final conference to be organized in Delhi in order to disseminate the outputs of the project and recommend a durable framework of discussion and institutional exchange between India and the EU on migration and mobility.

The One and a half day international conference had participation of about 150 delegation from all the project partners such as the European University Institute (EUI - lead partner), Maastricht University – Netherlands and Indian Institute of Management – Bangalore, representatives of the Government of India and the European Commission, EU Member States, relevant State Governments of India, NGOs and multilateral organizations, domain experts and researchers from institutions/universities of both India and Europe.

The conference is inaugurated by the Honourable Minister of Overseas Indian Affairs, Shri Vayalar Ravi. The Minister, in his inaugural speech stated that India’s strategic partnership with the EU and the imminent need to build synergies in the area of international migration, skills, and social security, in light of the historical ties and strategic alliance, embedded in institutional architecture. He referred to the recently concluded G-20 Summit which had in fact talked about the issues concerning international migration, quoting the Prime Minister’s views on this subject. The Minister also stated that India and the EU have a greater role to play in the migration arena through the High Level Dialogue on Migration and Mobility in the wake of demographic dividends, trade dealings and FTA negotiations. In this context, the Minister referred to the proposed plan scheme of the Ministry, the Swarna Pravasa Yojana, Social Security Agreements, Human Resource Mobility Partnerships.

The EU Ambassador to India, H.E. Joao Cravinho, as keynote speaker, highlighted that in the phenomenon of globalisation, movement of goods and services are much talked about but issues of the movement of people have been ignored. He reiterated EU’s strategic relationship with India. He called for an holistic approach to understand issues concerning migration towards drafting a comprehensive policy. He referred to various EU initiatives highlighting that migration is on top of the agenda of the EU and competencies lies with its Member states. He elaborated upon the new border surveillance system (EUROSUR), the Student and Research Directive, directive for intra-corporate transferees, ICTs and seasonal workers, regulations in handling asylum applications (as endorsed by the Parliament in June this year), agenda for integration of third-country nationals (2012), the returnee directive, and various scholarship programs.

The CEO, ICM, Mr. Devi Prasad welcomed the august gathering and thanked everyone for their gracious presence and accepting the invitation of MOIA and ICM. He highlighted how the present Conference is being held as part of the on-going India-EU Project that aimed at constructing a knowledge base for policymaking on the aspect of India-EU Migration. He elaborated upon the rationale and objective of the project and the outcomes achieved. Prof. Fargues, European University Institute, highlighted the guiding orientation, goals, aims and objectives of the project, and stressed upon the knowledge gaps which were addressed in the project implementation period and the policy

areas which were identified in the project document. He also provided key recommendations for deliberations in the conference.

The deliberations of the conference highlighted the following points:

1. Europe is the third largest continent receiving Indian migrants. Indian population in the EU is very diverse. It is growing particularly in the UK, Italy, Germany and Spain. Indian migrants in Italy are much younger engaged in agriculture and informal sectors, while in the UK are highly educated.
2. Among the irregular migrants from India in the Europe, majority are in the UK followed by France, while the number is very small in Italy.
3. Migration policy should comprehensively cover both skilled and unskilled or semi-skilled migration and cannot emphasise only on highly-skilled migration.
4. Student mobility from India is highest towards the U.S., followed by the U.K. Seventy percent of the Indian students to the EU are to the U.K. and about 90-95% of all students going to EU go to the EU 15 countries. Among the inward flows of European students to India, top 3 countries represented in India include the U.K., Germany and France.
5. Concerns have been raised about the belongingness, identity, integration and settlement of migrants. It is emphasised that migrants should bring about holistic development to origin countries beyond remittances.
6. Projections show increase in the shortage of workers in the elderly care sectors in most of the EU countries. Immigration policy framed are not as per the employer's preference. Moreover, language would be an important drawback and comparative disadvantage for the EU to attract nurses from India.
7. Legal restrictions on the migration of female workers in many South Asian countries often encouraged illegal migration, further leading to trafficking and exploitation.
8. There is a need to regulate the private recruiting agencies and middlemen more closely in order to contain the costs of emigration and cheating of migrants by the middlemen.
9. There is a need for National Qualification Frameworks in accordance with international accreditation standards, apart from catering to the social security needs, for low and medium skilled workers.
10. Portability of skills and circular migration should not only look towards contributing to the growth of the economy but also address the welfare of the migrants. India can prepare to address the skill deficit in the global north, but the question is, how prepared is India to integrate the returnees and retain the returnees by taking into consideration not only the economic perspective, but also the welfare of its returnees. Migration policies of the E.U countries are formulated in such ways that force on migrants to return compulsorily.
11. There is a need to recognise the labour market needs and liberalise the migration of low-skilled workers so as to curtail the irregular migration flows. Moreover, it may also be considered to call irregular migration as illegal migration on both sides so as to take it seriously for ensuring legal action. There also has to be a concerted cooperative and collaborative approach for investigation of irregular/illegal migration cases.

The conference is concluded with a declaration that based on recommendations of the conferences and outputs of the various project activities, a policy report on India-EU migration will be attempted laying emphasis on the preconditions for an informed India-EU dialogue on migration and mobility. The issues raised and concerns expressed on India-EU migration will be examined through research and policy advocacy in the forthcoming new project on India-EU migration, apart from building on the current knowledgebase.

## Day 1 (October 17, 2013)

### A. Inaugural Session

**Mr. P.R. Devi Prasad**, Economic Advisor, MOIA and CEO, ICM read out the message of Mr. Rajiv Mehrishi, Secretary, MOIA and Chairman, ICM who was to deliver the welcome address but could not attend the inaugural due to ill health. He welcomed Shri Vayalar Ravi, the Minister for Overseas Indian Affairs, H.E. Mr. Joao Cravinho, Ambassador EU Delegation to India and other participants to the conference. Lauding the achievements of the project and the project partners he mentioned that it has been a very successful endeavour producing more than 75 research papers on various aspects of migration between India and the European Union. Mr. Mehrishi expected that the distinguished participants would deliberate upon various significant issues during the next one and a half day, and the conference would provide research based evidence for policy making.

**Shri Vayalar Ravi**, the honourable Minister for Overseas Indian Affairs delivered the inaugural address. The minister extended his greetings to all the distinguished participants of the conference and expressed his happiness in being a part of the conference and being provided with the opportunity to interact with diplomats, government officers, and scholars from India and abroad. He stated that organization of this conference is the culmination of MOIA's efforts during the last nine years. Quoting from the Prime Minister, Dr. Manmohan Singh's speech in the G-20 meeting at St. Petersburg on 5<sup>th</sup> September 2013, the Minister stated that the strategy for job creation in developing countries like India must focus on the improvement of the skills of labour force considering the successful experiences of industrialised countries. He mentioned that international migration, which has become an important factor in developing the feeling of integration among the people, should ensure efficiency in the labour market.

While speaking about the relationship between India and Europe, Mr. Vayalar Ravi mentioned that both India and the EU are pluralist societies and connection between them is more than 300 years old. Both India and EU are vibrant democracies of the world. Historical relations between the two, and the enshrined value systems have made them natural allies. Both partners have tried to establish coordination aiming at furthering the development agenda. He also mentioned about the declaration of the joint action plan between the two partners recognising the importance of bringing people and the cultures together and also acknowledging each others' contribution in economic growth through mutual efforts. While emphasising on the importance of periodic dialogues between India and the EU, the minister observed that the issues of migration have been accorded priority in bilateral relations between the two partners.

Stressing upon the necessity for further cooperation between India and the EU, Mr. Vayalar Ravi mentioned that considering the demographic situations in India and the EU countries, i.e., aging population in Europe and a huge demographic dividend in India in the decades to come; one may assume that migration between India and the EU will play a crucial role. He also mentioned about the "Suvarna Pravasi Yozna" being initiated by the Ministry of Overseas Indian Affairs to train about 20,000 youth in the 12<sup>th</sup> plan period for overseas jobs. He emphasized three convictions of the MOIA, viz., migration is an individual choice- the task of the government is to facilitate legal migration; protection of the rights of the migrants; and combating illegal migration. He also extended invitation to all the delegates to join the Pravasi Bhariya Divas (PBD) to be held at New Delhi in January 2014.

The keynote address was delivered by **H. E. Mr. Joao Cravinho**, Ambassador, Head of Delegation of the European Union to India. Mr. Cravinho expressed his pleasure to be invited to the conference. He observed that today a lot is being talked about globalization; however, globalization is not just about the market rather it is about the people but it largely remains ungoverned. Globalization has created a global value chain. Today we are living in the world where mobility of people is increasing at the tremendous pace. In this age of mobility Asian migrants are very important and

Europe remains a very important destination. The aging of population and consequent declining ratio of working age population in Europe are opening up doors of opportunities for the migrants.

Mr. Cravinho stated that managing migration is a political problem. Further, the growing incidences of illegal migration, is becoming a challenge, it is necessary that sufficient legal channel is provided. He also talked about the climate induced migration which requires greater attention of the policy makers and adequate pathways for the rehabilitation. He stated that considering the current issues of migration, the EU is trying to promote policies that support legal migration, economic cooperation and social cohesion in the society. In this regard development of a comprehensive framework is a constant requirement of the EU and the European Commission is playing a noteworthy role in this regard.

Mr. Cravinho also spoke about the challenges before EU. Europe is facing the wrath of the economic crises which is destabilising its economy and labour market, giving rise to trafficking and exploitation. Migration is an important agenda for political discourses in Europe. It is considered a key factor for the future and it is believed that EU's development would depend on migration; however, the major challenges lie in managing migration. Therefore, the focus of EU is on framing the policies for better migration management, border control, refugees, and policy harmonization across EU countries. He also stated that presently EU is working on three important directives for three target groups, viz., students and researchers, intra-corporate transferees and seasonal workers so that proper legal status could be granted to them.

Mr. Cravinho mentioned that EU has supported about 400 projects worldwide dedicated to migration cooperation and currently engaged in bilateral negotiations with about 25 countries including India and China. India and EU have also signed a Joint Action Plan in 2004 and further engaged on various issues related to labour and skill shortages and changing profiles. The ambassador pointed out that EU is looking forward for further cooperation with India and capacity building through measures such Erasmus Mundus that facilitates the exchange of students and researchers. He expressed the hope that the present conference would be helpful in identifying contours for furthering the cooperation.

**Professor Philippe Fargues** of the European University Institute, Florence, Italy provided an overview of the India-EU project. He expressed his thanks to the ICM and other partner institutions for organizing the conference as well as for sincerely working on the project. While speaking about the objectives of the project Prof. Fargues mentioned that the basic aim of the project was to establish dialogue between India and the EU where India is a leading source and Europe is a major destination and would continue to be so. He mentioned that despite bearing such a relationship for long, knowledge about India-EU mobility was very scanty when the project initiated about two years ago. So the important task for the project was to provide reliable information for policy making and connect the experts with the policy makers. The project addressed deficiencies across the spectrum mainly the demographic compositions and labour market requirements, migration trends, impact of policy changes such as family reunion and recognition of diplomas on migration trends, and various push and pull factors that leads to migration including irregular migration.

Prof. Fargues outlined three key intended outputs of the project: (i) creating India European migration community; (ii) constructing a database on migration from India to EU-28 countries including statistics and policies on skill portability, remittances and return migration; and (iii) bring the academic expertise into policy making, especially in India. Prof. Fargues expressed his observation that the project has been very successful. Besides creating an interdisciplinary network of about fifty people working together, the project produced about seventy five research reports, organised three workshops and conferences in India and Europe. He mentioned that when the project was commenced it was said that the world was in a deep financial crises but now the world is facing a more severe crises, i.e., the financial crises, the employment crises and the economic crises. He expressed that migrants would be needed in Europe in future too because of the aging of population and consequent

decline in the working age population. The major concern in the receiving EU countries is a feeling that migrants are competitors in the labour market, which however, is not true. In this scenario politicians have to play a crucial role. He emphatically pointed out that it should be noted that EU would require one sided migration, that is, migration from India and not the other way round.

**Mr. Basant Potnuru** of the ICM delivered the vote of thanks.

## **B. Session I: India-EU Migration and Mobility: Main Characteristics and Pathways**

**Philippe Fargues**, Migration Policy Centre, European University Institute, Florence  
"India-EU Migration: Levels, Trends and Profiles"

Professor Philippe Fargues started his discussion by presenting the numbers of immigrants in 13 countries of the European Union. The data presented by Prof. Fargues revealed that India stood at fourth position in terms of country of origin of the immigrants to the 13 European countries. Describing further, he asserted that migration is essentially a regional phenomenon where geo-political boundary matters. He observed that history also creates proximity and in case of India it is the historical proximity, developed through the colonial ties, which has led to such migration.

In Europe, the UK hosts the largest numbers of Indian migrants and followed by Italy and Germany. Between 2000 and 2012, five top European countries receiving Indian immigrants were the UK, Italy, Germany, Spain and France. While providing a comparative perspective of Indian migrants in other European countries, Prof. Fargues mentioned that Italy came very fast in attracting young migrants from India. It received more immigrants because of the proximity of Indians to its labour market, especially the informal labour market. Comparing Indian population in the UK and Italy on the basis of age pyramids, Prof. Fargues observed that relatively young Indian population, both male and female, was found in Italy than in the UK. Further comparison shows that in Italy majority of Indians have only elementary or secondary education and were concentrated in low or semi-skilled occupations such as crafts and agriculture. On the contrary, majority of Indians in the UK have tertiary education and were engaged in professional occupations. Further, Indian population represents more occupational diversity in the UK in comparison to Italy. Prof. Fargues also noted that family reunification is also playing an important role in augmenting migration from India to the EU which is not important in case of Indian migration to the Gulf countries.

Turning the attention toward illegal immigrants from India, he depicted through the EUROSTAT data, that the largest numbers of Indians were found living illegally in the UK, followed by France, Germany, Austria and Italy during 2008-12. Explaining the reason why the lowest numbers of illegal Indians were found in Italy Prof. Fargues showed that a very significant number of illegal Indians have been granted amnesties in Italy through various regularisation programmes. He admitted the fact that Indian labour is in demand in the EU and meets most of the criteria; therefore, they arrive in a regular manner. They become illegal because they overstay their visa. This is the main reason for their illegal stay. Prof. Fargues concluded that EU has rightly been emphasizing not only the high-skilled migration and students but the low skilled as well and would continue to do so.

**Perveen Kumar**, SN Degree College, Chheolaha, Fatehpur (CSJM University, Kanpur)  
"Migration between India and Europe: Contemporary Pathways and Emerging Concerns"

Dr. Kumar mentioned that Europe is the third largest destination for Indian migrants after Asia and the Americas. Dr. Kumar showed that besides going to the traditional destination countries in Europe such as the UK, Germany, Italy and France, increasing number of Indians are also migrating to other European countries. Dr. Kumar presented his analysis by dividing the EU-27 countries (now EU-28) into three groups, viz., the UK, EU-14 (old member states), and EU-12 (new member states). He observed that it is important to note that the UK alone hosts about 53 percent, EU-14 countries host 46 percent and

the EU-12 countries host only about 1 percent of all Indian population living the EU-27 countries. Besides the EU-27 countries, EFTA member states like Switzerland and Norway are also fast emerging as important destinations for Indian migrants.

Speaking about the prominent features of the contemporary migration trends from India to the EU, Dr. Kumar stated that majority of them characteristically consist of young males. Further, he mentioned that Indian migration to the EU is characterised by diversity of occupations with a tilt towards HSM (high skilled migrants) especially the short-term migrants such as ICT professionals. There is a notable presence of semi and low-skilled Indian workers in several countries of the European Union. Many EU countries are also emerging as important destinations for Indian tertiary students with the UK hosting about 74 percent, EU-14 countries about 20 percent, and EU-12 countries about 5 percent of all Indian tertiary students studying in Europe. Regarding European immigration to India, Dr. Kumar observed that migration from Europe to India is very small. And like emigration patterns, Asia is the largest origin source of immigrants to India followed by the Americas and Europe. Similarly, among the EU-27 countries, the largest numbers of immigrants as well as students in India come from the UK. Other notable EU source countries include France, Germany and Italy.

In the contemporary context of Indian migration which is primarily characterised by temporary movement and subsequent return, Dr. Kumar raised three important concerns related to the (i) identity, integration, and settlement of migrants (ii) development impact, especially the impact of short-term migration and their return which is being discussed widely as brain gain for the countries of origin, and (iii) return to education, particularly in case of a qualification from the EU countries not properly valued or recognised in the labour market in India. Some Indian migrant professionals, especially those issued short-term visa, sometimes have a feeling of the identity crisis while moving quite frequently from one country to another. For example, they usually ponder over their identity and ask whether they could be called global workers, global citizens or just globetrotters and do not belong to any country. Further, European destination countries have the tendency of picking winners which raises the concerns about the development impact at home. Finally, he suggested that complementarities need to be developed between India and the EU based on producing and compiling data, demographic variables and development impact.

**Dr. Parveena Kodoth**, CDS, Trivandrum

“International Mobility of Nurses from Kerala to the EU: Mismatch between Migration Governance and Economics”

Dr. Praveena Kodoth focussed on the migration of health workers , especially nurses, from Kerala to the European Union. She observed that Christian nurses from Kerala have dominated the nurses’ migration since 1950s. Besides, individual migration initiatives, from 1960s onwards, the church and missionaries have played notably facilitating role in its augmentation. Their destination was German Catholic hospitals. Individually they went to Italy but through various agencies they have been recruited to Austria. In terms of supplying nurses to OECD countries India ranked at 6<sup>th</sup> place in 2000 but since 2005 it became chief supplier of nurses to the UK and Ireland. In the continental Europe the flow of Indian nurses is negligible excepting Italy, which is fast emerging as an important destination. From the demand side, as per WHO, European region needs more nurses, as population is ageing and old workforce has been retiring. Talking about the supply context, especially from the Indian side, she mentioned that there is a deficit of nurses in India too, as there is skewed distribution and more nurses are required to improve the nurse - doctor and nurse - population ratios. Dr. Kodoth also mentioned about the exponential increase in the supply of nurses in India especially through the expansion of training institutions producing nurses in the last decade but quality still remains a cause of concern.

Discussing about chief characteristics of nurse migration, Dr. Kodoth observed that nurses from Kerala intend to migrate to the English speaking countries and strongly desire to settle down permanently in the OECD countries. They usually take the route to the West through Gulf region.



Their recent movement within the OECD countries, especially from Ireland and the UK to Australia, New Zealand, the US and Canada shows that they respond to policy initiatives and opportunities arising in the destination countries. Returnee nurses lack incentive to work in nursing sector in India because of the low pay, stress, poor conditions and lack of respect in this profession. Regarding the pathways of nurse migration she mentioned that bilateral agreement between India and the UK, targeted visa schemes, policy incentives and international recruitment agencies facilitate their movement. Social networks and channelized information also provide help in their endeavours. They use student migration as a strategy for entry into the destination country.

She presented the case studies of the Netherlands and Denmark. The Netherlands needs staff for elderly care for it is expecting to face shortages. In such sectors which witness shortages the Dutch plans to innovate healthcare processes, investing in staff retention, and increasing flow of new personnel and migration from other EU countries. She spoke about the High Skilled Knowledge Migrants scheme, started in 2004, with a view to enabling the fast track procedures in the health sector and inter alia employing nurses from India. She mentioned that concerns have consistently been raised about the integration and acceptance of foreign nurses. Moreover, the political climate in the country is not conducive to channel more high skilled immigration from abroad. As a result, the HSKM scheme has proved to be more restrictive. In case of Denmark, lack of prudent management of recruitment compromises state-led efforts but direct hiring by Danish hospitals has been successful. Here, Indian nurses have emerged as suppliers. Finally, she observed that whereas shortages of nurses would likely to grow in the EU countries there is no dearth of aspiration among the Indian nurses to fill the vacant slots. However, the low status of nurse's work in India dissuades the returnees from working thereby reducing the gains of migration.

**Meenakshi Thapan**, Delhi School of Economics, University of Delhi, New Delhi  
"Pathways of Integration: Individual and Collective Strategies"

Professor Meenakshi Thapan shared the experiences of a qualitative study based on the lives of Indian immigrants living in a small town in Northern Italy. Realizing that the actual impetus for integration comes from the local context where national and local laws provide only the broader framework, the study was contextualized where Indian immigrants were actually located, i.e., in the receiving society living with the local citizenry. Prof. Thapan stated that the local context decides the forms of engagement between the migrants and the local society and these engagements constitute the pathways of immigrants' integration into the society in which they are located. She mentioned that the study was intended to develop an understanding of the individual and collective strategies of engagement and integration. It addressed certain important issues and problems: how people build relationships and identities of openness in everyday contexts? What forms of 'civic engagement' or 'participatory citizenship' are people engaged in? How do these constitute 'acts of citizenship'?

Prof. Thapan observed that integration is widely perceived in terms of "cosmopolitan sociability" constructing through the "networks of interconnection and locally based activities". Since religion is integral to the lives of both immigrants and local citizenry in different ways, connections between them merit serious attention as they suggest possibilities for meaningful integration. Prof. Thapan provided a general picture of migration to the EU and Italy. The Chinese (277,570 residents), Filipinos (152,382) Bangladeshis (106,671), and Sri Lankan (94,577) constitute the largest Asian communities in the EU. The second largest Asian communities in EU are in Italy consisting of two main nationalities, viz., Indians (145,164) and Pakistanis (90,185). She also pointed towards the political rejection of migrants and role of media in creating fear and insecurity among the people sometimes emanating into new forms of racism which poses a threat to integration.

Prof. Thapan elaborated on the role of religious institutions in building up of cosmopolitan sociability. She stated that these institutions play a crucial role in the reproduction of traditional forms of belongingness. Religious institutions, along with other social organizations like non-governmental

organizations and labour unions, promote migrants' integration with the local communities through various mechanisms such as the inculcation of cultural values, connecting them with the local community. Though it may sometimes look like subordinate integration. This can also create a new geography of belongingness connecting the immigrants with the new community. Further, spaces for religious worship such as temples and Gurdwaras also emerge as places for the development of civic ideals and skills among immigrants and their children. However, such forms of cosmopolitan sociability are also influenced by power relations usually based on gender, religion, race and ethnicity, legal status and therefore need to be understood in the specific contexts. Skills that enable integration into the labour force needs to be developed through appropriate education and language training. In the receiving societies the role of civil society actors and local citizenry is crucial and needs to be taken into account while framing appropriate policies aiming at enabling the integrative processes.

### **Floor Discussion**

Commenting on bilateral agreements between India and the EU countries, Mr. Paramjeet Sahai said that in case of Indian migration these agreements have not been successful so far excepting the partnership between India and Denmark. So this aspect needs to be looked upon further. About generating awareness regarding pitfalls of illegal migration he observed that there is a need to develop awareness campaigns about the procedures and stories of successful migration. We also need to study the functioning of various schemes regarding the promotion of low-skilled migration from India. Referring to Dr. Kumar's presentation, he asked to elaborate on the reasons for very small migration from EU to India and the role of Indian government in this regard.

Mr. Nilesh Poddar from the WHO asked Dr. Praveena Kodoth to dwell upon the measures for facilitating legal and useful migration of health workers from India and at the same time strengthening the Indian health sector as there is a paucity and skewed distribution of health workers in India?

Prof. Binod Khadria raised the issues related to the irregularities and diversities regarding various norms within the European Union member states.

In reply to the comment made by Mr. Sahai, Dr. Perveen Kumar observed that India has little to offer for the people of the developed countries including the EU both in terms of work and education. Moreover, the Government of India has also not made any concrete efforts to attract tertiary students from the EU countries not to speak of inviting migrant workers.

Prof. Meenakshi Thapan observed that it is difficult to understand the Government of India's apathy and reluctance to make India an attractive destination for international students and migrants.

The chair, Dr. Nils Coleman summarised the discussion and thanked the panellists for their presentations.

### **C. Session II: Low-skilled labour Migration: Skills Training, Certification, Recruitment and Protection**

**Mr. Ruolkhumlien Buhiril**, PGE, MOIA, chaired the session. In his opening remarks he observed that India is a major country of origin for both the low-skilled and high-skilled migrants. High-skilled migrants are general beneficiaries of the opportunities abroad but the issue of low-skilled migrants is very complex and their benefits are often disregarded despite their important role in filling important labour slots.

**Nisha**, CTA, ILO, Bangladesh Country Office

“Labour migration, Recruitment and Skills Recognition and Certification: How to Maximize Outcomes for Migrant Workers as well as Countries of Origin and Destination?”

Dr. Nisha started her presentation by putting forth some broad facts about labour migration. She mentioned that there are about 232 million migrants in the world today of whom over 50 percent are economically active. Continuing as well as emerging demographic and economic inequalities coupled with skill mismatches would add to the migratory pressures. She added that internationalisation of labour migration has generated a lot of competition among the countries for importing the same pool of talent, though the demand for low-skilled workers will not fade away. She stated that bulk of migration from South Asia is actually labour migration arising out of the demographic dividend. She however cautioned whether this would be a demographic dividend or demographic doom would mainly depend on our capacity of skill formation and creation of adequate employment opportunities.

Referring to the statistics on migration and employment situation Dr. Nisha stated that there is large scale migration within South Asia characterised by concentration in the Gulf and Middle-East countries, temporary movement, and pre-dominance of semi-skilled and low-skilled workers. Large numbers of migrant workers are engaged in the informal sector, continue with irregular status, and living in extremely poor conditions. She pointed towards the increasing commercialization of recruitment industry where recruitment of migrants is performed by private employment agencies. Majority of low-skilled workers find jobs abroad through for-profit-recruiters who can make poor worker-job matches and overcharge workers; recruitment cost is considerably high. She also talked about the exploitation and human trafficking, especially women migrants, and expressed concerns over the inability of the state to protect their rights. While elaborating on the distinction between skill shortages and labour shortages she observed that whereas there is a competition among the receiving countries for highly qualified professionals, high-skilled professionals in the countries of origin also compete for the same slots.

Discussing about the causes of low-skilled migration, Dr. Nisha mentioned that these people usually tend to migrate to avoid the vulnerable environment at home and therefore call upon the state authorities to look into their status and grievances. She discussed the provisions of various ILO conventions and instruments which are meant for ensuring sound governance of labour migration and protection mechanisms. While talking about the challenges she stated that there are mismatches between qualification of workers and needs at work. Further, recognition of qualifications constitutes an open issue both for potential and returning migrants. Limited recognition discourages mobility and constricts the portability of social security entitlements for both high-skilled and low-skilled migrants. She suggested several mechanisms for improving credentials and skill recognition like avoiding brain waste, providing national qualification framework and easing constraints on low skilled and semi skilled migration.

**S. Irudya Rajan**, CDS, Trivandrum  
"Low Skilled Labour Migration: Lessons from Gulf"

Prof. Irudya Rajan stated that distinction between high-skilled and low-skilled is misleading and asserted that even the low-skilled migrants also possess some skills. Based on his research in the Gulf, he focussed on the importance of low-skilled migration and remittances in the context of demographic dividend. Showing that, in 2051, the population of youth in India will be around 350 million comprising about 22 percent of total population, he stated that India will not be in a position to give employment to all of them and this will lead to further migration both internal and international. By presenting some facts about education, he pointed out that educational achievement of youth in India is quite low. According to Census data 2001, only 15 million out of total 273 million youth completed graduate education in India. The same Census shows that the unemployment ratio was also quite high. It is therefore pertinent to talk about the low-skilled migration.

Prof. Rajan observed that internal migration is very important in India as it is a precursor to international migration. He stated that there were 315 million migrants in India in 2001 out of which 92 million were youth comprising 29 percent of all migrants. Describing the results of Kerala

Migration Survey, which was conducted in 2008 and 2011 covering about 15,000 households, Prof. Rajan said that 70 percent youth were internal migrants with the median age of 21 years. 31 percent were degree holders and 57.7 percent were secondary passed but without degree. He further elaborated that Kerala started as a state with sending people to other states in India, and later it became one of the major states in the country with the highest emigrants. Prof. Rajan stated that though separate data regarding the remittances sent by the low-skilled migrants are not available, they send considerable amounts for their families staying back in India. He observed that trends of the last couple of years show that Uttar Pradesh is fast emerging as the state with the highest emigrants.

Prof. Rajan mentioned that a significant majority of emigrants from Kerala to the Gulf were having low levels of education. This state of affairs tempts to draw some lessons. He suggested the need for pre-departure training, skill up gradation and new short-term skill training courses for those heading for Europe along with language skills and financial literacy. There should be a signed contract detailing salaries and non-wage benefits, medical insurance and other benefits before leaving. In the destination countries, there is a need to strengthen the labour attaches in the Indian embassies and revision of working and living conditions because there are instances where even the promised salaries are not paid or denied or delayed. Since most of the low-skilled migrants from the Gulf return at a young age, they need to be rehabilitated properly. Prof. Rajan observed that the return migrants could be a political force and political parties need to take this into account.

**Kathryn Lum**, European University Institute, Florence, Italy  
 “A Case Study of a Low Skilled Migration Pathway in Italy”

Dr. Kathryn Lum began her presentation by providing a general view of the policy framework. She mentioned that, like other European countries, Italy does not have a point system. Italian system is very flexible in regularization of migrants and there is a huge rush under various categories especially in caregivers. The non-EU migration, especially the low-skilled, which includes three types of workers - seasonal, non-seasonal and the self-employed, is regulated by decree (*flussi*). The quotas within these categories are fixed and certain numbers are reserved for specific nationalities. Speaking about 2013 *Decreto Flussi*, she mentioned that 30,000 seasonal workers can be recruited from a certain list of nationalities in 2013, including India. In addition, the decree allowed two thousand autonomous workers such as business people, and 11,750 conversions from one residence permit to another. Dr. Lum stated that in theory the quota system was designed workers based overseas and sponsored by an Italian employer. However, in practice it is being used for vast majority of workers already present in Italy to regularise themselves. Annual quotas are determined by the demand in market. However despite such measures, applications consistently exceed the annual quota in various categories.

Dr. Lum spoke about her research on Indian employment in the dairy industry in Italy. She stated that most of them are on permanent contracts and live in rural areas, whereas many other non-EU workers in the dairy industry are on seasonal or temporary contracts. Majority of Indian workers in dairy industry are from the Punjab and male but some of them have family and wives; who work with their husbands in the farm, and most of them have low levels of education. Spelling out the reason for Indian migration in the dairy industry, she mentioned that after the post-war economic boom and expansion of higher education in Italy created new aspirations among the youth leading many Italian workers to abandon dairy industry in favour of better working conditions arising in urban areas. This was considered low status job in the society. So when old people retired, new replacements were not found from the local populace. Dr. Lum stated that Indian workers are preferred over other immigrant groups in this sector as they are peaceful. They have created an ethnic reputation. Chain migration is also an important factor in furthering their migration in this industry as Indian employers use their pre-existing employees to find further workers and foster family migration as well as other members from the village or caste based networks. She also noted that inter-caste solidarity exists among them and benefits availed by higher castes do not get extended to dalits.

Talking about the challenges, Dr. Lum mentioned that women, especially the wives of dairy workers, are at a great disadvantage as they are isolated mainly due to linguistic barriers and lack of access to job market. Children of dairy workers face social stigma in school. She concluded that Italy is one of the few EU countries whose migration policy officially acknowledges the need for low-skilled workers and creates legal migration pathways for them. She opined that EU's migration policy, while focussing on high skilled labour, should not neglect the structural needs across a number of economic sectors for low-skilled workers. Finally, Dr. Lum stated that Indian migration in the Italian dairy industry did not create any ethnic economy and negated popular perceptions about the negative impact of migration for the native employment.

**Rakkee Timothy**, V. V. Giri National Labour Institute, Noida  
"Low skilled Migration from India to EU: Skills and Certification from the Perspective of Indian Labour Market"

While talking about the context of low-skilled migration from India to the EU, Dr. Rakkee Timothy stressed upon the need to differentiate issues related to low-skilled migration according to different migration corridors. It needs to be examined from the perspectives of technology transformations and related changes in skill composition of occupational categories on one hand and within the labour market dynamics of sending and receiving countries on the other. She presented the NSSO data about general education level of labour force for the year 2009-10, which shows that majority of labour force was either illiterate or poorly educated and only 8.7 percent were graduate and above. Only 2.45 percent have a technical education with more than half of them having a diploma or certificate below graduate level.

Dr. Rakkee mentioned about three important corridors of low-skilled labour migration from India, viz., India to the Gulf and Middle East countries, India to the Americas, and India to the EU. She provided an overview of the projected skill composition of workforce in India for the year 2014-15 in terms of high skilled, medium skilled and low skilled. Similarly, she depicted the skill requirement by occupational categories (high skilled, medium skilled and low skilled) for the EU and observed that EU would require workforce across the skill spectrum. She further observed that skill requirements in the EU as a whole as well as in select member countries in 2020 would remain roughly the same as in 2010. She, however, mentioned that there would be a difference in the definition of the skills in India and the EU even for the low skilled.

Talking about the policy issues Dr. Timothy observed that there would be a persistent demand for low-skilled workers in the EU, at least in the medium term. She however expressed the concern that there is absence of a coherent and focussed policy for management of low-skilled migration and stressed on bringing harmonization between employment policies and migration policies. Dr. Timothy emphasized on working for the development of labour market information system, and to conduct future skill needs assessment studies and formulate domestic skill policies to match this demand. She also stressed on the need to evolve national qualification framework in accordance with internationally accredited standards. Policies in receiving countries need to recognise that there is a demand for low-skilled workers in medium and long term and address social security needs of low and medium skilled workers.

### **Floor Discussion**

Referring to Prof. Rajan, Mr. Basant Potnuru pointed towards a seeming contradiction in the migration statistics from Kerala to the Gulf, which is dominated by the low-skilled workers with low levels of education despite the fact that Kerala is the most literate state in India.

Dr. Wickramasekara enquired about the future prospects of low skilled migration from India to European countries, for only some countries like Italy, with Spain following suit, have recognized the

need for immigrants from South Asian countries. How could this affect the future flow of low skilled migrants from these countries to the EU?

Mr. Paramjit sahai observed that we have to accept that there is a demand for low skilled workers in the EU and it is important for India to enter into the negotiations with the EU. Skill up gradation is a separate issue because if we focus on the improvement of skills they might not be required anymore in the EU.

Prof. Thapan asked Prof. Rajan to explain how Uttar Pradesh is going to lead the migration as it requires a culture of migration which is there in Kerala and Punjab but not in UP.

Dr. Tina requested for a comment on the dilemma where caregivers and workers of dairy industry are cited as success stories but their second generation does not want to follow the footsteps of their parents. Rather, their ambition is to look for more skilled jobs.

While responding to the comments and queries from the floor, Dr. Kathryn Lum said that migrants work as caregivers or in dairy industry as they get official salary as well as some unofficial amount which is not even taxed. However, the issues of following an occupation or social rights are somewhat different for their enforcement depends on the individual's choice.

Regarding the training up gradation Dr. Nisha observed that it is important to ask whether it would be fair to overstretch those sectors which are not able to meet even the domestic requirements to fulfil the international demand. She said that improvement in the skills (of nurses) are needed in the countries of origin as the OECD (2007) report says that about 25 percent migrants were engaged in lower jobs than their qualification.

Responding to a question of defining the skills, Dr. Timothy said that it is difficult to define skills as they vary from sector to sectors and from country to country.

Prof. Rajan said that it is true that Kerala has the highest literacy rate but higher education is still poor in the state and that is why most Kerala emigrants have low levels of education. About the question of emigration from UP, Prof. Rajan mentioned that in the last five years UP has emerged a major emigration state and that is why he has suggested the government to open PoE office in UP. Further, there is a lot of internal migration from UP to other parts of the country including Kerala which could be called replacement migration. One of the reasons for this migration high fertility rate in UP as compared to other states mainly Kerala.

The chair, Mr. Buhiril thanked all the panellists and participants for a comprehensive and fruitful discussion on the issue of low skilled labour migration.

### **D. Session III: High-skilled Migration: Portability of Skills and Benefits for Circulation**

While introducing the theme of the session, the chair, Mr. Manoj Kumar, Joint Secretary, MOIA (Diaspora Services) pointed out that circular migration is becoming a prominent mode, especially among the high-skilled categories, in today's globalised world where portability of skills is an important issue.

**Tanu M. Goyal**, ICRIER, New Delhi

“Movement of People between India and the EU: An Analysis of Mode 4 Commitments”

Ms. Tanu Goyal acknowledged that there is an upsurge in the discussion on migration around the world and GATS Mode 4 has brought this discussion to the centre-stage earmarking it as trade in services. She mentioned that India and the EU have important trade complementarities. Whereas the EU member states are experiencing labour shortages in various skilled categories and destined to import workers from developing countries, India has a large supply of labour across all skill

categories. India and the EU are negotiating a Broad-based Trade and Investment Agreement (BTIA) where Mode 4 is a key area of negotiation, which according to Ms. Goyal, is one of the least liberalized modes of service delivery in the WTO. She compared the offers made by India and the EU regarding the four categories of service suppliers, viz., business visitors, intra-corporate transferees, independent professionals, and contractual service suppliers, and discussed striking differences particularly related to the way both sides define service providers, numerical ceiling and duration of stay for each category of service suppliers. Comparing both sides on sector specific commitments, she observed that India's commitments are more liberal than the EU. Further, India made a more comprehensive list of demands including the EU to delink Mode 4 from the commercial presence. This stalled the Doha round making bilateral agreements imperative.

Ms. Tanu Goyal discussed four agreements, viz., India Korea CEPA, India-Singapore CECA, EU-Korea FTA and EU-CARIFORUM EPA. These agreements are considered most comprehensive for they have the best offers made by the two economies under Mode 4. She mentioned that both India and the EU follow GATS style definition for defining Mode 4 and have separate chapter on Movement of Natural Persons highlighting the scope, definition and duration of stay of different categories of service suppliers. Whereas India follows a GATS-style hybrid approach in the Trade in Services chapter for scheduling its commitments the EU has a mixed approach. She observed that the EU has imposed greater horizontal limitations. For example, Bulgaria and Hungary imposed entry and quota restrictions for ICT and countries like Finland, France, and Romania imposed nationality and residency requirements for managing director and auditors. India does not make any commitments in a large number of sectors such as taxation advisory services. The India-Korea agreement, the best offer by India so far, imposes no conditions on foreign-service providers. She viewed that in comparison to India the EU is more restrictive and imposes nationality and residency requirement in large number of sectors.

Speaking on the implications of these agreements for India-EU BTIA agreement Ms. Goyal stated that BTIA would facilitate movement of people between India and EU catering the demand-supply gaps and benefitting the economies of India and the EU countries. However, it would cover only short-term skill movement and not migration issues. She further argued that commitments made under the BTIA agreement should cover both skilled and unskilled movement, including students and trainees and spouses and dependents to work. She suggested that both India and the EU need to work together to keep better records of such temporary movements of people and follow standard occupational classification like the ILO or the WTO.

**Professor Binod Khadria**, Jawaharlal Nehru University, New Delhi

“Putting Old Wine in New Bottle or New Wine in Old Bottle: Optimizing Circulation between Temporary Migration and Naturalization”

Professor Binod Khadria began his presentation by stating that mutual recognition of qualification is central to the optimization of benefits of circular migration. Speaking on the semantics of the term circular migration, he pointed out that the origin of circular migration could be traced in the involuntary return of the hordes of NRI professionals to India in the wake of American recession. Contribution of these professionals in the genesis of offshore BPO industry in the country was lauded by the destination countries as brain gain. It was assumed that skills embodied in the returnees are portable and gave rise to the notion of circular migration stemming the brain drain in the countries of origin. Prof. Khadria contested this prevalent view and stated that there is no evidence about the “quantity and quality of human capital flowing back to home countries like India.” It is rather the politics that has been overriding economics in the field of migration. He further mentioned that the primary concern of circular migration policy is the return to the country of origin and not the portability of skills.

Prof. Khadria argued that prevailing migration policies in the receiving countries are showing greater selectiveness and favour the admission of those who meet the specific skill requirements and send back those whose skills are not required. The EU member countries are also following the same fray by opening up the ‘fortress Europe’ with a ‘Blue Card’ and giving no promise of permanent residency like the ‘Green Card’. The focus of these policies is on the circulation of migrants, i.e., bring newer migrants in place of the older ones rather than to circulate each migrant. Compulsory return is embedded in the policies of developed receiving countries including the European Union countries.

Prof. Khadria described three advantages of circular migration that accrue to the destination countries, viz., the benefits of having younger migrants to correct the imbalances of aging population, keeping wage and pension commitments low by rotating older migrants with the younger ones, and having the latest vintage of knowledge and skills possessed by the younger cohorts of tertiary students. He dwelt upon the possibilities of optimization of circular migration through the migrants’ circulation rather than the circulation of migrants and argued for extending opportunities to the migrants to contribute in a third country rather than going back all the way to the country of origin. This could be made possible by utilizing diaspora networks and extending measures such as dual citizenship and cited Overseas Citizenship of India (OCI) card as an example of India’s initiative in this direction. Prof. Khadria argued for the policy option that could promise a triple win, i.e., a win-win situation for the countries of origin, countries of destination and for the migrants themselves, and advocated for ‘Equitable Adversary Analysis’ as a tool to evaluate the circulation migration policy.

**Dr. Piasiri Wickramasekara**, Global Migration Policy Associates, Geneva  
 “Mobility of Health Professionals between Asia and Europe: Trends and Issues”

Dr. Piasiri Wickramasekara mentioned that migration of health professionals from Asian countries to other countries of the world, including the EU countries, and a significant majority of them migrate temporarily. Speaking about the key messages of the contemporary migration patterns, he observed that health worker migration is primarily driven by the migration policies of the destination countries and not by the bilateral agreements or MoUs or ethical recruitment practices. Dr. Wickramasekara stated that the patterns of health worker migration are changing due to several factors such as the WHO global code about high outflow of health professionals from poor origin countries, measures in some receiving countries for increasing the training capacity, adverse impact of global economic crisis on health budget, and free mobility of health professionals within the EU/EEA area.

Dr. Wickramasekara mentioned that whereas majority of Indian health workers, mainly due to the Kerala connection, migrate to the Gulf countries, a good number of them go to the EU countries. In the EU, the UK is the important destination; however, the relative importance of UK is declining. Speaking about the conceptual aspects of circular migration, he mentioned that circular migration could have implications for a variety of migrant professionals across skill spectrum. Even irregular migration can also be circular if it does not end in permanent movement. He pointed out that circular migration has been getting support from the receiving countries as well as from many international organizations including the Global Commission for International Migration, International Organization for Migration, and the European Commission.

Dr. Wickramasekara mentioned about several instruments of the European Commission that are specifically related to the governance of health worker migration such as the EC Green paper on the European Workforce for Health, 2008 which stipulates for supporting circular migration through bilateral and multilateral agreements with source countries. Giving examples of several agreements such as the UK agreement with India and the Philippines on nurse recruitment, Dr. Wickramasekara stated that bilateral agreements and MoUs, however perceived as good practices, did have only limited impact on recruitment of health workers from the source countries. For him, recognition of skills and qualification in the destination countries, especially in the OECD, and language proficiency in this very costly and highly regulated labour market constitute key challenges. He stressed the need to bring



credible immigration policies in the destination countries and respect for international instruments, effective collaboration between the countries of origin and countries of destination, addressing the issues of brain drain and promoting social dialogue as important instruments for promoting safe migration of health professionals and ensuring their development contribution.

**Dr. Sergio Carrera**, Centre for European Policy Studies, Brussels  
"Facilitating High-skilled immigration: A Critical Assessment of EU Legal and Policy Framework"

In his presentation Dr. Carrera raised the issue of fragmentation and incoherence in EU's migration policy and asked whether there is a common EU migration policy. He stated that there is no such common migration policy. The EU migration policy is rather a complex set of various competing objectives which are difficult to understand even by the employers located in the EU territory not to speak of the employees. Due to differing political priorities and different set of goals, governments in certain EU member states have not favoured the directives flowing from the supranational institution, viz., the EU and believe in formulating their own regulations. Dr. Carrera pointed that the main result of this approach of the EU member states has resulted in the emergence of a skewed, hierarchical, and differentiated legal immigration regime which accords different rights, standards and conditions for entry and stay to the third country nationals.

Speaking about the 'blue card' Directive of the EU, Dr. Carrera stated that 'blue card' is a very ambitious and comprehensive project of the EU. It is the first legislative measure adopted in the field of labour immigration which aims at making the EU a dynamic and knowledge-based economy and establishes a common fast-track procedure for the admission of 'highly qualified' workers from the third countries. He also talked about the EU's engagement in mobility partnerships with countries like Turkey and Morocco which have very good objectives but difficult to materialize due to security concerns. Speaking on the challenges, Dr. Carrera mentioned that the member states want to keep the implementation of 'blue card' directive optional for there is a feeling that the intervention of the EU has made the problem of immigration more complex. He pointed towards the selectivity, i.e., the identification of 'highly qualified' mainly because it is not the qualification rather it is the profit that decides the highly-qualified. Dr. Carrera pointed out that though many EU member states are focussing on the highly skilled migrants, the fact is that they would need low skilled workers too. He finally observed that mobility partnerships are basically good that respect each other's concerns but we need to take care of international instruments.

### **Floor Discussion**

Raising the issue of induced return Ms. Pragya Taneja asked Prof. Binod Khadria to comment on the component of brain waste due to migrant professionals engaging in the jobs for which they are not qualified. Dr. Sadanand Sahu observed that return migrants such as IT professionals have created good infrastructure in India and asked Prof. Khadria to reflect on the possibilities of the contribution of circular migrants. Responding to these comments, Prof. Binod Khadria observed that the contribution of return migrants inter alia would depend on the conditions at home and their intention to stay back and in case of temporary migration patterns migrants themselves are not sure for how long they would be staying. Moreover, they would try to maximise their self interest. It is the responsibility of the state, the Government of India, to tap the potential of these return migrants and invest in skill formation.

Making a comment on the portability of skills, Dr. Nisha observed that it could be achieved by improving the level of competency across diverse landscapes in countries like India.

Mr. Paramjit Sahai asked Dr. Carrera to comment on the status of liberalization of visa policy in the EU. Mr. Basant Potnuru asked what is beneficial for a country like India the temporary migration or naturalization of migrants in destination countries. Replying to the comments, Dr. Sergio Carrera observed that the interest of EU member states is predominantly centred on the security concerns and

migration management. He emphasised that there is a need for further discussion on the opening up of EU for labour mobility. Return is central in circular migration and in order to materialize its benefits India needs to choose and specify with whom to negotiate, i.e., the EU or the governments of the member states. Dr. Piyasiri Wickramasekara observed that even the bilateral agreements do not work out the way they are intended to be mainly due to the politics played behind by the partner countries. Prof. Binod Khadria observed that it is difficult to state it categorically whether the temporary stay and subsequent return is more useful for the country of origin or naturalization in the destination country.

The chair thanked the panellists and all the participants for the lively discussion.

## Day 2 (October 18, 2013)

### **E. Session IV: Students Migration and Mobility: Scholarships, Employment and Training in India and the EU**

Introducing the theme of the session, the chair, Mr. R.P. Sisodia, Joint Secretary, MHRD observed that globalization has thrown many opportunities, especially for the young people. Higher education is being internationalised very rapidly with an unprecedented surge in the numbers of students studying in foreign countries. Some countries are getting considerable benefits from this trade in educational services especially those finding it difficult to fund their higher education system. Apart from that many countries are promoting student mobility through some scholarship programmes such as the Erasmus Mundus programme of the European Union. However, these trends are also posing some serious challenges particularly in terms of visa regimes and admission policies. With these observations, Mr. Sisodia called upon the panellists hoping that the deliberations in the session would throw ample light on various aspects of the theme including the emerging opportunities and challenges.

**H.E. Ioannis Raptakis**, Ambassador of Greece to India  
"Youth Mobility: Opportunities and Challenges ahead for India and the EU"

The ambassador, Mr. Raptakis talked about some important aspects of EU's migration policy in general and its implications for youth in particular. The EU realises that international migration is a reality of the present world and migrants contribute to the growth and development of the EU as well as to India decisively. He further stated that EU intends to make Europe a reception centre for the young people from around the world. However, managing migration poses a challenge for poorly managed migration might disrupt social cohesion. Also, there is a need to look at the receiving capacity of the EU member states especially in terms of housing, labour market needs and protection mechanisms. Therefore, it needs to be managed through legal channels and illegal migration needs to be combated with adequate legislation and multilateral cooperation.

Mr. Raptakis talked about the efforts of EU in simplifying the migration procedures and creating a common area, viz., the Schengen area. A person holding Schengen visa may have the liberty to enter from any point and may also leave from any exit point. This kind of efforts, however, brought new challenges as sometimes the actions of one member state affects the prospects of other state. While talking about the harmonization of EU's migration policy, which started in the 1999, he mentioned about various initiatives such as the Hague Process. Taking into account the needs of the member countries, the EU has constantly been working to facilitate legal migration through various programmes, review these programmes after a period of five years as well as prepares a roadmap for another five years. Mr. Ambassador also discussed about various directives introduced by the EU for managing migration and promoting EU as a welcome destination. For example, Directive 114, which inter alia aims to promote the EU higher education institutions as centres of excellence for third country nationals. Similarly, Directive 721 is related to scientific research and intends to promote the entry of third country nationals' into Europe for long term stay. The EU has also a mechanism for evaluation and revision of its legislations. He stated that 'blue card' scheme is designed to facilitate and harmonize admission procedures in the EU and mentioned about another initiative that intends to introduce a single application for all EU member states. He mentioned that the EU is debating two important legislations – one for easing the entry of seasonal employees and the other for intra corporate employees of third countries having partnerships with EU countries.

While spelling out the EU's framework of cooperation with countries like India, Mr. Raptakis stated that EU is working on a common agenda for migration and mobility. He stated that the common agenda would be based on four pillars, viz., organising legal mobility, preventing illegal migration and trafficking, evolving international protection and asylum policy, and ensuring maximum development impact. He mentioned that good governance of migration promote people to people contact, enhance mutual enrichment, increase competitiveness, enrich society, improve familiarity between cultures and countries, and ultimately benefit both the sending country and the receiving country. The EU is committed to achieve these ends by various programmes such as the Marie Curie scholarship in science and research and Erasmus Mundus programme. He also mentioned briefly about some concerns posed by migration particularly the migration of third country nationals through illegal channels, which can be tackled by enhancing the border control and strengthening cooperation on return practices. Mr. Raptakis mentioned that the alarming rise of racism and xenophobic violence in the member states still remains a serious challenge for the EU.

**Narender Thakur**, BR Ambedkar College, University of Delhi, Delhi  
“Global Mobility of Students to the UK: An Empirical Analysis of the Brain Drain Theory”

Mr. Narender Thakur's presentation was based on the empirical work he has conducted to test the theory of brain drain in the context of Indian students migrating abroad. He observed that Indian students spend about \$7-8 billion on their foreign education which is roughly about 10 percent of remittances India received last year. He said that, in this context, it is pertinent to raise the issue of the net effect of this loss for India as a country of origin and find out whether this loss could be compensated by their return.

Mr. Thakur described the trends of global student mobility to the UK. He mentioned that students from Asian countries have seen an increasing trend. The ratio of international students in the UK has marginally decreased from 10.81 percent in 2002 to 10.53 percent in 2012, which could primarily be attributed to the scrapping of post-study visa by the government of UK. Indian students constitute about 11 percent of all international students studying in the UK. He briefly mentioned about several pull and push factors such as the quality of education, declining age profiles of the population, and resource crunch in higher education that led the global mobility of students to the UK in the recent past. In order to contextualize his study around the debate on brain drain versus brain gain, Mr. Thakur referred to several theories and examined what would be the possible implications of such student mobility for sending countries. For assessment of impact of brain drain he used both the macro empirical analysis and micro empirical analysis. He found that non-EU students are paying almost four times higher fees than the EU students in the UK. Further, public funding in higher education in the UK is lower than other European countries such as France and Sweden. He observed that master level courses in the UK are more in demand than the undergraduate level courses mainly because of cost-effectiveness, i.e., people can afford two years programme with comparative ease than three or four years.

The study found a high probability of return of international students to their countries of origin after completing their higher education in the UK signifying the positive impact of student-migration on the economic development of sending countries in support of the brain gain theory. The results of the study might mislead to assume that the optimum and efficient use of quality foreign education and training of the returned students in the labour market by sending countries could lead to economic development. Mr. Thakur mentioned differential fee structure and heterogeneous duration of courses as some important challenges that need to be examined in the theoretical perspectives of the debate on international student mobility.

**Rupa Chanda**, IIM, Bangalore  
“India-EU Student Mobility: Trends, Characteristics and Issues”

Professor Rupa Chanda stated that international education is not just about globalization rather it has become an industry and increasing number of countries from all over the world are actively participating in the internationalisation of higher education. Student mobility is an integral part of the mobility and movement of people between countries and regions which has serious implications for bilateral relations. . European policies such as the Bologna Process, signed in 1999 by 29 countries with a view to presenting European countries as global destinations of higher education, have progressively encouraged internationalisation of higher education. Due to their efforts some European countries have emerged as popular destinations for foreign students.

Prof. Chanda presented the results of three studies undertaken as part of the India-EU mobility project for examining the trends and characteristics of Indian student mobility to the selected European countries, facilitating factors and constraints, policies in European countries affecting these flows, compared with other destinations and drew comprehensive policy references. She mentioned that North America and Western Europe attract the largest number of international students with the US consistently dominating as the most favoured destination for international students. The UK, France and Germany are important destinations of international students in Europe. Students from Asia form the majority of internationally mobile students accounting for about 60 percent of all internationally mobile students in 2009. In Asia, China, India and Korea are leading sources of international students.

Prof. Chanda said that Indian students constitute about 3.5 percent of all international students in Europe, with majority of them concentrated in the UK. Further the share of European host countries in the Indian student market has steadily grown since 2000. Conventionally, the UK has been a favourite destination, but now Germany and France are also emerging as preferred destinations. In terms of subjects, in the UK, students mostly go for post graduate courses mainly business management, engineering and computer science courses. In Germany and France, they opt for doctoral level courses with strong preference for engineering and science. . Regarding the evidences on facilitators and constraints, she mentioned about educational standards, reputation of institutions, visa and immigration policies of host countries, and ease of employment and post study stay and capacity constraints in higher education. While recommending, she said that choice of destination for higher education among Indian students is governed by a combination of socio-economic and cultural factors. If European governments wish to tap a larger part of the Indian student market, some of the issues need to be considered are post study employment, financial incentives, visibility of European universities and reduced cultural and linguistic barriers. Also, lack of long term job and settlement opportunities has put many European countries at a competitive disadvantage relative to emerging host countries.

**Matthias Themel**, European Union Delegation of the EU in India  
"European Perspectives on Student Migration and Mobility"

Mr. Matthias Themel talked about academic mobility in the European perspective and discussed various programmes which promote student mobility within Europe and beyond such as Erasmus and Erasmus Mundus. He mentioned that since its beginning in 1987, Erasmus enabled more than 3 million students from Europe and beyond to pursue enriching learning experiences in other countries. Similarly, Erasmus Mundus, began in 2004, has been focussing on student mobility from non-European countries and enabling more than 54 000 non-EU nationals to take mobility periods. Encouraged by the success of these programmes the EU has decided to earmark more resources for student and research mobility through Erasmus plus and Marie Skłodowska-Curie Actions. Mr. Themel mentioned that India is one of the most successful third-country participants in the Erasmus programme. Between 2004 and 2013, nearly 3400 Indian students, scholars and university staff have been benefitted from Erasmus Mundus scholarships providing them the opportunity for academic exchange to at least one European country. More than 50 Indian universities have partnered with European universities for facilitating academic mobility under Erasmus Mundus.

Mr. Themel mentioned that expecting an enormous demand for higher education in the coming decades, the EU is trying to focus on higher education in its Europe 2020 Strategy. Various initiatives and programmes such as the Bologna Process, Erasmus, Erasmus Mundus, Tempus and Marie Curie are aiming to promote European higher education. He, however, mentioned that Europe needs to capitalise on its reputation for top quality higher education to keep its attractiveness. Mr. Themel observed that internationalization of higher education is more than just international student mobility. Therefore, for internationalizing its higher education, the EU focuses on three important aspects, viz., international mobility of students and staff, promoting excellence and new ways of teaching, and strengthening strategic cooperation, partnerships and capacity building. He mentioned that international degree and credit mobility of students is changing dramatically. He further stated that EU's immigration policy should take into note of the facts that OECD countries absorb more than three fourth of total demand and Asia accounts for more than half of total mobility flows. Further, European higher education institutions should forge strategic partnerships making a balance between business and higher education. Recognition of credits and degrees, language of tuition, affordability, and national migration policies are some areas of concern that warrant increasing cooperation. About India-EU cooperation, Mr. Themel stated that there is a need to promote joint projects between the higher education institutions of two partners; focussing on the development of skills in technical and other important fields.

### **Floor Discussion**

Prof. Khadria asked Mr. Raptakis to elucidate the perspectives of various stakeholders in the host countries who are involved in promoting international student mobility, especially in the context of ageing and skill shortages at their end, and bringing dramatic changes in their immigration rules including language policy and visa requirements. He asked aren't the host countries looking for long-term requirements and want to recruit future worker, which is especially the case with the US, through recruiting foreign students?

Mr. Paramjeet Sahai observed that education has become an industry and host countries use different means such as education fares, post-study work visa, recognition of degrees, to attract young talent. It is important to understand how various countries within European Union are going to see these education fares and competition among them arising out of providing post-study visa.

Mr. Raptakis stated that the EU has a limited capacity in terms of initiatives and actions and a lot depends on the national regulations in different countries. For example, the EU does not have the right to legislate regarding work or employment for these issues are covered by national legislations.

Summing up the discussion, the chair observed that many countries in the EU follow differential fee regimes and create artificial barriers for third country nationals. So, it is paradoxical to note that some countries emphasize on attracting foreign students whereas some others are creating barriers. Therefore, we need to have a relook at the policies of these countries before slipping to any conclusions.

### **F. Session V: Irregular Migration: Prevention through Increasing legal options and awareness**

**H.E. Ionnis Raptakis**, Ambassador of Greece to India introduced the theme of the session. In his opening remarks as a chair, the ambassador mentioned that Greek border has become one of the most imminent routes of irregular migration to Europe where about 90 percent of irregular migrants are apprehended at the border. Lot of initiatives have been formulated to combat this problem such as the creation of Frontex.

**Dr. Nils Coleman**, IRO, Director-General for Home Affairs (EU), Brussels  
"EU's comprehensive approach to prevent irregular migration"

The first speaker of the session, **Dr. Nils Coleman** spoke on the European Union's approach to prevent irregular migration. Dr. Coleman said that irregular migration is emerging as a cause of concern for EU countries and cited that Greece Turkish border was only recently in the news. He however reiterated that more viable options are needed to prevent irregular migration which requires international cooperation. He said that quite often migration policy of the EU is seen as a single entity. He mentioned that about 33.4 million people were living in EU in 2013. Due to the aging of the population the working age population has reached its peak last year and therefore EU countries would depend on migrants for their labour shortages. He however mentioned that migration is not the only component of the EU's policy to combat demographic decline albeit the necessary one. EU is legislating gradually and several directives have been formulated in this regard.

Dr. Coleman discussed about several issues that EU countries are facing such as high unemployment amidst labour shortages in certain areas and political instability in some countries. It is projected that by 2050 EU would require high-skilled professionals from countries like India however it is difficult to quantify the actual projections. In this regards the visa policy would be an important instrument for guiding and regulating the flows of migrants into the EU labour markets and reiterated that options for legal migration and preventing the irregular migration need to go hand in hand. He empathised for creating a supra-EU solidarity mechanism for improving document security, and cooperation. Return is not a unilateral process rather it requires more international cooperation for agreements make return transparent. He also mentioned that EU is working for such return agreement with countries like Pakistan and Sri Lanka and also with India. However, practising such as return agreement with India is not easy. He highlighted that India and EU shared many challenges and this partnership would further strengthen this cooperation.

**Dr. K.C. Saha**, Institute of Social Sciences, Delhi  
"Findings of irregular migration from India to European Union: A study on Punjab and Haryana"

**Dr. K.C. Saha** shared his experiences of working on irregular migration from two Indian states, viz., Punjab and Haryana to the countries of European Union. He discussed the results of two case studies on irregular migration, which were conducted in 2009 and 2012, respectively. At the outset of his presentation, Dr. Saha pointed out towards the dearth of reliable data on issues of irregular migration particularly due to the very nature of this sort of migration. He mentioned that about 20,000 youth from Punjab attempt to migrate through irregular routes with almost half of them choosing destinations in Europe and within Europe UK is the most preferred one. A large number of Indians go to different countries also mostly on temporary visas and many amongst them overstay their visas. Dr. Saha also mentioned about the 'donkey cases', i.e., irregular migrants which were under the control of the agents. However, the number of these kinds of cases are declining mainly because of better education amongst the migrants as well as due to the impact of awareness campaigns that highlight the dangers of irregular migration.

While talking about the profile of the migrants Dr. Saha mentioned that majority of them were young, illiterate or poorly educated, and male and belong to the land owning castes of rural areas. However, significant numbers among them also belong to urban areas as well. Quite a significant number of women are also migrating from these areas illegally. This tendency to migrate is spreading very rapidly across geographic regions as well as across castes despite the fact that irregular migration involves a huge cost. The doaba region has been the main source of irregular migrants in Punjab but now this is spreading to other areas of the state as well as to the neighbouring areas of Haryana. It is surprising that people from the lower castes are also investing in migration. He pointed out that migration is becoming a family project in Punjab and the involvement of parents is quite alarming.

The general attitude towards migration in the region is such that parents do not feel any guilt consciousness even if their children are caught at the border. Rather, it has become a matter of prestige for the people that somebody of their family is abroad.

Dr. Saha mentioned about several push and pull factors that induce such irregular migration. Besides high unemployment rate in Punjab, perceptions among the people that chances of getting caught after entering into the destination country are quite low, is an important factor. Further, there is an increasing demand in the different European countries in various sectors such as construction, hotels and restaurants, agriculture, transportation, etc., where there are acute shortages of native people to work and irregular migrants find work and earn good sums of money.

Dr. Saha raised concerns towards the increasing involvement of agents in fomenting irregular migration and making hefty sums of money. Agents are involved in various sorts of corrupt practices and are found to have forged passports and visas and even residence permits of many countries including some of the European countries. Dr. Saha mentioned that there is a chain of agents from the local level to the international level and pointed out that besides local youths some PIOs are also involved in these practices. He also mentioned about some of the measures that could be taken to curb the threat of irregular migration such as developing a mechanisms for putting effective control on the agents, issuing advisories and awareness campaigns for the promotion of legal and safe migration especially in the local languages and better control measures at the airports. He lauded the efforts of Government of Punjab for its decision to enact “The Punjab Prevention of Human Smuggling Act”. Dr. Saha noted that a separate law is required to deal with the agents as the provisions of the IPC are not sufficient to deal with this menace. Dr. Saha reiterated that international cooperation is the need of the hour if we want to put effective control on irregular migration and persecute those involved in malpractices.

**Mr. V.K. Bhawra**, Additional Director General of Police, Punjab  
“Irregular migration from India to the EU: Problems, responses and tasks ahead”

Mr. Bhawra’s presentation was based on his experience as a nodal officer in the state of Punjab dealing with irregular migration. He divided his presentation into three sections, viz., salient features of irregular migration as well as the migrants, the existing response and tasks ahead. He observed that due to the alarming scale of irregular migration Punjab is getting a bad name. He mentioned that irregular migration is a worldwide phenomenon and known by various names in different countries. In Punjab, irregular migration is popularly known as ‘kabutarbaazi’. He mentioned that trafficking is not merely smuggling but it also involves exploitation of the people.

Mr. Bhawra observed that India is a source as well as a destination of irregular migration. However, migration between India and Europe is almost one way traffic. While speaking about the key features of irregular migrants heading to Europe, he mentioned that countries like the UK, Italy, Greece and France are preferred destinations. Majority of irregular migrants are school dropouts, poor and low skilled youths. Interestingly, in most cases the first move of irregular migrants is found to be through legal channels and mostly via third countries. During the journey and transit migrants are kept in inhuman conditions by the recruiting agents. He pointed out that it is very difficult for the police to probe the cases of irregular migration primarily because the payment is made in cash and that also in two instalments – pre-departure and post-arrival. During the last ten years about 6000 cases have been registered in Punjab. However the conviction rate is very low mainly due to a chain of intermediaries from the local to the international level which are difficult to identify and problems of proclaimed offenders. Moreover, there are several issues that hamper the investigation of such cases. In these cases, many times complainants do not cooperate with the investigating agencies and their main aim is to get their money back from the agents. It is also difficult to trace the international links because international cooperation is not a priority in probing the cases of international migration.



While speaking about the existing response to deal with irregular migration, Mr. Bhawra stated that prior to the formation of the Ministry of Overseas Indian Affairs government response to such threats was almost non-existent. MOIA has assumed the prime responsibility of dealing with irregular migration and has been engaged in preparing policy frameworks as well as establishing coordination among various stakeholders. He described the steps being taken by the Government of Punjab to prevent irregular migration including the formation of a task force for law enforcement, disseminate information about the hazards of irregular migration through awareness campaigns, and most importantly the Punjab Prevention of Human Smuggling Act 2013. This is the first law in the country that makes *inter alia* human smuggling in any form a punishable crime and introduces several measures such as penalty for inducement and deceit for alluring people. He also talked about the international legal framework for preventing irregular migration especially the provisions of United Nations Convention against Transnational Organized Crime such as extradition, mutual legal assistance, and joint investigation in dealing with cases of irregular migration.

Speaking about the tasks ahead for India, Mr. Bhawra pointed out that it is necessary to define irregular migration properly because it shapes our response. When we use the term irregular migration rather than illegal migration, we basically try to trivialize the whole issue. In fact, it is a transnational crime that needs a comprehensive approach that includes not only prevention and detection but also such elements that focuses upon facilitating family reunification and sharing of information. It requires proper coordination among different organs of the government including the police, the Ministry of Home Affairs and the Ministry of Overseas Indian Affairs as well as international cooperation.

**Mr. Paramjit Sahai**, Centre for the Research in Rural and Industrial Development (CRRID), Chandigarh

“Awareness and information dissemination: Lessons from a publicity campaign in the Punjab”

Mr. Paramjit Sahai spoke on role of awareness campaigns in promoting orderly, safe and legal migration and in minimizing irregular migration. He provided a detailed account, right from the conceptualization to the execution, of two awareness campaigns in Punjab which his organization (CRRID) undertook on behalf of the MOIA, IOM and the Government of Belgium between 2009 and 2011. He explained the content and modalities of orientation seminars and road shows organized in 55 villages of Jalandhar district of Punjab. Lauding the role of media Mr. Sahai, stated that media acts as a force multiplier for the message reaches to a larger audience much beyond the immediate target audience. He mentioned about the need to target television, radio and print media for their presence at the road shows.

In order to make effective use of the media he mentioned about a five step approach which mainly included establishing personal contacts with DPROs and leading local journalists, organizing a pre-launch event to sensitize the media and to hold additional need based briefings with the local media. He also mentioned about the typical headlines during awareness campaigns such as *youth to get tips on immigration, awareness drive to curb illegal migration, legal route to far away lands, first understand which country you could go, fully understand the immigration laws of that country, do not be lured, by the promises of cheating agents, etc.*

Sharing the lessons learnt from these campaigns Mr. Sahai observed that a mix of preventive and punitive measures is required to deal with the issues of irregular migration. Further, it is useful to involve the local official machinery, standardise the media material, and promote street plays and events like essay competition. He also emphasized the need to involve the return migrants, irregular migrants and community leaders like teachers in such awareness programmes. Mr. Sahai also shared material used in these campaigns such as hoardings, pamphlets, media coverage of these programmes. Stating that the impact of such campaign may not be visible in a very short-term, Mr. Sahai pointed towards the need to continue with the awareness campaigns.

## Floor Discussion

Dr. Birendra Suna pointed towards the alarming gender gap arising due to irregular migration which is a male dominated phenomenon. He posed a question to Mr. Sahai that usually people tend to migrate to improve their occupational profile but in case of irregular migration, especially those who belong to the agricultural family and also migrate to the European countries again to work in the agricultural and other allied sectors, occupational mobility is not taking place. Mr. Sahai replied that these migrants give much importance to money income than the occupation. They do not want to take employment in agriculture in Punjab but they do it happily in Europe.

Referring to Dr. Nils Coleman and Mr. Bhawra, Prof. Binod Khadria observed that both the speakers mentioned that visa policy is being improved and it would be more human in the time to come but he wanted to enquire whether it would be taking into account the concerns of the migrants or it would just focus on easing the process for EU officials. Mr. Bhawra observed that in case of India - EU migration emigration is more important than immigration. We therefore look at the passport and the visa at the airport. Other things depend on the destination country to enquire about. Dr. Nils Coleman stated that EU legislations provide a transparent and common procedure for visa for the EU countries such as the Schengen visa which allows easier and multiple entries in Europe than earlier.

Dr. Nisha observed that South Asian countries need to work upon the possibility of a repatriation policy which could provide passage for dignified return for the illegal migrants. She also called for bringing proper regulation covering both the travel agents and recruitment agents so that the chances of misusing the tourist visa could be reduced.

## G. Valedictory: India-EU Migration and Mobility - The Way Forward

**Mr. P. R. Devi Prasad**, EA, MOIA and CEO, ICM chaired the valedictory session. Besides thanking all the participants for their deliberations, he lauded the efforts of his predecessors, viz., Mr. G. Gurcharan and Mr. T.K. Manoj Kumar for shaping the research collaboration between India and the European Union. He mentioned that besides the words written on the banner he has identified about 45 important terms during the presentations and discussions in the last one and a half day. He observed that though the present conference is the final conference yet it is not the end of the collaboration between the two sides. The task of converting the inputs into policy still remains an important challenge for the ICM team.

**Dr. Tina Kuriakose Jacob, Head (Research)** presented the remarks on behalf of ICM. She presented a summary of the deliberations of the conference. She mentioned that the project has produced good research on India-EU migration which is available on the website of the European University Institute. She also stated that the conference has enriched our understanding on various issues regarding the pathways, trends and patterns of high-skilled and low skilled migration to the European Union countries, nurse migration, recruitment practices, aspiration for migration, labour market needs, student mobility, etc. Referring to the proceedings of the conference, she highlighted the importance of 4 Ds in further engagement – data, demography, demand and development. She re-emphasized the need to built complementarities and equitable adversary analysis on these four aspects.

While delivering the **EU remarks**, **Ms. Silvia Constantini** expressed her happiness about the outcomes of the India-EU project. Stating that India is a very important strategic partner in migration to the EU she expressed hope for further cooperation between India and the EU. She also mentioned that EU is also interested in conducting a study on the EU migration to India. She also emphasized the need to make the results of the project useful for policy making. In order to outline continuous dialogue between India and the EU on common agenda for migration Ms. Constantini spelled out four pillars, viz., promoting safe migration, combating irregular migration, ensuring linkages between migration and development, and more cooperation in managing international migration. She lauded

the cooperation of the EU member states for the India-EU project and expressed hope for further, more meaningful, engagement with India.

**Professor Phillippe Fargues** gave the **winding up** remarks. He talked about the key deliverables and further outcomes of the project. He stated that the India-EU project has been a very successful venture. It brought together the academics and the policy making, gathered extensive data on various aspects and produced significant research. Prof. Fargues pointed out that international migration is a result of inequality or asymmetry between the origin and destination and migration between India and the EU is an example of that asymmetry. It is because of this asymmetry that migration between India and the EU countries is one way, i.e., from India to EU and not the other way round. While talking about the phenomenon of aging in the EU countries, he emphasised on the need to explore whether migration would be helpful for countries like India who has the demographic dividend or would become a demographic burden. He also spoke about the frustrations, leading people anywhere in the world.

Prof. Fargues outlined seven dilemmas in managing international migration between India and the EU which need to be addressed: (i) dilemma between high skilled and low skilled – EU countries need both; (ii) brain drain and brain gain and the element of brain waste; (iii) long-term (migration) and short-term (mobility) where the latter is becoming more prominent; (iv) development impact, i.e., ideational remittances and financial remittances; (v) governance and employees' concerns (vi) combating illegal migration and opening more formal channels for legal migration; (vii) extending opportunities for post-graduate studies in Europe or promoting return of graduates to India. Prof. Fargues emphasised that for resolving these dilemmas further research, based on comprehensive data collection, is required. He advocated for the setting up of India-EU Migration Council. Prof. Fargues thanked Mr. Krishna Kumar, Mr. G. Gurucharan and Mr. Om Prakash for initiating the project and all the delegates for their participation in the conference.

While concluding the session **Mr. P. R. Devi Prasad** raised two issues. First, he pointed out that the project did not address the concerns of employers and entrepreneurs which are necessary for regulating the international labour market. Two, the issues of security arise at the micro level but their solutions are devised at the macro level. So there is a need to bring convergence between the two dimensions. He hoped that further research would look into the comprehensive solutions to these issues.

**Mr. Basant Potnuru** delivered a comprehensive vote of thanks acknowledging the contribution of the Minister, EU and Member States' Ambassadors to India, government officials, academicians, other participants and staff members of the ICM in making the project and the conference successful.

## Annexure 1

### Programme of the Conference

#### DAY 1

<p><b>9:00 – 9:30 AM</b></p>	<p><b>Tea and Registration</b></p>
<p><b>9:30 – 10:30 AM</b></p>	<p><b>Inaugural Session</b></p> <p><b>Welcome address:</b> Mr. Rajiv Mehrishi, Secretary, MOIA/Chairman, ICM</p> <p><b>Inaugural address:</b> Shri Vayalar Ravi, H.MOIA, Government of India</p> <p><b>Keynote Address:</b> H. E. João Cravinho, Ambassador, Head of Delegation of the European Union to India</p> <p><b>Overview of the Project and the Conference:</b> Prof. Philippe Fargues, Director, Migration Policy Centre (MPC), EUI, Florence</p> <p><b>Vote of Thanks:</b> Mr. P. R. Devi Prasad, Economic Advisor, MOIA and CEO, India Centre for Migration</p>
<p><b>10:30 – 11:00 AM</b></p>	<p><b>Photo Session &amp; High Tea</b></p>
<p><b>11:00 – 12:30 PM</b></p>	<p><b>Session I:</b> India-EU Migration and Mobility: Main Characteristics and Pathways</p> <p><b>Chair:</b> Dr. Nils Coleman, International Relations Officer, Directorate-General for Home Affairs (EU)</p> <p><b>Speakers:</b></p> <p>Prof. Philippe Fargues, Migration Policy Centre, EUI, Florence “Indian Population in Europe: Main Characteristics and Migration Pathways”</p> <p>Dr Perveen Kumar, SN Degree College, CSJM University, Kanpur “Migration between India and Europe: Contemporary Pathways and Emerging Concerns”</p> <p>Dr Praveena Kodath, CDS, Trivandrum “International migration of nurses from Kerala to the EU: Mismatch between migration governance and economics”</p> <p>Dr. Meenakshi Thapan, Delhi School of Economics, New Delhi “Pathways of Integration: Individual and Collective Strategies”</p> <p><b>Q&amp;A</b></p>

<b>12:30 – 1:30 PM</b>	<b>Lunch</b>
<b>1:30 – 3:00 PM</b>	<p><b>Session II:</b> Low-skilled Labour Migration: Skills Training, Certification, Recruitment and Protection</p> <p><b>Chair:</b> Mr. Ruolkhumlien Buhril, PGE, MOIA</p> <p><b>Speakers:</b></p> <p>Ms. Nisha, CTA, ILO Bangladesh Country Office Labour Migration, Recruitment and Skills Recognition and Certification: How to Maximise Outcomes for Migrant Workers, Countries of Origin and Destination”</p> <p>Prof. Irudaya Rajan, CDS, Trivandrum “Low Skilled Labour Migration: Lessons from Gulf”</p> <p>Dr. Kathryn Lum, EUI, Florence “A Case Study of Low-skilled Migration Pathways in Italy</p> <p>Dr. Rakkee Timothy, VVG NLI, Noida “Skill Matching and Certification for Low-skilled Migrants: Perspectives from Indian Labour Market”</p> <p><b>Q&amp;A</b></p>
<b>3:00 – 3:15 PM</b>	<b>Tea</b>
<b>3:15 – 4:45 PM</b>	<p><b>Session III:</b> High-skilled Migration: Portability of Skills and Benefits for Circulation</p> <p><b>Chair:</b> Mr. Manoj Kumar, Joint Secretary (Diaspora Services)</p> <p><b>Speakers:</b></p> <p>Ms. Tanu M. Goyal, ICRIER, New Delhi “Examining Mode 4 Commitments in India and the EU’s Agreements: Implication for the India-EU BTIA”</p> <p>Prof. Binod Khadria, Jawaharlal Nehru University, New Delhi “Putting Old Wine in New Bottle or New Wine in Old Bottle: Optimizing Circulation between Temporary Migration and Naturalization”</p> <p>Dr. Piyasiri Wickramasekara, Vice-president, Global Migration Policy Associates, Geneva “Migration of Health Professionals and Relevance of Circular Migration”</p> <p>Dr. Sergio Carrera, Centre for European Policy Studies, Brussels “Facilitating High Skilled Immigration? A Critical Assessment of EU Legal and Policy Frameworks”</p> <p><b>Q&amp;A</b></p>
<b>4:45 – 5:00 PM</b>	<b>Tea</b>

**DAY 2**

<p><b>09:30 – 11:00 AM</b></p>	<p><b>Session IV:</b> Students Migration and Mobility : Scholarships, Employment and Training in India and the EU</p> <p><b>Chair:</b> Mr. R. P. Sisodia, Joint Secretary (Higher Education), Ministry of Human Resource and Development, Government of India</p> <p><b>Speakers:</b></p> <p>Prof Rupa Chanda, IIM Bangalore “India-EU Student Mobility: Trends, Characteristics and Issues”</p> <p>Mr Narendra Thakur, Bhim Rao Ambedkar College, Delhi University “Global Mobility of Students to the UK: An Empirical Analysis of the Brain Drain Theory”</p> <p>H.E. Ioannis Raptakis, Ambassador of Greece to India “Youth Mobility: Opportunities and Challenges Ahead for India and the EU”</p> <p>Mr Matthias Themel, Project Manager, European Union Delegation “European Perspectives on Student Migration and Mobility”</p> <p><i>Q&amp;A</i></p>
<p><b>11:00 – 11:15 AM</b></p>	<p><b>Tea</b></p>
<p><b>11:15 – 12:30 PM</b></p>	<p><b>Session V:</b> Irregular Migration: Prevention through Increasing Legal Options and Awareness</p> <p><b>Chair:</b> H.E. Ioannis Raptakis, Ambassador of Greece to India</p> <p><b>Speakers:</b></p> <p>Dr. Nils Coleman, IRO, Directorate-General for Home Affairs (EU), Brussels “EU’s Comprehensive approach to Prevent Irregular Migration”</p> <p>Dr. K. C. Saha, Institute of Social Sciences, Delhi “Irregular Migration from India: Findings from Punjab and Haryana”</p> <p>Mr. V. K. Bhawra, Additional Director General of Police, Punjab “Irregular Migration from India to the EU: Salient Features, Existing Responses and Task Ahead”</p> <p>Mr. Paramjit Sahai, CRRID, Chandigarh “Awareness and Information Dissemination:: Lessons from a Publicity Campaign in the Punjab”</p> <p><i>Q&amp;A</i></p>
<p><b>12:30 – 1:30 PM</b></p>	<p><b>Valedictory:</b> India-EU Migration and Mobility: The Way Forward</p> <p><b>Chair:</b> Mr. Rajiv Mehrishi, Secretary, MOIA/ Chairman, ICM</p> <p><b>Speakers:</b></p> <p><b>ICM remarks:</b> Mr. P. R. Devi Prasad, EA, MOIA and CEO, ICM</p>

	<p><b>EU Remarks:</b> Ms. Silvia Costantini, First Counsellor, Political Affairs, Dlegation of the European Union</p> <p><b>Winding up:</b> Prof. Philippe Fargues, Director, MPC, EUI, Florence</p> <p><b>Vote of Thanks:</b> Basant Potnuru, Head (Projects), ICM</p> <p><i>Q&amp;A</i></p>
<b>1:30 – 2:30 PM</b>	<b>Lunch</b>

## **Annexure II**

### **List of Panellists/Speakers**

#### **Government of India and State Governments**

1. Shri Vayalar Ravi, H.MOIA, Government of India
2. Mr. R. P. Sisodia, Joint Secretary (Higher Education), Ministry of Human Resource and Development, Government of India
3. Mr. P. R. Devi Prasad, Economic Advisor, MOIA and CEO, India Centre for Migration
4. Mr. Ruolkhumlien Buhiril, PGE, MOIA
5. Mr. Manoj Kumar, Joint Secretary (Diaspora Services), MOIA
6. Mr. V. K. Bhawra, Additional Director General of Police, Punjab

#### **EU Delegation and Missions**

1. H. E. João Cravinho, Ambassador, Head of Delegation of the European Union to India
2. Dr. Nils Coleman, International Relations Officer, Directorate-General for Home Affairs (EU)
3. H.E. Ioannis Raptakis, Ambassador of Greece to India
4. Mr Matthias Themel, Project Manager, European Union Delegation
5. Ms. Silvia Costantini, First Counsellor, Political Affairs, Dlegation of the European Union

#### **Representatives of Multilateral Institutions**

1. Ms. Nisha, CTA, ILO Bangladesh Country Office
2. Dr. Piyasiri Wickramasekara, Vice-president, Global Migration Policy Associates, Geneva

#### **Researchers**

1. Prof. Philippe Fargues, Director, Migration Policy Centre (MPC), EUI, Florence
2. Dr Perveen Kumar, SN Degree College, CSJM University, Kanpur
3. Dr Praveena Kodath, CDS, Trivandrum
4. Dr. Meenakshi Thapan, Delhi School of Economics, New Delhi
5. Prof. Irudaya Rajan, CDS, Trivandrum
6. Dr. Kathryn Lum, EUI, Florence
7. Dr. Rakkee Timothy, VVG NLI, Noida
8. Ms. Tanu M. Goyal, ICRIER, New Delhi
9. Prof. Binod Khadria, Jawaharlal Nehru University, New Delhi
10. Dr. Sergio Carrera, Centre for European Policy Studies, Brussels
11. Prof Rupa Chanda, IIM Bangalore
12. Mr Narendra Thakur, Bhim Rao Ambedkar College, Delhi University
13. Mr. K. C. Saha, Institute of Social Sciences, Delhi
14. Mr. Paramjit Sahai, CRRID, Chandigarh



### **List of General Participants**

#### **Central and State Governments**

1. Dr. K. V. Swamy, OMCAP, AP
2. Mr. Kshitij Mohan, MOIA
3. Mr. Krishan Kumar, MOIA
4. Mr. K. C. Behera, MOIA
5. Mr. N. Simte, MOIA
6. Ms. Renuka, Mishra, MOIA
7. Mr. M. C. Pandey, MOIA
8. Mr. Nitin Kumar, DOPT
9. Mr. Surender
10. Mr. Vardharajan, Ministry of Information and Broadcasting
11. Mr. G. Srinivas Rao, PoE, Hyderabad
12. Mr. Pradeep A, PoE, Trivandrum
13. Mr. L. Adolphus, PoE, Cochin Vinod Kumar, PoE, Delhi
14. Mr. G H Ratra, PoE Delhi
15. Mr. Durga Prasad, PoE, Jaipur
16. Mr. Sandip Roy, PoE, Bombay

#### **European Missions**

1. H. E. Mr. Giacomo Sanfelice di Monteforte, Ambassador, Embassy of Italy
2. Ms. Alberta Borg, Second Secretary, High Commission of Malta
3. H. E. Stewart Beck, High Commissioner, High Commission of Canada to India
4. Ms. Marijana Kin, First Secretary, Embassy of Croatia
5. Ms. Sara Salmi, Immigration Officer, Embassy of Finland
6. Mr. Sami Nylund, Immigration Liaison Officer, Embassy of Finland
7. Ms. Diana Mickeviciene, Minister Counsellor, Embassy of Rep of Lithuania
8. H. E. Professor Piotr Klodkowski, Ambassador, Embassy of Poland
9. Mr. Daniela Dobre, Political Counsellor, Embassy of Romania
10. Mr. Boris Jelovsek, Head (counsellor Section), Embassy of Slovenia
11. H. E. Marian Tomasik, Ambassador, Embassy of Slovakia
12. Mr. Kent Larson, Counsellor ( Migration Affairs), Embassy of Sweden
13. Ms. Renuka Srinivasan, Project Manager, EU Delegation
14. Ms. Loeve Emmanuelle, Intern, EUD
15. H. E. Borislav Kostov, Ambassador, Embassy of Rep of Bulgaria
16. Mr. D. Jai Shankar, Embassy of Austria
17. Ms. A. Lbin Maurite, Embassy of Austria
18. Ms. Silvia Miller – Allgeir, Embassy of Germany
19. Mr. Cord Meier-Klodt, Embassy of Germany

20. Ms. Katerina Erebolva, Embassy of Czech Rep.
21. Ms. Ecva Chmelikova, Embassy of Czech Rep.
22. Ms. Matianma Sygkelati, Embassy of Greece
23. Mr. Juras Petruska, Embassy of Spain
24. Mr. Alegandra Gava Fretes, Embassy of Spain
25. Ms. Tania Wilson, Counsellor, Embassy of Australia
26. Mrs. Cecile Thoen, Consul, Embassy of Belgium
27. Ms. Roma Panteli, Embassy of Cyprus
28. Ms. Maria Wejs – Dohaalisua Rafat Crasui
29. Mr. Morgante,
30. Mr. Eail Lacrac

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2. Ms. Seeta Sharma, ILO
3. Dr. Nilesh Budha, WHO-India
4. Dr. Chandrakant Laharia, WHO-India
5. Mr. Ashwani, Unesco Chronicle
6. Ms. Smita Mitra, UN Women
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6. Ms. Nickey Nancy, JNU
7. Ms. Priyanka Singh, JNU
8. Mr. Jayarath Shinde, JNU

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1. Mr. V. Mohan Rao AIR (News)
2. Mr. Vikram Sharma, Sandhya Jyoti Darpan
3. Mr. Kriti, Rajya Sabha TV
4. Mr. Jojyama, Manorama News
5. Mr. Victor Joseph, Indiavision
6. Mr. Hemant Joshi, Deccan Herald

7. Mr. Arun--, Reporter FU
8. Mr. Rajeev Kannudy, Kairaliu TV
9. Mr. Mujeeb Rehman, Media One TV
10. Mr. Joseph Antony, ICMC
11. Mr. India Sekhar, Varsa
12. Mr. Sree Karla, K. S., Jai Hind TV
13. Mr. Pramod Kr., DD News
14. Mr. Vinod Kapur
15. Mr. S. K. Mahapatra, I.I.S., PIB
16. Mr. Sunil Kumar, ANI TV
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18. Mr. Sarat Kumar TS, Amrita TV
19. Mr. Anand Prakash, DD News
20. Mr. Nishant Saurabh , DD News
21. Mr. Surendra Chauhan, The Times of Africa
22. Mr. Varsha Pallavi, Times of Africa
23. Mr. Praveen T, Asianet News
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25. Mr. Vijay Kumar, Central News
26. Mr. Naresh Kumar, Professional Times
27. Mr. Pradeep,
28. Mr. Uphar

**India Centre for Migration**

1. Dr. T. L. S. Bhaskar
2. Dr. Tina Kuriakose Jacob
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5. Dr. Lima Lomngkumar
6. Ms. Vishishta Sam
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9. Mr. Keshav Bhardwaj
10. Mr. Kesavan
11. Mr. Rohan Mandal
12. Mr. Amit

**Others**

1. Unnu Nair, Sage Publication
2. Parimal M. Sudhakar, Society for Labour and Development, New Delhi
3. Ravi Bhannot, NNIS
4. Shoma Choudhury, Routledge
5. R. Banerjee, NGI
6. V. Sudhir, GIC India
7. D. Shankar
8. S. N. Alam,
9. M. Vyas

## Annexure III

### Power Point Presentations

#### Session 1 a) Presentation by Prof. Fargues

European University Institute  
ROBERT SCHUMAN CENTRE FOR ADVANCED STUDIES  
MIGRATION POLICY CENTRE

# India-EU Migration: Levels, Trends and Profiles

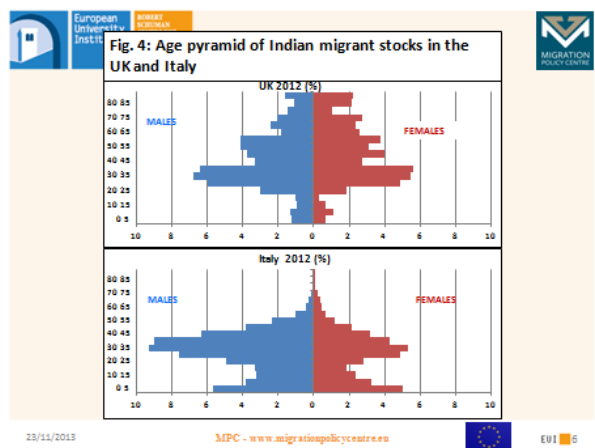
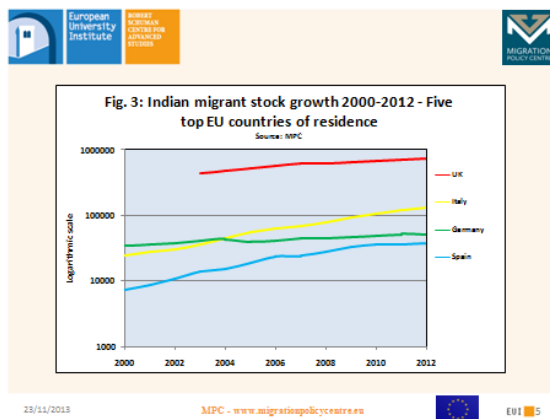
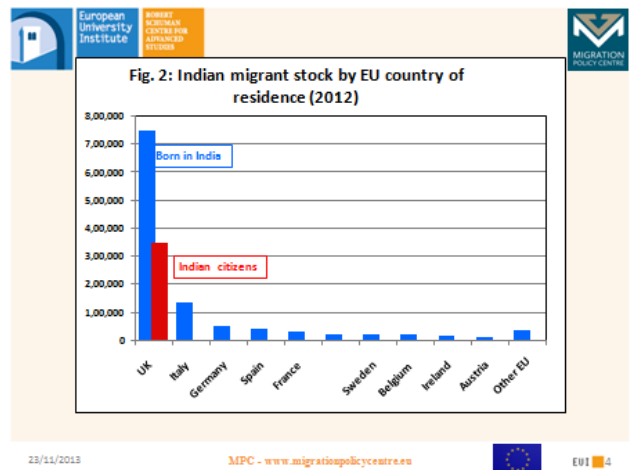
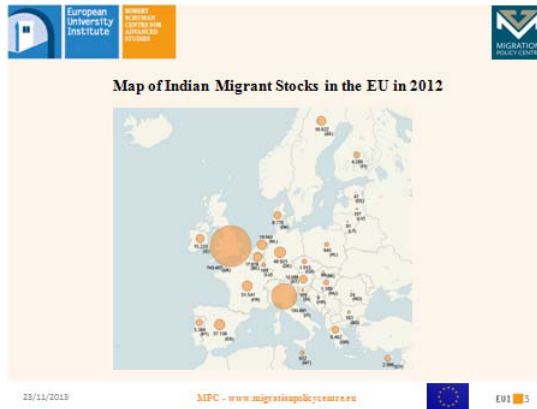
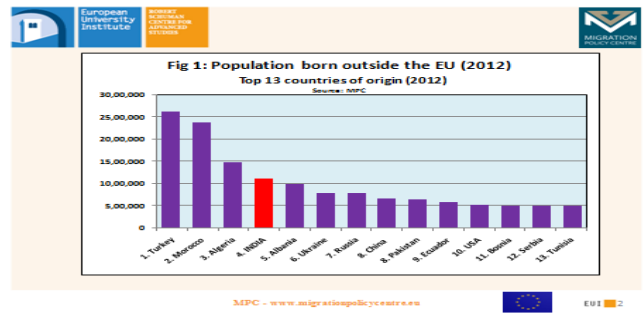
Philippe Fargues

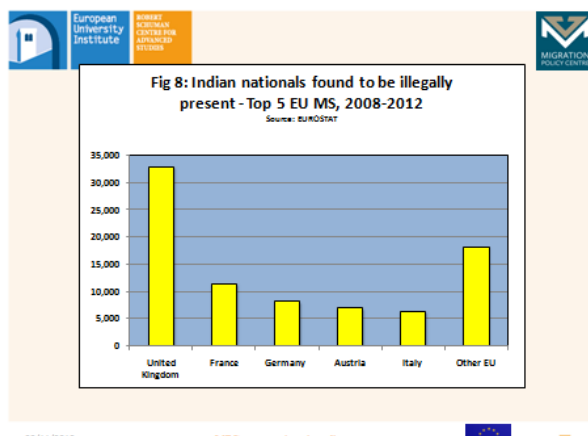
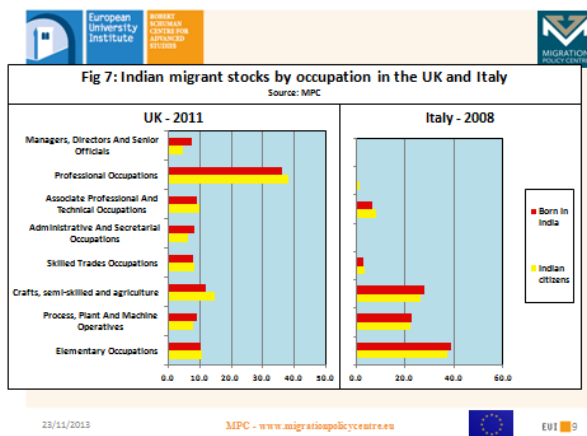
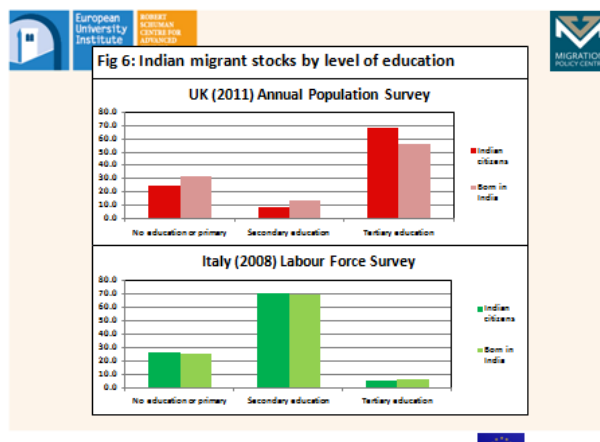
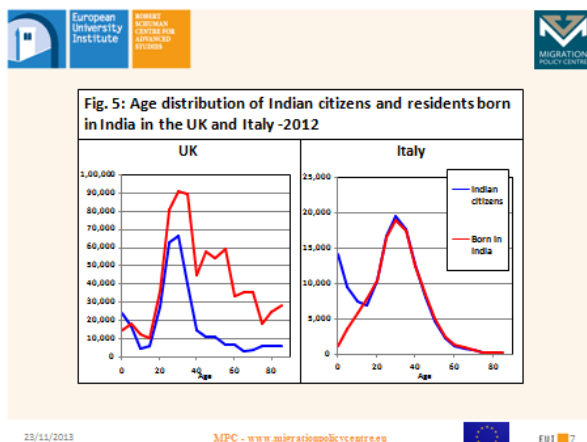
Final Conference of the Project on "Developing a Knowledge base for Policy Making on India-EU Migration"

India Centre for Migration, New Delhi, 17-18 October 2013

MPC - www.migrationpolicycentre.eu

EUI 1





**Italy: Numbers of amnestied irregular migrants in various regularisation campaigns**

Year	Indians	All Third Country Nationals	Indians in %
1990	2,819	217,626	1.30
1995	5,623	244,492	2.30
1998	4,697	217,124	2.16
2002	13,399	646,829	2.07
2009	17,572	294,744	5.96
2012	13,286	134,676	9.87

23/11/2013 MPC - www.migrationpolicycentre.eu EUI 11

b) Presentation by Dr. Kodoth

## Mobility from Kerala

### International mobility of nurses from Kerala (India) to the EU

Mismatch between Migration  
Governance and Economics?

- Christian women from Kerala have dominated the overseas migration of nurses since 1950s
- Migration to Europe since the 1960s was facilitated by the church and by individual initiatives
  - 6000 nurses go to work mostly in Catholic hospitals in Germany in the 1960s
  - Catholic church network recruits nurses to Austria, personal networks channel nurse to Italy

### Pattern of recent mobility

- In 2000, India was 6<sup>th</sup> in terms of origin countries of nurses in the OECD countries
- Since 2005, principal supplier to UK, Ireland
- The 3<sup>rd</sup> largest source of IEN in the US; the 3<sup>rd</sup> and 4<sup>th</sup> largest supplier to NZ and Canada
- Australia has become a favored destination
- Negligible flows into continental Europe at present barring Italy

### Demand context

- Estimated 6 million nurses and midwives in the WHO European region inadequate to meet current and projected future needs
- Scarcity of health care staff to increase as workforce ages and retirements are not replaced
  - Between 2005 and 2025, population in the age group 15-24 is expected to decline by 25%
- New restrictions on immigration of nurses in the UK and Ireland since 2008-09

### Supply context

- Deficit of nurses in India; skewed distribution
  - Adjusted ratio of 2.4 nurse-midwives for 10,000 people in 2005, below the WHO benchmark (Rao M. et al., 2011)
- Exponential increase in educational institutions since 2000
  - 2004-10, B Sc nursing saw a 6 fold rise (187 to 1244)
  - 3 fold rise in institutions offering GNM (684 to 2028)
- Decline in concentration in the south
- Concern about quality of education

### Overview of characteristics

- Desire for permanent migration to the OECD
  - Movement from the Gulf to the West
- Nurses respond to opportunities and alter movement in response to policy incentives
  - Movement within the OECD recently from Ireland and the UK to Australia, NZ, US and Canada
- Migration mostly to English speaking countries
- Diversification of aspiring migrants from India
- Returnee nurses lack incentive to work in nursing
  - low pay, stress, poor conditions, lack of respect

## Overview of pathways

- Bilateral agreements (UK), priority visa schemes and targeted recruitment (Ireland), Policy incentives (Aus) and special schemes
- Organized recruitment by international agencies
- Social networks channel information, support
  - Give Kerala nurses an edge in the OECD countries
- Lack of a credible network of private agencies between India and continental Europe
- Student migration as a strategy for entry

## Pathways: HSKM

- Since 2004, Highly Skilled Knowledge Migrants scheme enabled entry into health sector
  - Fast-track procedure with the IND
  - No language and integration exam
- Subject to restrictions of Aliens employment Act implementation decree
  - ‘Third country’ nationals only if EU/EEA labor not available

## Future of immigration

- Controversy signaled a “bigger problem” (V&VN)
- Concerns over ability of foreign nurses to integrate and be accepted
- Officials’ view that long term projections have been ‘bad... the day to day policy often has a time perspective at the best of 4 or 5 months’
- Political climate not conducive to immigration as a solution to shortages in healthcare (Berenschot, 2009)
- HSKM has become more restrictive

## The Netherlands

- In 2009, only 1.15% of 252,087 registered nurses in the Netherlands had trained abroad
- Dutch healthcare sector to face shortage of 4,50,000 employees in 2025 (Wemos, 2010)
- Biggest shortages will be in the elderly care (Berenschot, 2009)
- Plan to innovate health care processes, invest in staff retention, increase flow of new personnel and migration from EU

## Pathways

- In 2011, among 5900 entrants under the HSKM, 2000 were Indian (AR, IND, 2011)
- Dutch hospitals recruited 100 theatre assistants from India through gaps in immigration law
- Hiring criticized for resorting to ‘cheaper’ option
- Higher salaries than Dutch nurses created friction
- Study by union of theater assistants (LVO) in 2011 finds 88 Indian OTA in 14 Dutch hospitals
  - Require extra supervision, language and cultural differences hinder work

## Denmark

- Over 80 % of licensed nurses obtained training in Denmark or were of Danish origin between 2004-12
- A total of 27 Indian nurses in Denmark in Oct. 2012, in three hospitals around Copenhagen and one hospital in Jutland
- Ten Indian nurses received temporary registration in 2011; significant increase in ‘third country’ nurses between 2009-11



## Pathways: Positive List

- Job Plan in 2008 seeks to increase labor supply
- Positive List of professions experiencing shortages offers easy access
- Nurses have been on and off the PL
- 'W in D' centre set up at the Danish Embassy in New Delhi in 2008 to encourage job applications
  - 6000 + applications in 2009 but no recruitment
- Credibility compromised by suspicion of 'unscrupulous' agencies and nurses' motives

## Pathways: Social networks

- In 2007, a hospital directly hired a Kerala nurse
- Nine more nurses hired through her personal networks
- Former head nurse at the hospital: "They were all good nurses, well-educated and they fitted into the system very well. In six months they had learnt "enough to communicate with patients and to understand the Danish humor. Yes, it [Danish humor] is so important...that shows that they understand Denmark"

## Summing up

- Shortages of health staff in EU likely to grow
- Hostile political environment in the Netherlands leads to mismatch between policy and employers demands
- Lack of prudent management of recruitment compromises state-led efforts in Denmark but direct hiring by Danish hospital successful
- No dearth of aspirations to work in the EU
- Low status of work in India dissuades returnees from working, reducing the gains of migration

c) Presentation by Dr. Perveen Kumar

International Conference  
on

### INDIA – EU MIGRATION AND MOBILITY: PROSPECTS AND CHALLENGES

Organised by

India Centre for Migration (ICM), New Delhi

Venue: The Ashoka Hotel, New Delhi

(October 17-18, 2013)

### Migration between India and Europe: Contemporary Pathways and Emerging Concerns

**Perveen Kumar**

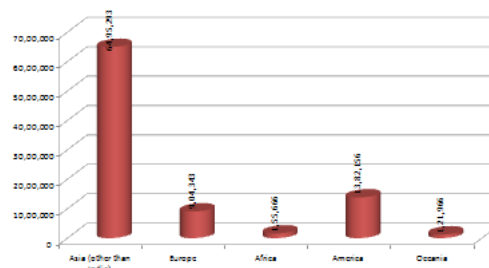
Assistant Professor  
S.N. Degree College,  
Chheolaha, Fatehpur  
(CSJM University, Kanpur)  
Uttar Pradesh

### Outline

- Migration between India and Europe
- Characteristics of contemporary migration flows
- Concerns and imperatives

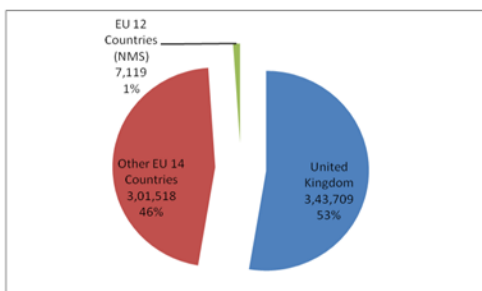
## Emigration from India to Europe

Figure 1: Emigrants from India, by Continent



Source: IMR (2008)

Figure 2: Indians Residing in Europe



Source: Prepared from the data accessed from <http://www.india-embigration.in/ESD/indian-nationals-residing-in-the-eu-countries-by-country-as-of-31-03-2013.pdf>; accessed on September 27, 2013.

Table 1: Indians living in select European Countries, 2010

Country	People from India live in the Country	Country	People from India live in the Country
EU-14 Countries (Old Member States)		EU - 12 (New Member States)	
Austria	10,645	Czech-Republic	244
Belgium	14,625	Hungary	239
Denmark	5,755	Poland	451
Finland	3,136	Latvia	310
France	35,999	Lithuania	12
Germany	67,779	Slovakia	172
Greece	5,763	EFTA Member States	
Ireland	13,727	Iceland	388
Italy	1,00,683	Norway	8,266
Netherlands	14,844	Switzerland	9,313
Spain	32,647		
Sweden	15,334	UK	6,57,792

Source: <http://www.imr-india.com/india-embigration/india-embigration.html>; accessed on October 2, 2013

Table 2: Flows of Indian Nationals to European Countries

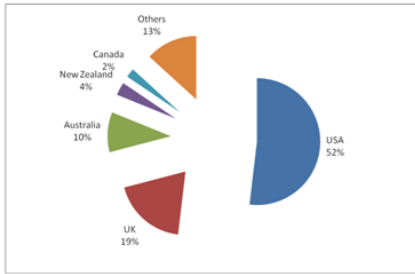
Destination Country	Number of Indian Nationals Arriving in the Year											
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
<b>United Kingdom</b>	17,130	16,001	21,000	30,000	51,000	47,000	57,000	55,000	48,000	64,000	68,000	61,000
<b>EU-14 Countries (Old Member States)</b>												
Austria	1,226	856	1,405	1,428	1,187	1,255	707	912	946	990	958	1071
Belgium	662	852	959	1,101	1,215	1,259	1,516	1,640	2,058	1,767	2,266	2270
Denmark	206	248	216	242	402	487	489	666	102	612	952	1,075
Finland	166	166	166	166	215	261	264	264	623	612	488	578
France	1,004	1,242	1,261	1,221	1,155	1,024	1,225	1,272	1,499	1,428	1,724	2,024
Germany	6,244	8,948	9,452	9,227	9,221	8,264	8,211	9,267	11,405	12,009	12,187	12,322
Greece	-	-	-	-	-	765	1,248	622	647	729	856	762
Italy	4,855	4,489	5,112	7,876	6,455	6,649	5,214	6,728	11,826	12,854	16,045	12,227
Luxembourg	25	26	19	9	9	25	85	155	176	97	127	166
Netherlands	661	654	614	626	584	1,217	2,011	2,226	3,454	3,069	3,172	3,762
Portugal	-	-	827	262	229	227	481	497	401	569	590	799
Spain	646	855	867	122	2,709	4,229	4,212	5,269	6,556	5,956	4,788	5,026
Sweden	369	428	556	752	824	1,077	1,024	1,146	1,546	1,795	2,150	1,691
<b>EU - 12 (New Member States)</b>												
Czech Republic	-	-	-	-	-	-	-	266	212	229	220	226
Hungary	-	-	-	-	-	143	229	101	200	218	214	226
Poland	311	377	324	615	662	672	666	666	1,051	1,197	1,201	1,077
Slovakia	20	29	46	25	31	31	74	57	103	57	103	29
Slovenia	-	-	-	-	-	-	-	22	42	22	22	22
<b>EFTA Member States</b>												
Norway	229	312	329	266	300	356	564	990	1,066	772	822	1,167
Switzerland	-	-	-	-	-	-	-	-	-	-	2,973	2,420

Source: OECD International Migration Database

### Characteristics of contemporary migration flows

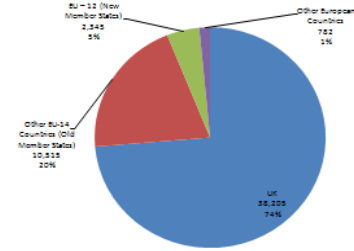
- Major categories
  - High-skilled professionals
  - Short-term migration of professionals (ICT)
  - Semi-skilled and low-skilled
  - Students
- Male domination
- Age composition - Young
- Diverse occupational profile

Figure 3: Indian Tertiary Students Abroad, 2010



Source: UIS (2012)

Figure 4: Indian Tertiary Students in Europe, 2010



Source: UIB (2006); Lall (2008); <http://www.uib.es/education/Pages/InternationalStudentsInEurope.aspx>, accessed on May 24, 2013

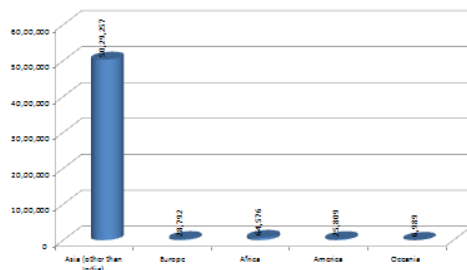
Table 4: Indian Tertiary Students in Select European Countries

S.N.	Country	2002-03	2010	India's rank as a source country (2010)
1	UK	10,422	38,205	2
<b>EU-14 Countries (Old Member States)</b>				
2	Austria	75	377	-
3	Belgium	178	409	7
4	Denmark	152	318	10
5	Finland	71	392	12
6	France	615	1,444	-
7	Germany	3,429	3,867	13
8	Ireland	295	1,396	2
9	Italy	295	442	-
10	Netherlands	76	38	-
11	Portugal	19	33	-
12	Spain	62	155	-
13	Sweden	301	1,596	4
<b>EU-12 (New Member States)</b>				
14	Bulgaria	224	70	11
15	Cyprus	309	1,506	2
16	Czech Republic	39	108	-
17	Hungary	57	36	-
18	Poland	28	355	12
19	Romania	212	189	14
<b>EPRA Member States</b>				
20	Norway	128	235	-
21	Switzerland	256	734	12

Source: Lall (2008); <http://www.uib.es/education/Pages/InternationalStudentsInEurope.aspx>, accessed on May 24, 2013

## Europeans in India – Immigrants and Students

Figure 5: Immigrants in India, by Continent, 2001



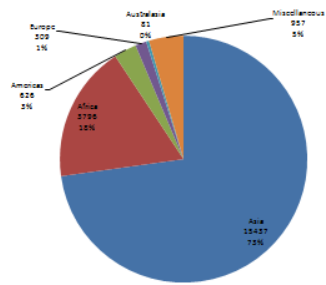
Source: IMR (2009)

Table 5: European living in India, 2010

S.N.	Country	Number of Persons
1	UK	5,062
2	France	1,188
3	Germany	2,234
4	Portugal	162

Source: <http://www.ion.int/cms/en/sites/om/home/about/migration/world-migration.html>, last accessed on October 9, 2013

Figure 6: Foreign Students in Indian Universities, by Continent (2007-08)



Source: Deygunder and Naji (2009).

Table 6: Tertiary Students in India from Select European Countries (2010)

S.N.	Country	Number of Students
1	UK	65
2	Denmark	1
3	Finland	4
4	France	17
5	Germany	40
6	Ireland	1
7	Italy	18
8	Netherlands	1
9	Spain	3
10	Sweden	4
11	Czech Republic	3
12	Hungary	9
13	Poland	8
14	Romania	1
15	Norway	2
16	Switzerland	2

Source: <http://www.uis.unesco.org/Education/Pages/InternationalStudentFlow.aspx>, last accessed on October 13, 2013

### Emerging Concerns

- Identity, integration and settlement
- Development
- Returns to education

### Imperatives

#### Complementarities:

- Demography
- Development
- Data

**Thank you...**

d) Presentation by Prof. Meenakshi Thapan

## Pathways of Integration: Individual and Collective Strategies

Meenakshi Thapan  
Professor of Sociology  
Delhi School of Economics

## The Larger Project

- The work is part of a larger project on the lives of Indian immigrants in and around Fidenza (near Parma) in Emilia Romagna in northern Italy
- Interviewed 30 men working in dairy farms and a slaughterhouse between the ages of 35-60
- Interviews and focussed group discussions with 50 school going (aged 15-18 years) and other youth (18-21 years)
- Several women: engaged in factories, laundries, small boutiques. Most were homemakers and unemployed
- Interviewed more than 40 Italian stakeholders (social workers, teachers, doctors, employers, members of local govt., translators, cultural mediators, church functionaries, police officials, trade union officials, NGOs of different kinds and others)
- Methodological limitations: the study is not based on large data sets that may indicate trends but on qualitative material that highlights the particular and through lived experience seeks to understand larger issues

## The Context

- Turning the Gaze from the diaspora to the context in which immigrants are located; i.e., to the receiving society, the local citizenry and forms of engagement between them. These constitute pathways of integration: of immigrants into the society in which they are now located and of the local citizenry into the lives of the immigrants.
- Impetus for change is possible only through local participants. National and local policies are only formal aspects of forms of interaction that must exist on the ground. It is therefore imperative to understand individual and collective strategies of engagement as transformative moments on diverse pathways of integration.
- Taking a more wholistic view of 'integration' as such, what are the implications for policy when we take this view, both for sending and receiving countries?

## Problems and Questions

- What are the ways in which citizens in this region are engaged in processes of integration across cultures, faiths and religious barriers?
- How do people build relationships and identities of openness in everyday contexts? What forms of 'civic engagement' or 'participatory citizenship' are people engaged in? How do these constitute 'acts of citizenship'?
- The emphasis is on "cosmopolitan sociability" and its construction through "networks of interconnection and locally based activities" (Glick Schiller, Daravieva and Gruner-Domic 2011). The idea of "sociability practices" goes beyond multiculturalism and mere toleration of difference to an understanding of "when and where people use their diverse cultural or religious backgrounds to build relationships and identities of openness" (ibid.).
- In particular, as religion is integral to the lives of both immigrants and local citizenry in different ways, connections between them merit our serious attention as they suggest possibilities for meaningful and lasting integration.

## The Context: Migration to Italy

- India, Bangladesh and China are among the top ten emigration countries worldwide with a significant increase in the last decade. The largest communities from Asia in the EU are the Chinese (277, 570 residents), Filipinos (152, 382), Bangladeshis (106, 671), and Sri Lankan (94, 577). The second largest Asian communities in EU are in Italy with the Indians (145, 164) and Pakistanis (90, 185).
- Countries of southern Europe, late destinations for migrants, have the largest share of unskilled migrants: 70 per cent of Portugal's workforce is unskilled, followed by Spain at 48.5 per cent, Italy at 45.7 per cent and Greece at 38.8 per cent (Biffi 2012:6). They enter into the lowest sector of the labour market
- Unemployment of immigrants in Italy is at 12.1%, 4 points higher than that for Italians (Dossier Caritas 2012)
- Political rejection of migrants: policies of Lega Nord, hysteria in the media builds fear and insecurity; 'Italianness' and the Italian 'race' are threatened; popular perception encouraged by the media, and politicians that Islamic religion poses obstacles to integration. Emergence of new forms of racism.

## Building cosmopolitan sociability through religious institutions

- religious institutions in diaspora engaged in the reproduction of traditional forms of belonging and of cultural values embedded in religion among migrants
- also serve to connect migrants to the municipality, the local government and citizenry and over time, may acquire some kind of status in the host community
- Creates a 'new geography of belonging' connecting displaced immigrants with the lost homeland and the new community (Gallo 2012)
- At the same time, in transnational contexts, spaces for religious worship such as temples and gurdwaras are places for the development of civic ideals and skills among immigrants and their children.

## Gurdwaras

- The Sikh temple has been subject of study in different European regional contexts such as the U.K., Finland, Sweden, Poland, and increasingly in northern Italy as well. Barbara Bertolani and Lalal Singh (2012) and Ester Gallo (2012) are the pioneers in developing this field in Italian studies.
- In the UK, as a result of the close links between the Labour Party and minority ethnic religious institutions, gurdwaras have gained access to public services, benefits and political patronage (Singh 2006). Apart from recitation of the holy book and *kirtan*, the gurdwara is well known for the inculcation of community service or *sewa* in the congregation, especially in the novice, youth and members of the general public.

## Gurdwaras in the public sphere

- In December 2011, the regional health service of Emilia Romagna conducted a training camp around health and hygiene issues in the work place for migrants and their employers in the premises of the gurdwara in Novellara, near Reggio Emilia. Citing 'structural reasons' for the inability of immigrants to access health care facilities, the dept. felt the need for the event which was organised with the help and support of the Indian community. May appear as another form of instrumental integration but it has not resulted in the exoticisation of either the temple or the faith and is perceived as useful to the immigrant community for its integration into the local community including the municipality.

## Building cosmopolitan sociability through the Catholic church

- In a lecture inside the Notre Dame in Paris, the philosopher Giorgio Agamben (2009) exhorted the Catholic church to recover itself and fulfil its role as a true messianic force in a time when there is 'legalistic excess' and 'disaster menacing every government and institution on earth'. Within the church, rumblings for change had been felt for some time and consequent to the Vatican II and *Populorum Progressio* (in the 1960s), the church developed a more open spirit that "encouraged individual conscience and agency".
- CARITAS in northern Italy, through its work, engages with immigrants and others in contemporary times to bring about what it calls a kind of 'tentative integration'.
- Seeks to inculcate a humanist approach to the problems that beset contemporary society, the fact that earlier the church took care of its own fold in other cultures but now, takes care of others within its fold, not religious, but pastoral role, as it were, and finally, in enabling a kind of tentative integration (Interview: Bishop of Fidenza).
- In 2010 initiated the *Festa dei Popoli* organised by the Govt. of Fidenza and local associations who work together through projects, workshops throughout the year that culminate in the festa.

## Peoples' Participation: Linkages and Associations

- *Linkages in Reggio Emilia between family health centre for irregular immigrants and CARITAS that provides specialist care. Significance of a history of Left wing politics that go well with the work of CARITAS in the region*
- CARITAS also runs health clinics, shelters, food kitchens, and other activities with the help of volunteers; an Islamic immigrant organisation in Fidenza has made a donation to CARITAS. Dialogue initiated by Muslim youth who seek to be involved with the local community
- The connections between public institutions, non-governmental agencies, CARITAS, immigrant associations and faith organisations points to the development of new forms of civic engagement in the public sphere, one that crosses different kinds of borders

## Criticism of church and church supported activities

- Critics argue that interventions by the church in the public sphere are a way 'to establish its own power in the lives of Italian people' and 'to establish its religious authority and hegemony over non-believers as well'
- Church has also been critiqued for putting forth a 'new model' for identity and citizenship based on a kind of 'selective solidarity' (Garau 2010).
- that the Catholic church is promoting middle-class values among people through its work that valorises charity and providing relief to the poor, hungry and dispossessed
- That CARITAS is not really an extension of the Catholic church but exists as an independent entity

## Pathways of Integration

- Nonetheless, the identified pathways prevail at different levels of individual and collective strategies that are evolved by different non-government groups and organisations.
- The church and its agencies
- The labour unions and other labour associations
- Local cultural associations
- Immigrant cultural and religious organisations and many others
- There is a combination of ethnically shared perspectives and religious affiliations and an openness towards others. At the same time, there are limitations to developing a cosmopolitan perspective. This gives rise to some questions:

### Limitations and Possibilities

- Are the possibilities for integration opened up through practices of cosmopolitan sociability among people belonging to different cultures, faiths and linguistic backgrounds?
- there is a power dimension in such forms of cosmopolitan sociability that is shaped by gender, religion, race and ethnicity, as well as legal status, and these need to be fully understood when we examine cosmopolitanism and forms of civic engagement in receiving societies
- In sending countries, skills that enable integration into the labour force for example need to be developed through developing appropriate education and knowledge levels, language training, and so on
- Finally, it is in receiving societies that integration must take place and therefore the role of civil society actors and local citizenry is crucial and needs to be taken into account while framing appropriate policies that enable and engender integrative processes.

Session 2

a) Presentation by Ms. Nisha

**<Labour migration, recruitment and skills recognition and certification: how to maximize outcomes for migrant workers as well as countries of origin and destination?>**

Manuela Tomei  
Conditions of Work and Equality Department

Nisha  
Country Office for Bangladesh



Some facts

- World Labour Force is currently increasing by over 40 million per year; although the size of this annual increase is projected to diminish, some 470 million new jobs will be needed between 2016 and 2030
- Over 200 million people will be unemployed this year, and this is expected to rise by another 3 million in 2014; 900 million working poor
- 232 million migrants in the world today, of whom over 50 per cent economically active. Demographic and economic inequalities, alongside skill mismatches, will add to migratory pressures
- Internationalization of labour markets is increasing competition among countries for the same pools of highly-skilled workers, but demand for low-skilled workers will not fade away

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Some fact (cont.)

Trends (Source: Wickramasekara, Updated 2013 – Original in Wickramasekara 2011)

Country	Outflow (annual) *	Immigrant Stock (000s)	Emigrant Stock (000s)	Remittances US\$ million	Remittance as % of GDP (7)	Migration Status
	2008-10 average	2010	2010	2011	2011	
Afghanistan	No Data. (Migrant workers in neighbouring as well as other countries, for eg. about 3 million in Pakistan but largely treated as refugees - not much deliberation on their work and employment status)					
Bangladesh	574,519	1,085	5,380	12,068	11	Primarily origin
Bhutan	No Data					Professionals seen overseas
India	700,076	5,436	11,358	63,011	4.2	Origin, destination and transit
Maldives	No Data					Destination – professionals seen overseas
Nepal	256,037	946	992	4,217	21.6	Primarily origin
Pakistan	400,365	4,234	4,677	12,263	4.2	Origin, destination and transit
Sri Lanka	218,609	334	1947	5,193	7.2	Primarily origin

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Some facts

- High movement to and concentration in the Gulf and Middle East countries
- Temporary migration of labour
- Predominance of semi-skilled and low-skilled migrant workers
- Large numbers of migrant workers in informal and irregular status within South Asia
- Growing importance of migration of women workers
- Commercialization of the recruitment industry.

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## Some questions

- How to improve responsiveness of labour migration policies and systems to meet genuine labour market needs?
- How to enhance transparency and fairness in recruitment for better job-worker matching and better outcomes for migrant workers?
- How to best assess potential for skills recognition and standards across countries in order to overcome obstacles to labour market integration?

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## The ILO and migrants

- Mandate to protect migrant workers; interest in migrants as workers; promote fair treatment of migrant workers (equality of treatment)
- ILO's goal: creation of productive employment and decent jobs for all in all countries. Lack of jobs or poor working conditions are oftentimes at the origin of migration
- ILO has adopted a number binding (e.g. Conventions No. 97 and 143) and non-binding instruments, e.g. the Multilateral Framework on Labour Migration, for the sound governance of labour migration; they define what protection mechanisms should apply when migration takes place
- ILO has a tripartite governance system where representative workers' and employers' organizations decide along with governments; decisions reflect the realities of the world of work
- ILO has a two-fold intervention strategy: the employment and labour market side of migration warrants attention, as well as the protection of migrant workers and equality of treatment.

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## International Legal Framework

- **ILO fundamental conventions:**
    - Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)
    - Right to Organise and Collective Bargaining Convention, 1949 (No. 98)
    - Forced Labour Convention, 1930 (No. 29)
    - Abolition of Forced Labour Convention, 1957 (No. 105)
    - Equal Remuneration Convention, 1951 (No. 100)
    - Discrimination (Employment and Occupation) Convention, 1958 (No. 111)
    - Minimum Age Convention, 1973 (No. 138)
    - Worst Forms of Child Labour Convention, 1999 (No. 182)
  - **ILO conventions and recommendations specific to migrant workers**
    - ILO Convention on Migration for Employment (Revised), 1949 (No. 97)
    - + Recommendation 86
    - ILO Convention on Migrant Workers (Supplementary Provisions), 1975 (No. 143)
    - + Recommendation 151
  - **UN Convention on the Protection of the Rights of All Migrant Workers and their Families, 1990**
- More than 80 countries have at least ratified one of the three migrant workers' specific instruments

Applicable to all workers

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## International Legal Framework (cont.)

- **Other conventions relevant to migrant workers**
  - ILO Conventions on Private Employment Agencies, 1977 (No. 181)
  - ILO Domestic Workers Convention, 2011 (No. 189)
  - CEDAW General Recommendation on the Rights of Women Migrant Workers, 2008 (No. 26)
- **ILO Multilateral Framework on Labour Migration (2006) (Non-binding principles, guidelines and good practices)**
  - Decent work
  - Means for international cooperation on labour migration
  - Global knowledge base
  - Effective management of labour migration
  - Protection of migrant workers
  - Prevention/protection against abusive migration practices
  - Migration process
  - Social integration & inclusion
  - Migration & development

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## Identifying labour market needs: some key questions

- Is there a need for migrant labour? Are there alternative policy responses to migration (e.g. investment in capital equipment and re-organization of production; increase labour force participation of under-represented groups, such as older workers, women; improve wages and working conditions to attract local workers)? Constraints and incentives
- Should priority be given to short-term or long-term needs? Data sets and methodologies differ
  - Given the political sensitivities linked to migration and shifts in business and demand for labour, short-term planning may prevail regardless of reliability of projections
- Would a focus on better functioning labour markets be more promising than a focus on labour shortages?

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## Identifying labour market needs: the importance of data for analysis

- Common measures: change in wages, employment, underemployment (e.g. US Bureau of Labour Statistics 1999) and vacancy rates, hard-to-fill vacancies, etc. (e.g. Catalogue of Occupations Difficult to Cover (COOD) in Spain)
- Growing reliance on employers' hiring intentions: from "trust the employer attestation" to "carefully-check-employer-certification" approaches. Risk of discrimination and excess of credentials
- Relying on expert advice and the social partners and combining "top-down" with "bottom-up" indicators: the UK's Migration Advisory Committee (MAC)
- No single formula for skill needs analysis, but combination of qualitative analysis (e.g. case studies, focus group discussion, Delphi method) and quantitative data (e.g. surveys, skill audits, econometric models) has proven useful
- What does the ILO do?
  - Building capacity in Ukraine and Moldova to, among others, analyse the skills shortages and over supply resulting from migration; balance migration flows and return with national needs and EU Member States skills needs; strengthen PES capacity; proposal of system for validation of informal learning; guide on skills matching and qualification recognition and design of Occupational Profiles

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### Types of admission policies

- Demand-side policies (employer driven)
- Supply-based (e.g. points systems): bringing in migrants who possess the skill profile desired at a particular point in time regardless of job availability (high-skilled/talented workers)
- Increasingly, systems are mixed, i.e. some reliance on employer demands and some on migrants' profiles (e.g. EU Blue Card)
- Temporary migration schemes: have expanded avenues for legal migration, but risks of "distortion" and "dependence" remain. "Permanently temporary workers"? How "temporary" are certain labour market needs?
- Regularisation/"earned adjustments": change of legal status for migrant workers who "have proven themselves"; large numbers of irregular immigrants undermines the credibility of legal migration policy/system for employment
- Policy bias against low-skilled admissions: needed, but not wanted (e.g. levy systems)

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### Recruitment or worker-job matching: the main issues (cont.)

- Governments in both origin and destination countries are enacting legislation and other means of regulating the activities of intl. recruiters, e.g. joint liability of recruiters and foreign employers (Philippines and Ethiopia); admissions allowed only through arrangements between PES, (e.g. Korea, bilateral agreements including standard employment contracts); minimum wages for migrant domestic workers (e.g. Saudi Arabia and the Philippines)
- Groups representing the recruitment industry (e.g. CIEET) have developed codes of ethical conduct, in line with Convention No. 181 ("no fees" rule)
- What does the ILO do?
  - Help reduce recruitment cost through the creation of Labour Migration Resource Centers that provide correct information on labour migration process, wages and working conditions in destination countries, and employment opportunities (Cambodia, Thailand, Vietnam and Penang, Malaysia – joint ILO/IOM effort)
  - Recent DIFD-ILO project seeks to promote "no fee" migration corridors as part of efforts to combat forced labour

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### How to improve credentials and skills recognition?

- Avoid brain waste, see Immigrant Employment Council of British Columbia (IECBC) which offers a database to employers with information on immigrants looking for jobs and reflecting their language and experience
- National Qualification Frameworks: an effective policy tool? They seem not to offer quick-fix solutions nor to have improved substantially the links between education, training systems and labour markets (Allais, 2012)
- Mobility of highly skilled workers, and eventually low-skilled workers, recognized as key to fostering economic growth and employment in many regional areas of economic integration (e.g. CARICOM, ASEAN, SADC), but little progress in easing constraints on migration.

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### Recruitment or worker-job matching: the main issues

- Recruitment is increasingly performed by private employment agencies, and employers themselves
- In most migration corridors, the recruitment of migrants is concentrated at the top and the bottom ends of the education ladder
- Most lower-skilled workers find jobs abroad through for-profit-recruiters who can make poor worker-job matches and overcharge workers; recruitment cost (human, social and financial cost and possible breaches to immigration systems) is considerably higher regarding workers with fewer skills

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### The challenge and the cost of a failure to recognize and certify qualifications/skills across borders

- Serious mismatch between qualifications of workers and needs at work (25 per cent of skilled migrants inactive, unemployed or in jobs for which they were overqualified, OECD 2007)-triple loss
- Problems with measurement of skills: formal qualifications inadequate; on-the-job training and soft skills increasingly important
- For semi/low-skilled workers the challenge is recognizing skills/competencies acquired on the job/informally
- Recognition of qualifications constitute an open issue both for potential and returning migrants
- Limited recognition of qualifications discourages mobility, as does limited portability of social security entitlements for both high-skilled and low-skilled migrants

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### How to improve credentials and skills recognition? (cont.)

- Also in the EU, mobility policies somehow challenged by regional/structural development policies and programmes
- What does the ILO do?
  - ILO strives to embed measures of recognition of qualifications and certification in the wider context of training and educational systems
  - Improving governance of migration of professionals and skilled personnel in the health sector (Philippines, Vietnam and India) through the development of a system for skills testing and certification for main countries of destination in the EU
  - Improving regional collaboration on labour migration in ASEAN and SADC through tripartite consultations; development of regional labour migration policy in SADC which will also guide national policies.

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### Should the ILO:

- Develop job descriptions and training requirements for low-skilled occupations for inclusion in bilateral or multilateral agreements, building upon ISCO-08?

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### Thank you.

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Nisha

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### b) Presentation By Dr. Lum

European University Institute | ROBERT SCHUMAN CENTRE FOR ADVANCED STUDIES | MIGRATION POLICY CENTRE

## A case study of a low-skilled migration pathway in Italy

[www.sipacnet.eu/migrationpolicycentre.eu](http://www.sipacnet.eu/migrationpolicycentre.eu) | MPC

European University Institute | ROBERT SCHUMAN CENTRE FOR ADVANCED STUDIES | MIGRATION POLICY CENTRE

## General Policy Framework

- Non-EU migration in Italy, particularly, low-skilled migration, is regulated by "flussi" (flow) decrees that determine annual quotas for three main categories of workers: seasonal, non-seasonal (often divided into occupational sub-quotas), and the self-employed. The legal basis for quotas was first established in 1990 and operationalised in 1998 with the "Turko-Napolitano" Law.
- Within these quotas, a certain number are reserved for specific nationalities that have signed bilateral agreements with Italy in the area of migration management (ex: readmission, border control)

[www.sipacnet.eu/migrationpolicycentre.eu](http://www.sipacnet.eu/migrationpolicycentre.eu) | MPC



European University Institute ROBERT SCHUMAN CENTRE FOR ADVANCED STUDIES MIGRATION POLICY CENTRE

## 2013 Decreto Flussi

- 30, 000 seasonal workers can be recruited from a certain list of nationalities, including India (other South Asian nations include Pakistan and Sri Lanka)
- 2000 for 'autonomous' workers such as businesspeople, professionals, artists etc
- 100 for workers of Italian origin from South America
- 11, 750 for conversions from one residence permit to another

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## Theory/practice

- In theory, the quota system is designed for workers based overseas and sponsored by an Italian employer, who can also be a non-Italian national resident in Italy
- In practice, the vast majority of workers hired are already present in Italy and use the quota system to 'regularise' themselves
- Annual quotas are in part determined by a survey of the business community (excluding agriculture) on labour market demand; however, despite such measures, applications consistently exceed the annual quota in various categories

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## Indian employment in the dairy industry

- In many respects, Indian employment in this sector stands out for not conforming to more general trends in third country national employment in Italy, as well Indian employment trends in other EU countries: the majority of workers in the dairy industry have permanent ("a tempo indeterminato") contracts and live in rural areas, whereas many non-EU workers in Italy are on seasonal or temporary ("a tempo determinato/avventizio") contracts.
- Indian low-skilled workers in other EU countries tend to be concentrated in urban areas

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## Profile of Indian employment in the dairy industry

- Majority Punjabi
- Vast majority of workers are male, but there are a few examples of husband/wife teams working together; in addition, many wives help their husbands in the cow sheds and sacrifice their sleep in order to prepare food during their husband's night shifts
- Most workers have a low level of education

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## How has the dairy industry become an Indian ethnic niche? Structural factors

- The post-war economic boom and expansion of higher education in Italy led many Italian workers to abandon the "cascine" (dairy farms) in favour of better working and living conditions in urban areas; created new aspirations
- Mechanisation of dairy farming reduced the number of jobs available, providing a further stimulus to seeking employment elsewhere
- Cow-milking was considered low in social status
- Result: when old workers retired, native replacements could not be found

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## How has the dairy industry become an Indian ethnic niche? Employer preference

- Interviews with Italian dairy farm employers reveal that Indian workers are preferred over employees from other immigrant groups, such as the Egyptians, because the latter are seen as "conflict-prone", in contrast to Indians who are viewed as more "peaceful"
- Employers exchange information in a very strong informal network. This has created 'ethnic reputations' for different immigrant groups. The positive ethnic reputation of the Indian community is however conditional on their not being assertive at work

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**How has the dairy industry become an Indian ethnic niche?:  
Chain migration**

- Italian dairy employers use their pre-existing employees to find further workers, allowing Indian workers to sponsor family members, as well as members of village and caste-based networks
- Workers recommended by existing Indian employees are perceived as more reliable and "trouble-free", as well as more likely to contribute to a socially cohesive workplace; the costs of hiring are thereby greatly reduced
- Dalit workers interviewed stated that it can be more difficult to learn about job opportunities due to the prior establishment of higher castes in the dairy industry; intercaste solidarity exists, but does not extend to Dalits

[www.silexet.inmml.it/rametroc.eu](http://www.silexet.inmml.it/rametroc.eu) MPC 



**Key challenges**

- Isolation of dairy wives, linguistic barriers, lack of access to the job market
- Social stigma faced by the children of cow milkers at school
- Leaving the ethnic niche; independent business creation is increasing

[www.silexet.inmml.it/rametroc.eu](http://www.silexet.inmml.it/rametroc.eu) MPC 



**Conclusion:**

- Italy is one of the few remaining EU countries whose migration policy officially acknowledges the need for low-skilled workers and creates a legal migration pathway for them
- The EU policy focus on attracting highly-skilled labour should not neglect the structural need across a number of economic sectors for low-skilled workers
- Contrary to assumption, the Indian ethnic niche in the Italian dairy industry has not led to the formation of an "ethnic economy", nor threatened native employment

[www.silexet.inmml.it/rametroc.eu](http://www.silexet.inmml.it/rametroc.eu) MPC 

c) Presentation by Dr. Rajan

**Low-Skilled Migration:  
Lessons from Gulf**

**S. IRUDAYA RAJAN  
CHAIR PROFESSOR  
MINISTRY OF OVERSEAS INDIAN AFFAIRS  
RESEARCH UNIT ON INTERNATIONAL MIGRATION  
CENTRE FOR DEVELOPMENT STUDIES**

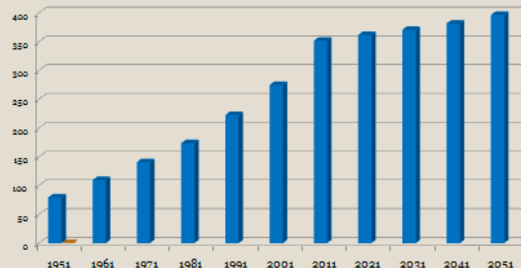
**Outline of the presentation**

- Importance of low skilled Migration in the context of demographic dividend
- Low-skilled migration and remittances
- Lessons from the Gulf
- Before departure
- At destination
- After Return

### Demographic Profile of Youth in India, 1951-2051

Year	Proportion of youth to total population	Annual growth rate of 15-29 age group
1951	22.01	
1961	25.01	0.03
1971	25.65	2.47
1981	26.08	2.1
1991	26.56	2.5
2001	26.65	2.08
2011	29.04	2.48
2021	26.41	0.28
2031	24.31	0.25
2041	22.88	0.29
2051	22.06	0.38

### Youth Population in India (in Millions), 1951-2051



### Educational Attainment of Youth, 2001 Census

Over one quarter of the Indian youth population are illiterate which suggests that they did not possess the educational capability to plan their future or gainfully contribute to the country's future

One in five youths in India completed 10 years of schooling

One in 10 completed 12 years of schooling

Only 15 million out of a total 273 million youth completed graduate education in India

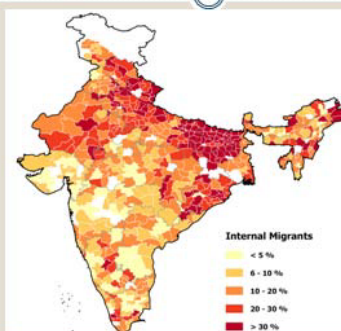
### Employment Status Among Youth, 2001 Census

Classification of work	Total population			15-29		
	Total	Male	Female	Total	Male	Female
Main workers	30.4	45.1	14.6	36.0	52.6	18.1
Marginal workers	8.7	6.6	11.0	13.3	11.3	15.5
Non-workers	60.9	48.3	74.4	50.7	36.1	66.4
	100.0	100.0	100.0	100.0	100.0	100.0
Unemployed	35.1	52.8	23.8	58.7	86.5	38.9

### Youth Migration in India by Sex, 2001 Census

	Total (millions)	Male (millions)	Female (millions)
Total migrants in India	315	93	221
Youth migrants in India	92	25	66
Percentage of youth migrants to total migrants in India	29	27	30

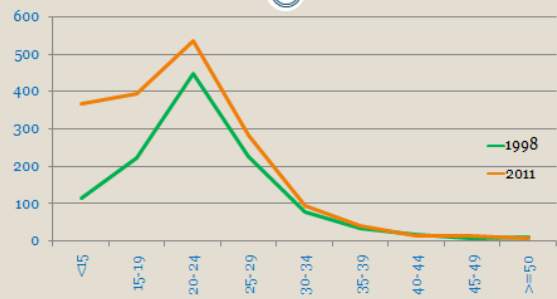
### Number of Internal Migrants per 100 Households in India, NSS-64, 2007-08



### Evidence from Kerala Migration Survey (KMS)

- In 2008 and 2011, KMS covered 15,000 households at district and taluk level
- Around 70 % youth in internal migration in 2011
- Median age to migrate is 21 (males) and 19 (females)
- 31.1% were degree holders whereas 57.7% were secondary passed but without degree.

### Age Distribution of Internal Migrants, 1998 and 2011



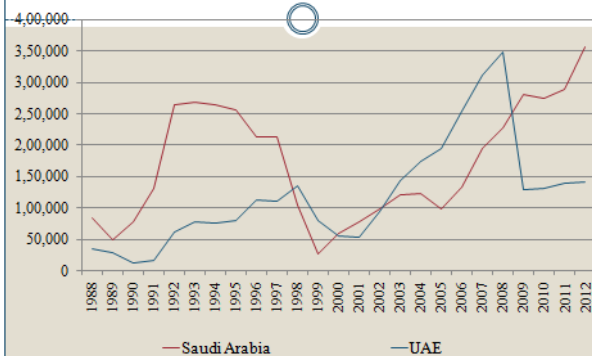
### Link between Internal and International Migration

- Kerala: Started as a state with sending people to other states in India, later become one of the major states in India with the highest emigrants
- Future: Uttar Pradesh may emerge as the state with the highest emigrants
- India: 400 million internal migration
- 12 million international migrants – 6 million in the Gulf – about 2 million in the UAE, followed by Saudi Arabia (1.5 million), Oman, Kuwait and Qatar – about 4 lakhs – UK has about 7 lakhs

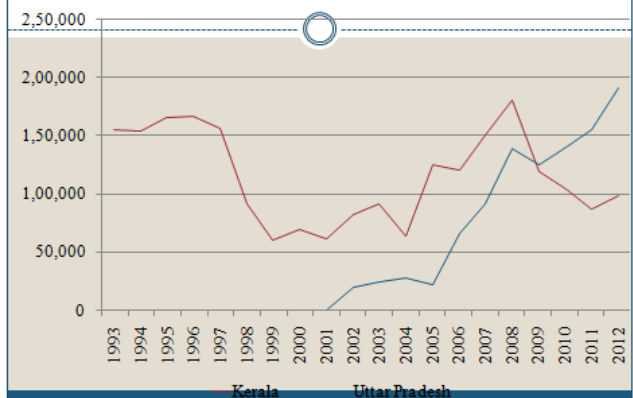
### Estimate of low-skilled migrants from India

- India: 12 million
- Kerala (2011): 2.3 million; < 10 years of schooling: 1.4 million and > 10 years of schooling: 0.9 million
- India: < 10 years of schooling = low 7 million – High 9 million; > 10 years of schooling: between 3 to 5 million
- India: 71 billion US \$ (inflows)
- Out flows: Saudi Arabia – 29 billion US \$; UAE (no data)

### Labour outflows from India by destination 1988-2012



### Workers Granted Emigration Clearance by Major States, 1993-2012





### Lessons from Gulf

- Pre-departure: skills training and skill up gradation and also initiate new short terms skill training course required for Europe
- Pre-departure training – language skills and financial literacy
- Cost of migration – about 2000 US \$
- Signed contract before leaving – salaries and other non-wage benefits, medical insurance and other benefits

### Lessons from Gulf

- At destination: Strengthening the Labour attaches in the Indian Embassies
- Reviewing the bi-lateral agreements
- Know little about living and working conditions
- Our research in Gulf – UAE, Saudi Arabia, Qatar, Bahrain, Kuwait – promised salaries not paid, salaries delayed/denied, cost of sending remittances, health problems, overwork and 10 to 12 persons in one room

### Lessons from the Gulf

- Return Migration – low-skilled migration – most of them return
- Our estimates for Kerala: 1.2 million and the same methodology, India has about 3 million return emigration
- Most of them return at young age – need to rehabilitate them through special program and also sustainable income after return (poverty) through insurance and welfare fund
- NRI – Return migrants – vote bank

**THANK YOU**

d) Presentation by Dr. Timothy

### Low Skilled Migration from India to EU: Skills and Certification from the Perspective of Indian Labour Market

Rakhee Timothy  
V.V. Giri National Labour Institute

Presentation to the Conference  
India—EU Migration and Mobility: Prospects & Challenges

India Centre for Migration, MOIA  
17 October, 2013

### The Context

- Need to situate migration of low skilled workers in a positive and futuristic perspective
- It entails addressing skills at two levels:
  - Conceptual
  - Standards and Accreditation
- Significant to differentiate issues related to low skilled migration according to different migration corridor



### The Context

- Low skilled migration also needs to be examined from the perspective of:
  - technology transformations
  - related changes in skill pyramids of occupational categories
- Managing low skill migration with 'value addition to a migrant' as its pivot will make it migrant centric
- Migration of low skilled workers need to be located within the labour market dynamics of sending and receiving countries

### General Education Level of Labour Force (15-59 yrs), 2009-10

	(%)
Not literate	29.1
Literate without formal schooling	0.5
Primary	23.7
Middle	17.6
Secondary	12.2
Higher secondary	6.8
Diploma/Certificate course	1.4
Graduate	6.5
Graduate & above	2.2
Total	100.0

Source: NSSO Rounds on Employment and Unemployment, 2009-10

### Technical Education of Labour Force, 2009-10 (UPSS, 15-59 yrs)

Technical Education	Percentage
Technical degree (agriculture/engineering/ technology/ medicine, etc.)	18.5
Diploma or Certificate (Graduate and above level)	26.8
Diploma or Certificate (below graduate level)	54.7

Source: NSSO Rounds on Employment and Unemployment, 2009-10

Percentage of Labour Force with technical education is merely 2.45 %

#### Figure A: Vocational Training of Labour Force, 2009-10 (%)

#### Figure B: Method of Non Formal Vocational Training of Labour Force, 2009-10 (%)

Source: NSSO Rounds on Employment and Unemployment, 2009-10

### Skill Composition of Workers in India, 2014-15: Projected

High Skill	Medium Skill	Low Skill
Physical, mathematical and engineering science professionals (2 to 2.3 million)	Overseas and technicians in civil and mechanical engineering (0.86 to 1.1 million)	Spinners, weavers, knitters, dyers and related workers (7 to 9 million)
Physicians and surgeons, (Allopathic) (0.6 to 0.9 million)	Nurses, health assistants and related workers (0.5 to 0.7 million)	Tailors, dress makers, sewers, upholsterers (10.5 to 13.5 million)
Corporate managers, executives (1.2 to 1.5 million)	X-Ray Technicians, ophthalmologists & opticians, physiotherapists and occupational therapists (0.16 to 0.22 million)	Machine and electric fitters, instrument makers, electronic workers etc. (9.6 to 11.2 million)
Production workers: Metal processors (0.7 to 0.9 million)	Teachers: Higher Secondary & High School (2.5 to 3 million)	Artisans-carpenters, stone cutters, Blacksmiths, tool makers and operators etc. (12.5 to 16 million)
Hospitality workers, managers, senior executives (1 to 1.5 million)	Medium industries' managers, executives (1.5 to 2 million)	Production workers: equipment operators oiler and greaser, material handling, transport equipment operators (16 to 20.5 million)
	Hospitality workers, house keepers, matrons and stewards (1.5 to 2.5 million)	Sales workers: merchants, agents, salesman etc. (12 to 15 million)
		Construction workers (24 to 36 million)

### Skill Requirement by Occupational Categories in Selected EU Countries (in per cent)

Source: Cedefop

### Key Features of Curriculum of Low Level Skill Certified Construction Worker

India	Developed & Accredited by City & Guilds
Trade Centric	Trade one of the key component of curriculum
Less emphasis on behavioural skills, IT, numerical skills	Emphasis on key skills such as communication, problem solving IT, team work, health & safety
Low duration of apprenticeship	Linkage between general education and vocational education
Limited interface with industry in workshop management	Strong interface with industry and hence on apprenticeship
Training more geared for labour intensive construction	Training more geared for capital intensive construction

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### Migration of Low Skilled Workers: Policy Issues

- There is going to be a persistent demand for low skilled labour in the EU, at least in the medium term
- Unfortunately, on both sides there is an absence of a coherent and focused policy for management of low skilled labour migration.
- Need to improve harmonization of employment and migration policies
  - A pre requisite would be to develop labour market information system, conduct future skill needs assessment studies and formulate domestic skill policies to match this demand

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### Migration of Low Skilled Workers: Policy Issues

- There is a need to evolve National Qualification Framework in accordance with internationally accredited standards
- On the part of major labour receiving countries in the EU, there needs to be better cooperation to address issues concerning low skilled labour migrants.
  - Polices in receiving countries need to recognise that there is a demand for low skilled workers in medium and long term
  - Address social security needs of low/medium skill workers

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**Thank You**

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**Session 3**

a) Presentation By Ms. Tanu M. Goyal

## Movement of People between India and the EU: An Analysis of Mode 4 Commitments



Presented at International Conference on India-EU Migration and Mobility: Prospects and Challenges, 17-18<sup>th</sup> October, 2013, The Ashok Hotel, New Delhi

## A Background

- Movement of natural persons is covered in 'trade in services' under Mode 4 – key mode of service delivery
- GATS Article 1 defines Mode 4 as "supply of services by a service supplier of one Member, through presence of natural persons of a Member in the territory of any other Member"
- Definition extends to independent service providers, self-employed and foreign individuals employed by foreign companies established in the territory of a WTO Member State
- Only covers 'temporary movement of natural persons' – does not cover employment 'seekers', measures related to citizenship, residence or employment on permanent basis

## Mode 4 and India and the EU

- Presence of trade complementarity in Mode 4
- Demand-supply imbalance in skilled workforce in the EU – changing demographic profile leading to labour shortages
- EU has been importing low-skilled labour like childcare and home-care workers from developing countries – shift in demand patterns to high-skilled workers with technological development
- India has large supply of inexpensive labour – high skilled workers moving to the UK and the US
- India and the EU are negotiating a Broad-based Trade and Investment Agreement (BTIA) – Mode 4 is a key area of negotiation
- Mode 4 is one of the least liberalized modes of service delivery in the WTO

## Comparison of India and the EU's Offer in the WTO

Covered all four categories of Service Supplier but definition and coverage varies...

Category of Service Supplier	India's Revised Offer	EU's Revised Offer	Comparison of Definition[s]
Business Visitors	180 days	90 days	The definition followed by India and the EU is similar
Intra-corporate Transferees	Five years	Three years for managers and specialists and 12 months for graduate trainees	India covers managers, executives and specialists while the EU covers managers, specialists and graduate trainees. India allows for decision-making powers and representation in board to foreign service providers. This is not offered by the EU. The EU defines Specialists as persons with 'uncommon knowledge'.
Independent Professionals	One year	Six months in any 12-month period	The EU has imposed more stringent conditions. It requires the IP to have at least six years professional experience in the sector. The EU has offered access in more number of services compared to India. In the EU, commitments are subject to numerical ceiling in some EU Member States.
Contractual Service Suppliers	One year	Six months in any 12 month period	The EU has imposed more stringent conditions, requiring the person to be an employee of the company supplying the service for at least the year immediately preceding such movement and should have at least three years professional experience in the sector. In addition, in the EU, commitments are subject to numerical ceiling. The EU has offered access in more number of services compared to India

## Sector Specific Commitments

- India has offered more liberal sector-specific commitments under Mode 4
- One of the biggest issues in the EU – not a single market for services
- Hong Kong Ministerial (2005)– Plurilateral Negotiations
- India was the coordinator while the EU was target market
- India aimed to improve the offers in CSS and IP and delink them from Mode 3

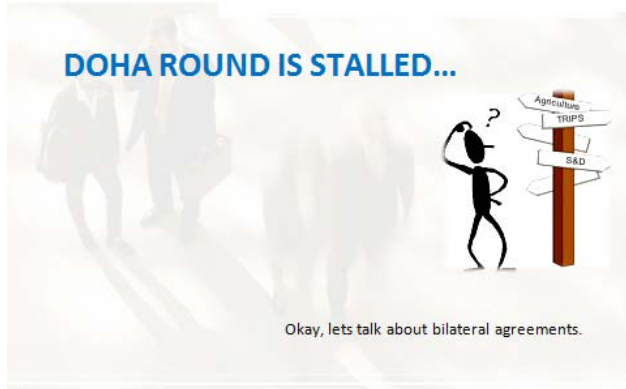
	France – Nationality and language requirement
	Denmark – Nationality and language requirement
	Spain – Nationality and language requirement
	Cyprus – Computer and related services and management consultancy services are unbound
	Lithuania – Computer and related services are unbound for CSS and IP
	Latvia – Computer and related services are unbound for CSS

## Requests to Each Other

- India has made more extensive demands compared to the EU
- India's Revised Offer to the WTO is one of the best and Mode 4 offer is most comprehensive – covers not only concrete suggestions to further liberalization but also administrative procedures (Winters et. al. 2003)

 <b>India's Request</b>	<ul style="list-style-type: none"> <li>• Mode 4 to be de-linked from commercial presence</li> <li>• Visa system to ensure Horizontal and sectoral commitments are undertaken and multiple-entry Visa for professionals (may be a special category of visa called the GATS Visa)</li> <li>• Allow inter-firm labour mobility, remove economic need test and other necessity tests</li> <li>• Increase duration of stay</li> <li>• Remove quantitative restrictions, numerical quota, discriminatory taxes</li> </ul>	 <b>EU's Request</b>	<ul style="list-style-type: none"> <li>• Expand scope and coverage to include more categories of high-skilled service suppliers</li> <li>• Remove economic need test</li> <li>• Proponent of Mode 3 liberalization</li> </ul>
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## India, EU and Bilateral Agreements

- WTO GATT Article XXIV allows for free trade agreements
- India has four comprehensive agreements including services
- Compared to India, the EU's agreements are more comprehensive – go beyond the scope of the WTO
- Four agreements are analyzed – India Korea CEPA, India-Singapore CECA, EU-Korea FTA and EU-CARIFORUM EPA
- These are the most comprehensive agreements and the best offers made by the two economies under Mode 4 – good benchmarks
- Basis for comparison – architectural design (Fink and Molivenuevo 2008), Horizontal and Sector-Specific Commitments

## Architectural Design

- Both India and the EU follow GATS style definition for defining Mode 4
- Both have separate chapter on Movement of Natural Persons highlighting scope, definition and duration of stay of different categories of service suppliers
- India has covered Movement of Natural Persons under the Chapter on Trade in Services (Mode 4) under Horizontal Commitments and Sector Specific Commitments – dual coverage
- India follows a GATS-style hybrid approach in the Trade in Services chapter for scheduling its commitments – positive list of sectors and negative list of commitments
- India lists the restrictions in Mode 4 as Market Access and National Treatment limitations
- EU has mixed approach – under Mode 4 it follows a negative list
- EU has different schedules for different categories of service suppliers – India and the EU have different approach

## Definitional Comparison

- Definitions are different than the WTO
- Overall, India has covered more categories and given far liberal commitments
- India has extended its definition of business visitors in bilateral agreements and has imposed additional conditions on ICT and CSS
- Covered 127 professional categories with Singapore and 163 with Korea under IP. Degree can be attained in either party
- EU-Korea does not cover CSS and IP while with CARIFORUM, EU has deferred the application of commitments
- Additional conditions experience requirements are imposed on ICT

## Commitments under Bilateral Agreements

- EU has imposed greater Horizontal limitations – ENT and quota restrictions in Bulgaria and Hungary for ICT
- Finland, France, Romania, etc. nationality and residency requirements for Managing Director and auditors
- In India, no commitments are given in a large number of sectors – taxation advisory services, distribution services, etc and business services are subject to license requirement and numerical ceiling in India-Singapore agreement
- In the India-Korea agreement India has made significant improvements – there are no conditions on foreign service providers
- India-Korea agreement is by far India's best offer
- EU is more restrictive than India – ENT, nationality and residency requirement in large number of sectors

Type of Service Supplier	EU-Korea FTA	India-Korea CEPA	India-Singapore CECA	EU-CARIFORUM EPA
Business Visitor	90 days	150 days	Two months which can be extended to one month with a five-year multiple entry visa	90 days
Independent Professional	No commitments	One year	One year	Six months
Contractual Service Supplier	No commitments	One year	Initial period 90 days extendable for a period of 90 days	Six months
Intra-corporate Transferees	Three years for managers and specialists and 12 months for graduate trainees	One year extendable till five years	Initial period two years extendable for periods of up to three years for a total term not exceeding eight years	Three years for managers and specialists and 12 months for graduate trainees

## Further Provisions

- Need for developing disciplines on domestic regulations for mutual recognition of qualifications and standards
- India is negotiating MRA with Singapore covering dentistry, nursing, architecture, accountancy, etc
- In the EU there is need for MRA between Member States
- Need for common procedure for recognition of qualification – implementation of services directive and directive on recognition of professional qualifications
- India has provisions for allowing spouses and dependents to work
- In general, negative list is better than positive list for scheduling commitments, yet India's commitments in Mode 4 are better than the EU

## Implications for India-EU BTIA

### Likely Architectural Design and Commitments – Temporary Movement

- The agreement will only cover short-term skill movement and not migration issues
- There are differences in scope and coverage – negotiations can be complex
- Separate chapter on movement of natural persons – India could still have a dual coverage
- Coverage of all four categories of service suppliers
- Could cover both high-skilled and skilled professionals category
- It is unlikely that India will provide a list of professionals under IP – the skill requirements in the EU varies
- MRA with individual Member States rather than the EU

## Implications for India-EU BTIA Contd.

- EU seems to trade off Mode 4 commitments for greater Mode 3 access
- India will ask the EU to remove country-specific barriers – ENT, nationality and residency requirement – this can be done of reciprocal basis
- Discussing numerical quota of 40000 workers who can enter the EU for up to 12 months and work in 25 services sectors – subject to negotiations
- India can secure commitments in specialized skills such as chefs and nurses
- Commitments made in categories like students and trainees will be beneficial for India
- Possibility for spouses or dependents to work – bone of contention?

## Some Suggestions

- Better data collection mechanism – no official record of temporary movement
- Follow standard occupational classification for professional categories: ILO or WTO
- Services integration in the EU and Implementation of Directives on recognition of professional qualification, framework for intra-corporate transferees
- Regulatory reforms in India – particularly in Mode 3 to improve the bargaining positions

## THANK YOU

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Full version of the paper is available at:

<http://www.india-eu-migration.eu/media/CARIM-India-2013-16.pdf>

[http://www.iimb.ernet.in/research/sites/default/files/WP%20No.%20396\\_0.pdf](http://www.iimb.ernet.in/research/sites/default/files/WP%20No.%20396_0.pdf)

Presentation by Prof. Binod Khadria

**Session III:  
High-skilled Migration:  
Portability of Skills and Benefits for  
Circulation**

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"India – EU Migration and Mobility: Prospects and Challenges"  
17th - 18th October, 2013  
The Ashok Hotel  
New Delhi  
Organised by  
India Centre for Migration

## Circulation of the Highly Skilled to India

- At the turn of the century, when the IT bubble burst in the wake of the American recession, hordes of NRI professionals lost their H-1B visa contracts in the US and **were forced to return home to an uncertain career in India.**
  - The positive outcome emerged when opportunities of **employment** multiplied within India with the emergence of the offshore BPO industry.
1. Ironically, this was the beginning of giving high-skilled return migration the new name of **BRAIN GAIN.**
  2. Obviously it was assumed that the **Skills Embodied in the Returnees were PORTABLE.**
  3. This in turn led to the idea of **CIRCULAR MIGRATION** stemming the **Brain Drain in Origin Countries.**

### Portability of Skills: An Unknown Variable

- Whereas there is a lot of talk about **circulation** of high-skilled people, presently being incorporated in the immigration policy reforms in the EU countries,

there is **NO EVIDENCE** about the quantity and quality of human capital flowing back home to countries like India.

- In other words,

Portability of Skills has remained an unknown variable in high-skilled migration.

### No Evidence of Portability of Skills reflected in Indian Labour Productivity after Circulation (2008/2009)

Best From (2008)	Country	Labour Productivity GDP/Employm Per Hour (2008)	Health, Safety and Environment "Improvements" (2008/09)	Total Responsibility: Prime Concern (2008)	Best From (2009)	Country	Labour Productivity GDP/Employm Per Hour (2009)	Health, Safety and Environment "Improvements" (2008/09)	Total Responsibility: Prime Concern (2009)		
1	USA	475	8.0	28	1.0	1	USA	475	8.0	28	1.0
18	GERMANY	328	6.0	28	6.6	18	GERMANY	328	6.0	28	6.6
10	JAPAN	323	6.0	8	6.0	10	JAPAN	323	6.0	8	6.0
28	UK	288	6.0	18	6.0	28	UK	288	6.0	18	6.0
26	FRANCE	275	6.0	11	6.0	26	FRANCE	275	6.0	11	6.0
13	ITALY	263	6.0	11	6.0	13	ITALY	263	6.0	11	6.0
11	SPAIN	255	6.0	18	6.0	11	SPAIN	255	6.0	18	6.0
29	INDONESIA	251	6.0	28	6.0	29	INDONESIA	251	6.0	28	6.0
27	NETHERLANDS	247	6.0	18	6.0	27	NETHERLANDS	247	6.0	18	6.0
25	SOUTH AFRICA	243	6.0	18	6.0	25	SOUTH AFRICA	243	6.0	18	6.0
23	NEW ZEALAND	241	6.0	18	6.0	23	NEW ZEALAND	241	6.0	18	6.0
22	SWITZERLAND	239	6.0	18	6.0	22	SWITZERLAND	239	6.0	18	6.0
21	AUSTRALIA	237	6.0	18	6.0	21	AUSTRALIA	237	6.0	18	6.0
20	SCOTLAND	235	6.0	18	6.0	20	SCOTLAND	235	6.0	18	6.0
19	IRELAND	233	6.0	18	6.0	19	IRELAND	233	6.0	18	6.0
17	FINLAND	231	6.0	18	6.0	17	FINLAND	231	6.0	18	6.0
16	NETHERLANDS	229	6.0	18	6.0	16	NETHERLANDS	229	6.0	18	6.0
15	NETHERLANDS	227	6.0	18	6.0	15	NETHERLANDS	227	6.0	18	6.0
14	NETHERLANDS	225	6.0	18	6.0	14	NETHERLANDS	225	6.0	18	6.0
12	NETHERLANDS	223	6.0	18	6.0	12	NETHERLANDS	223	6.0	18	6.0
9	NETHERLANDS	221	6.0	18	6.0	9	NETHERLANDS	221	6.0	18	6.0
8	NETHERLANDS	219	6.0	18	6.0	8	NETHERLANDS	219	6.0	18	6.0
7	NETHERLANDS	217	6.0	18	6.0	7	NETHERLANDS	217	6.0	18	6.0
6	NETHERLANDS	215	6.0	18	6.0	6	NETHERLANDS	215	6.0	18	6.0
5	NETHERLANDS	213	6.0	18	6.0	5	NETHERLANDS	213	6.0	18	6.0
4	NETHERLANDS	211	6.0	18	6.0	4	NETHERLANDS	211	6.0	18	6.0
3	NETHERLANDS	209	6.0	18	6.0	3	NETHERLANDS	209	6.0	18	6.0
2	NETHERLANDS	207	6.0	18	6.0	2	NETHERLANDS	207	6.0	18	6.0

### ...and what is not a primary concern is...

...and NOT  
The Portability of Skills  
  
back to  
  
The Country of Origin

### Indian Labour Productivity Prior to Circular Migration (1999/2000)

Best From (2008)	Country	Labour Productivity GDP/Employm Per Hour (2008)	Health, Safety and Environment "Improvements" (2008/09)	Total Responsibility: Prime Concern (2008)	Best From (2009)	Country	Labour Productivity GDP/Employm Per Hour (2009)	Health, Safety and Environment "Improvements" (2008/09)	Total Responsibility: Prime Concern (2009)		
1	USA	475	8.0	28	1.0	1	USA	475	8.0	28	1.0
2	NETHERLANDS	328	6.0	28	6.6	2	NETHERLANDS	328	6.0	28	6.6
3	JAPAN	323	6.0	8	6.0	3	JAPAN	323	6.0	8	6.0
4	UK	288	6.0	18	6.0	4	UK	288	6.0	18	6.0
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10	NETHERLANDS	243	6.0	18	6.0	10	NETHERLANDS	243	6.0	18	6.0
11	NETHERLANDS	241	6.0	18	6.0	11	NETHERLANDS	241	6.0	18	6.0
12	NETHERLANDS	239	6.0	18	6.0	12	NETHERLANDS	239	6.0	18	6.0
13	NETHERLANDS	237	6.0	18	6.0	13	NETHERLANDS	237	6.0	18	6.0
14	NETHERLANDS	235	6.0	18	6.0	14	NETHERLANDS	235	6.0	18	6.0
15	NETHERLANDS	233	6.0	18	6.0	15	NETHERLANDS	233	6.0	18	6.0
16	NETHERLANDS	231	6.0	18	6.0	16	NETHERLANDS	231	6.0	18	6.0
17	NETHERLANDS	229	6.0	18	6.0	17	NETHERLANDS	229	6.0	18	6.0
18	NETHERLANDS	227	6.0	18	6.0	18	NETHERLANDS	227	6.0	18	6.0
19	NETHERLANDS	225	6.0	18	6.0	19	NETHERLANDS	225	6.0	18	6.0
20	NETHERLANDS	223	6.0	18	6.0	20	NETHERLANDS	223	6.0	18	6.0
21	NETHERLANDS	221	6.0	18	6.0	21	NETHERLANDS	221	6.0	18	6.0
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23	NETHERLANDS	217	6.0	18	6.0	23	NETHERLANDS	217	6.0	18	6.0
24	NETHERLANDS	215	6.0	18	6.0	24	NETHERLANDS	215	6.0	18	6.0
25	NETHERLANDS	213	6.0	18	6.0	25	NETHERLANDS	213	6.0	18	6.0
26	NETHERLANDS	211	6.0	18	6.0	26	NETHERLANDS	211	6.0	18	6.0
27	NETHERLANDS	209	6.0	18	6.0	27	NETHERLANDS	209	6.0	18	6.0
28	NETHERLANDS	207	6.0	18	6.0	28	NETHERLANDS	207	6.0	18	6.0
29	NETHERLANDS	205	6.0	18	6.0	29	NETHERLANDS	205	6.0	18	6.0
30	NETHERLANDS	203	6.0	18	6.0	30	NETHERLANDS	203	6.0	18	6.0

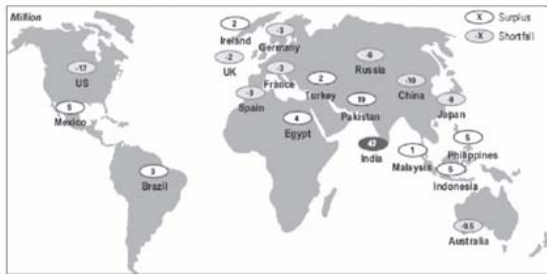
### The Primary Concern in Circular Migration Policy is...

It is the RETURN MIGRATION aspect  
of  
Temporary Migration  
  
which has been the Variable of  
Prime Concern  
in  
Circular Migration.

### Policy Trends in High-skill Migration

"Migration policy in receiving countries reflects greater selectiveness, favouring the admission of skilled migrants who meet specific labour needs...." [UN, 2006] and send back those who don't.

This is because, in the Global North, a potential skill shortage is predicted in the Working Age Group, by 2020



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### The Paradigm of "Hubs & Hinterland" is undergoing change:

- As HUBS of Migration, Developed countries PUSH out the migrants unnoticeably:
  - "Fortress Europe" opening up with a "Blue Card" but no promised permanency of residency like the "Green Card";
  - Liberal US gearing up to cap H-1B Temporary Immigrants in its Comprehensive Immigration Reforms Bill 2013 which is pending before the House of Representatives.
- As HINTERLAND of Migration, Developing countries are enthusiastic to PULL in the returnees:
  - "Brain Drain", to "Brain Bank" to, "Brain Gain"

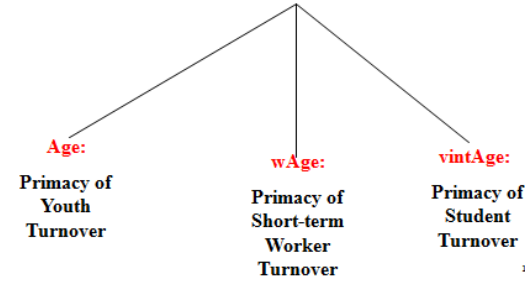
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### The Veiled Truth: Destination Countries "Circulate the Migrants"; Each Migrant Does not Circulate!

- **Compulsory Return** - Permanent settlement is not allowed, e.g. in the West-Asian GCC countries, but this applies mostly to low-skilled migrants.
- **Induced Return** - Temporary migration of the highly skilled is incorporated in Circular Migration Policy, e.g. in the EU countries.

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### A Destination Country Benefits from "Circulating the Migrants"



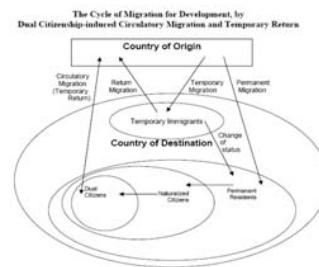
12

### How does "Circulation of the Migrants" Benefit the Destination Countries?

- The three advantages are derived primarily through higher migrant turnover in-built in Circular Migration Policy – involving Return Migration.
- The advantages are operationalised by
- (a) bringing in younger migrants to correct the age-structural transition (AST) bias in their ageing population,
  - (b) keeping the wage and pension commitments low by replacing older and long-term migrant workers with younger and short-term ones, and
  - (c) stockpiling latest vintage of knowledge and skills embodied in younger cohorts of tertiary students, which are ironically financed by what I have called the "silent backwash of remittances" as high overseas student fees.

13

### Optimization of "A Migrant's Circulation" contra "Circulation of the Migrants"

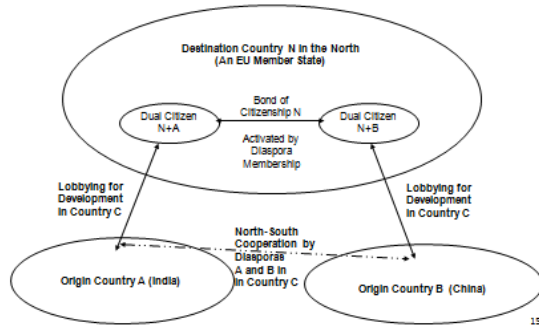


Source: Conceived and drawn by the author.

14



### Portability of Skills Beyond Host and Home Countries: Benefits for Circulation in a “TcD” Model



15

### Deconstructing the Age-old Phrase!

- ❑ Old wine tastes good! **The bottle does not matter.**  
But which of the stakeholders would BENEFIT – is the question:  
Origin **OR** Destination **OR** Migrant?
- ❑ New wine needs to be matured! **The bottle matters.**  
So, shouldn't the Bottle of Naturalization be Modified - For Circular Migration to Benefit all three stakeholders:  
Origin **AND** Destination **And** Migrant?

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**Thank you**

### Concluding Remarks

The topic I suggested for my presentation was:  
**“Putting Old wine in New Bottle or New wine in Old Bottle:  
 Optimizing Circularity Between  
 Temporary Migration and Naturalization?”**

- ❑ I basically asked myself two alternative questions:

1. Is Temporary Migration the OLD WINE  
 - which **has been** cast in the new bottle of Circular Migration?

**OR**

2. Is Circular Migration the NEW WINE  
 - which **ought to be** cast in the old bottle of Naturalization?

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### A New Tool for Governance of Circular Migration is Required

- ❑ As opposed to game-theoretic hide-&-seek moves by countries, as I have argued on several earlier occasions too,

“Equitable Adversary Analysis” (EAA) could be one useful policy tool whereby the ‘Circular migration policy’ considerations in destination countries would be opened to assessment by the stakeholders in countries of origin.

...and vice versa.

For Portability of Skills, this would entail issues like Mutual Recognition of Educational Qualifications and so on, but that would be another discourse...

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b) Presentation by Prof. Wickramasekara

## Mobility of Health Professionals between Asia and Europe: Trends and Issues

International Conference on India – EU Migration and Mobility: Prospects and Challenges, 17 & 18 October, 2013, New Delhi

By  
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## Structure of presentation

- Key messages
- Definitions and scope of discussion
- Health worker migration: key trends and issues; migration options for EU vs. Non-EU health workers
- Impediments to health worker mobility; recognition of qualifications, language issues
- Case for circular migration
- Policy directions

## Key messages

- In focussing on EU options, we must recognize that Asian health professionals migrate in large numbers Gulf countries in temporary/ circular migration contexts
- Immigration policies are the primary determinant of health worker flows – not bilateral agreements/MOUs or codes of conduct or ethical recruitment practices
- For mutually beneficial health professional migrations, two way circulations consistent with migrant rights are essential.
- Countries of destination need more credible policies to optimize the impact of health professional mobility.
- Circular migration is only one of the policy options open to origin and host countries regarding health worker mobility.

## Changing context of Health Professional migration

- Concern about high outflow of health professionals from poor origin countries and development of codes of practice culminating in WHO global code
- Moves for self sufficiency in countries of destination (COD): UK - more medical schools/nurse training
- Global economic crisis and tightening health budgets
- EU expansion from 15 member states to 25 and 27 and free mobility of health professionals within the EU/EEA area.
- Preference from Commonwealth to European Community
- Frequent changes in UK immigration policies.
- Greater supply of HPs supply in countries of origin (COO)
- Less reliance on bilateral agreements/MOUs by CODs

## Directions of Asian health workers migration

- South-North OECD countries
- South-South: e.g. migration to the Gulf countries from India and the Philippines.
  - Bulk are temporary migrants who may return or go to a Western destination.
  - Not strictly circular migration; Out of 17,379 overseas deployed nurses in 2011, 12,922 were deployed to Saudi Arabia (about 74%)
  - Unofficial estimates peg that over 60,000 registered nurses from India work in the Gulf countries (MoHProf National Profile India).
- CARIM study shows: Some promising developments in European countries to expedite work permits and recruitments for IHPs.
- Important to analyse trends to non-Europe destinations following declining role of UK as a destination.

## Definitions of circular migration

- Simply defined, circular migration refers to **temporary movements of a repetitive character either formally or informally across borders, usually for work, involving the same migrants**. By definition, all circular migration is temporary.
  - Different from permanent migration (for settlement), and return migration (one trip migration and return).
- **Spontaneous circular migration** - when migrants from origin countries or the diaspora in destination countries, engage in back and forth movements on their own or voluntarily.
- **Managed or regulated circular migration** programme is one that is governed either by the origin country or destination country or usually by both through bilateral agreements or Memoranda of Understanding (MOUs). Mostly applies to low-skilled migration.
- **Loose use of CM** to refer to recurring migration flows irrespective of whether the same migrants repeat the flows.

## Support for circular migration?

- Global Commission for International Migration – but did not substantiate:
  - "... countries in the developing world stand to make more gains from the temporary and circular migration of their citizens than from their permanent departure".... "States and international organizations should formulate policies and programmes that maximize the developmental impact of return and circular migration" (GCIM 2005: 31).
- Global Forum on Migration and Development: mixed motives
- European Commission
- WHO Code of Practice on the International Recruitment of Health Personnel, 2010
  - 3.8 Member States should facilitate circular migration of health personnel, so that skills and knowledge can be achieved to the benefit of both source and destination countries.
- International Organization for Migration (IOM) – promotion of CM in its 12-point strategy
- Migration Policy Institute, (Washington DC) – promotional material

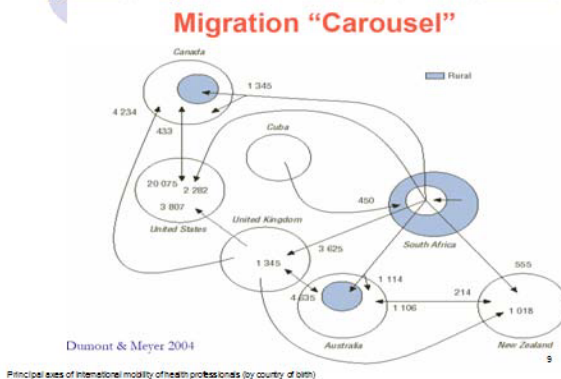
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## Medical migration: Circle or Carousel / Conveyor Belt?

- Dumont and Meyer (2004) described the pattern of migration of health professionals as an international "carousel" that moves health professionals from less developed to more developed countries.
  - E.g. South Africans to UK, UK doctors to Canada; Canadian doctors to USA: vacancies in south Africa being filled by Cuban or other African countries
- When health worker move permanently, it breaks the 'circle': return is not necessarily to home country but to a third country.

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## Migration cycle or carousel?



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## European Commission: Communications on health worker migration

- EU Strategy for Action on the Crisis in Human Resources for Health in Developing Countries, December 2005, COM(2005) 642 final
  - There is a global market for health workers, but it is a distorted market, shaped by global inequality in health care provision and the capacity to pay workers, rather than by health needs and the burden of disease.
- EC Green paper on the European Workforce for Health, 2008
  - "Stimulating Bilateral and Plurilateral agreements with source countries and developing mechanisms for support of circular migration."
- EU Role in Global Health, EC Communication COM(2010)128 final: Brussels, 31.3.2010
- Commission Staff Working Document on an Action Plan for the EU Health Workforce Strasbourg, 18.4.2012 SWD(2012) 93
  - To mitigate the negative effects of migration on fragile health systems, Member States are committed to the 2010 WHO Global Code on the international recruitment of health personnel, currently in its implementation phase. Ethical recruitment under Blue Card directive.

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## The EU Role in Global Health 2010

- On migration, the EU Member States should ensure that their migration policies do not undermine the availability of health professionals in third countries whilst respecting the individual freedom of movement and personal and professional aspirations.
- In this respect, the EU should speed up progress towards the agreed commitments under the European Union Strategy for Action on the Crisis in Human Resources for Health in Developing Countries and contribute to the WHA Code of Practice on the International Recruitment of Health Personnel.
- The EU should facilitate circular migration as a means to mitigate brain drain from countries experiencing such strain
- EU Member States should step up their efforts to ensure that everyone - including migrants- in the EU has access to quality health service without discrimination

European Commission, Communication COM(2010)128 final, 3 March 2010  
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:0128:FIN:EN:PDF>

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## Bilateral agreements and MOUs

- Generally recommended as a good practice to promote mutual benefits.
- In practice, impact limited and follow up.
  - UK agreements with India and Philippines on nurse recruitment: signed in 2003/04 but UK defunct with immigration policy changes.
  - Philippines health worker recruitment agreements with Norway and Spain: Norway agreement terminated six months after its signature due to the political and financial reasons.
  - Spanish agreement - only two nurses were recruited within this agreement in the year of its signature (2006).

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## Bilateral agreements and MOUs

- Bilateral labour agreements
  - UK with India, Spain and the Philippines for nurse recruitment
  - Philippines have health worker specific agreements with Bahrain, Japan, UK, Spain, Norway and latest with Germany
- Memorandum of understanding: MOU. Looser framework.
  - **South Africa-United Kingdom:** Memorandum of Understanding (MOU) on Reciprocal Educational Exchange of Healthcare Personnel between the United Kingdom and South Africa 2003. A good practice; renewed in 2009.
  - provides for the reciprocal exchange of skills and knowledge.
  - promotes the recognition of the qualifications of South African health professionals
  - Provides for return to South Africa with newly acquired skills and experience.

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## Codes of Practice

- **WHO Global Code of Practice on the International Recruitment of Health Personnel 2010**
  - International recruitment of health personnel should be conducted in accordance with the principles of transparency, fairness and promotion of sustainability of health systems in developing countries
  - migrant health personnel enjoy the same legal rights and responsibilities as the domestically trained health workforce in all terms of employment and conditions of work
- **Commonwealth Code of Practice for International Recruitment of Health Workers, 2003**
- **NHS Code of Practice for the International Recruitment of Healthcare Professionals (UK), 1999 (replaced 2001, revised 2004)** 'Forbids active recruitment of health workers from developing countries without a bilateral agreement (list of at risk countries).
- **General issues with codes of practice:** Non-binding; no sanctions for breaches; No incentives for compliance; Poor monitoring. Private sector can bypass.

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## Recognition of skills and qualifications

- Major issue: OECD (2007) in all of the OECD countries considered, almost 50 % on average (or at least 25 %) of high-skilled immigrants were *inactive, unemployed or confined to jobs for which they are over-qualified*. A triple waste.
- Health workers have special problem because the profession is highly regulated, and licensing procedures are complex and costly.
- Some qualifications not simply recognized at destination: Contradiction in points based schemes in Australia, Canada and New Zealand.
- Review of skills matching by Hultin for CARIM; Scandinavian countries – major issue for Indian health workers
- Provincial/state-wide standards- Australia's good practice in introducing national system.
- Language proficiency

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## Approaches to skills recognition

- ILO: three main approaches
- Unilateral arrangements used by a single country to recognize skills of incoming workers;
- Mutual recognition agreements between two or more countries
- Regional integration frameworks within networks of origin and destination countries. European Union, CARICOM, ASEAN

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## ASEAN Mutual Recognition Arrangements for Health Professionals

- Developed under ASEAN Framework Agreement on services
- ASEAN Mutual Recognition Arrangement on Medical Practitioners, 25 August 2008
  - ASEAN Mutual Recognition Arrangement on Dental Practitioners, 26 Feb 2009
  - ASEAN Mutual Recognition Arrangement on Nursing Services, 8 December 2006
  - Minimum 3 years experience for nurses; 5 years for doctors and dentists
  - *Constraints in implementation:* language skills; absence of a comprehensive programme to implement the MRAs; lack of comprehensive databases, research studies on best practices and review of foreign reciprocity; and absence of a coordinating body.

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## UK as a case study of emerging trends

- Described as "Boom and Bust" policies leading to a drastic fall in numbers of health professions outside EU/EEA especially India and the Philippines
  - 1997-2006 Pro-active recruitment
  - Increasing restrictions with point based system.
  - Doctors admitted under Tier 2: training places tied to work permits
  - Bad practice of retrospective provisions for those who migrated under UK Highly Skilled Migrant Programme (HSMP)
  - Currently part of overall migration control policy to reduce non-EU migrants
- Free mobility and circular migration for EU/EEA health professionals only.

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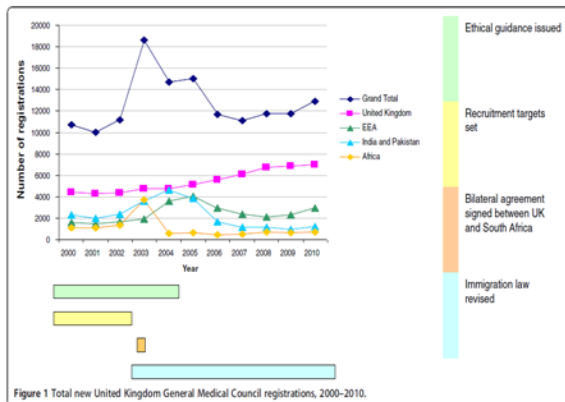


Figure 1 Total new United Kingdom General Medical Council registrations, 2000-2010. Source: reproduced from Blacklock et al. Effect of UK policy on medical migration - a time series analysis of physician registration data. Human Resources for Health 2012, 10:35



Figure 2 Total new United Kingdom General Medical Council registrations from Africa, India and Pakistan, and the European Economic Area. Source: reproduced from Blacklock et al. Effect of UK policy on medical migration - a time series analysis of physician registration data. Human Resources for Health 2012, 10:35

## Circular migration and health workers

- UK initiatives: Medical Training Initiative
- Volunteerism and partnerships
  - Lord Crisp report—2007:
    - Using codes of practice, country-level agreements and other means to shape and manage the migration of health workers and encourage all other developed countries to do the same
    - Continuing to provide, by agreement with developed countries, some training and limited periods of work experience in the UK
    - Creating exchange programmes for training and work experience for UK and developing countries health workers.
  - The Academy of Royal Medical Colleges 2013 statement on *Health Professional Volunteers and Global Health Development*
  - UK All-Party Parliamentary Group on Global Health report (APPG) on Global Health July 2013
- Volunteerism is limited and needs to be coupled with migration and training opportunities for health professionals from origin countries for best impact.

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## UK – Medical Training Initiative

- Designed to provide short-term training opportunities for selected postgraduate medical specialists from developing countries within the National Health Service.
- Operates under Tier 5 of the points based immigration system of the (former) UK Border Agency: cap at 750
- Academy of Medical Royal Colleges co-ordinates.
- Maximum of 2 years in UK and return to home country
- Small numbers; in Nov. 2012, 427 MTI doctors came from 34 different countries, top three countries being: Sri Lanka – 104; India – 98; and, Egypt – 39 (Howard 2012).
- Limited scheme with limited duration and limited scope for training. 'Medical Workforce Initiative'.
- UK Border Agency proposal to reduce duration to one year and prevent family union. Not accepted.

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## Policy Directions

- Credible immigration policies in destination countries:
  - Greater transparency and respect for international instruments and WHO code : EU guidelines
- Documenting IHP contributions; addressing skill recognition & brain waste
- Respect for rights of IHPs: equal treatment and non-discrimination .Art. 4.5 of the WHO Global Code of Practice :
  - UK recent complaints about pass rates of non-EU doctors
- Effective collaboration between COO and CODs;
  - Technical assistance; support COO medical training; more opportunities for circulation including diaspora health professionals in these initiatives
  - Two way flows between COO and COD through voluntary & partnership initiatives
- Addressing brain drain issues and retention policies
- Promotion of social dialogue:

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## Policies and strategies - India

- Addressing brain drain of health professionals: recent moves by the Ministry of Health: compliance with WHO code and respect for migrant rights.
- Explore EU labour markets other than UK: exploitation of the blue card scheme; Germany from 2012; Potential in Scandinavian countries (Carim study)
  - Philippines-Germany Agreement concerning the placement of Filipino health care professionals (March 19, 2013)
- Promote other destinations; ASEAN, Australia, Canada, USA, Gulf countries
- Work towards mutual recognition of medical degrees.
- Explore medical student exchange programmes and scholarships for Indian medical students for study in the EU

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## Session 4

### a) Presentation by Mr. Mathias Themel

India – EU Migration and Mobility: Prospects and Challenges

"European Perspectives on Student Migration and Mobility"

Presented by Mathias Themel, Delegation of the EU in India  
October 18<sup>th</sup>, 2013




### India participation in Erasmus

- From 2004 to 2013, nearly **3400 Indian students, fellows, scholars and university staff** have benefitted from Erasmus Mundus scholarships, bringing them to at least one European country for academic exchange.
- More than **50 Indian universities** partnered with European universities for the facilitation of academic mobility under Erasmus Mundus.
- This makes **India the most successful third-country** participant in Erasmus.

### EU HE policy: context

- Demand** for higher education globally **expected to grow** from 99m students to 414m in 2030
- Higher education at the heart of **Europe 2020 Strategy**: knowledge-based economy
- Europe needs to **capitalise on its reputation** for top quality higher education to **keep its attractiveness**
- European frameworks**: Bologna process; programmes such as Erasmus, Tempus, Erasmus Mundus & Marie Curie; transparency tools such as ECTS and EQF ⇒ **Europe most advanced region in terms of transparency and recognition of learning**
- International mobility**: Europe attracts 45% of currently 4 million internationally mobile students

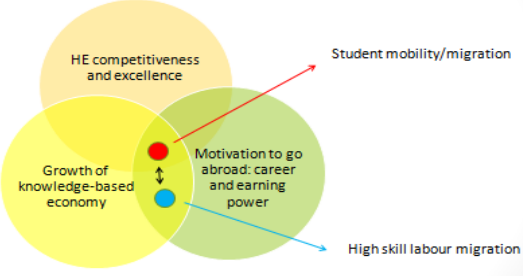
### Academic mobility from Erasmus to Erasmus +

- Since its beginning in 1987, Erasmus enabled more than 3 million students from Europe and beyond to pursue enriching learning experiences in other countries
- Since 2004 (Erasmus Mundus) specific focus on student mobility from non-European countries (more than 54 000 non-EU nationals)
- From 2014, yet more resources for student and research mobility (135 000 non-EU learners and staff, 15 000 researchers, 60 000 Joint Masters and Doctoral degrees) through Erasmus + and Marie Skłodowska-Curie Actions

### Mobility under Marie Curie Actions

- Number of Indian researchers funded in Marie Curie Actions under FP7 (2007-13): **736**
- Number of Indian organisations participating in Marie Curie Actions (2007-13): **76**

### EU HE policy: context



The diagram consists of three overlapping circles: a yellow circle on the left labeled 'Growth of knowledge-based economy', a light green circle on the right labeled 'Motivation to go abroad: career and earning power', and a light orange circle at the top labeled 'HE competitiveness and excellence'. A red dot is located in the intersection of the yellow and light green circles, with a red arrow pointing from it to the text 'Student mobility/migration'. A blue dot is located in the intersection of the yellow and light green circles, with a blue arrow pointing from it to the text 'High skill labour migration'. A vertical double-headed arrow is positioned between the yellow and light green circles.

## HE internationalisation agenda

"Internationalisation is more than international mobility"

### 3 priorities for HE internationalisation:

- International mobility of students and staff
- Promoting excellence and new ways of teaching
- Strengthening strategic cooperation, partnerships and capacity building

## Priority 1: International mobility of students and staff

- International **degree & credit mobility** of students is **changing** dramatically in quantity and shape
  - OECD countries absorb 77% of total demand; Asia accounts for 52% of total mobility flows
- **Transparency and recognition** of learning acquired elsewhere
- **Staff mobility:** incentives and rewards into an institutional strategy
- Rules on **immigration** of third-country nationals should support the efforts

## Priority 2: Promoting excellence and new ways of teaching

- Exposure of the **non-mobile** student majority
- **Global dimension integration** in the design and content of all curricula and teaching/learning process
- Presence on campus of **internationally minded** and foreign teaching/research
- Importance of **languages:** English and multilingualism
- **Digital learning:** Open Educational Resources (OER), Open Courseware (OCW), Massive Open Online Courses (MOOCs)

## Priority 3: Strengthening strategic cooperation, partnerships and capacity-building

- Growing **economic importance** of international HE
- European HEI should forge **strategic partnerships (SP)** within and outside Europe
- Joint and double degrees
- SP with a **balanced involvement** of **business** and **HE** for cross-border innovation, particularly in emerging economies
- Cooperation with **developing countries** and their HEIs as a tool for development

## Challenges to student mobility

**1. Recognition of credits and degrees:** institutional regulations and national legislation

⇒ European Qualification Framework (EQF), European Credit Transfer and Accumulation System (ECTS), Erasmus Charter (incl. diploma supplement), international dialogue

**2. Language of tuition:** international students prefer English-speaking environments

⇒ Promotion of European multilingualism as career factor, promotion of English language courses across Europe

## Challenges to student mobility

**3. Affordability:** despite steep increase of global figures, only a fraction of students is internationally mobile

⇒ Promotion of MOOCs and other open educational resources, international teaching staff and students on campus, internationalised curricula

**4. National migration regulations:** difficulties of obtaining visa, residence permit, work permit

⇒ Improve access to accurate information, improve EU level policy and legislation

## India – EU cooperation

- **Higher Education**
  - Projects for HEI partnerships
  - Joint declaration on education - senior officials meetings
- **Skill development**
  - Technical assistance
  - Grant projects
  - MoU with MoLE



Thank you!

b) Presentation by Prof. Chanda

### India- EU Student Mobility Trends, Characteristics, Issues

Shahana Mukherjee  
Doctoral Student, IIM Bangalore  
and  
Rupa Chanda  
Professor of Economics, IIM Bangalore

International Conference on India – EU Mobility:  
Issues and Concerns for Partnership

October 17-18, 2013  
New Delhi

- Student mobility is important to study in the India-EU context as India is an important source country and the EU an important destination region
- India is the 2nd most important source country for international students after China
- European policies on higher education have progressively encouraged inward student mobility
- Bologna Process signed by 29 countries in 1999 aimed at aligning all European educational structures to a standard 3-tier structure and *improve the international appeal of European countries* as global destinations of higher education
- Several European countries have become popular destinations for foreign students
- Some European countries have implemented significant changes to *internationalize* their higher education systems
- Source of revenues for some EU countries, also a means to address labour market requirements

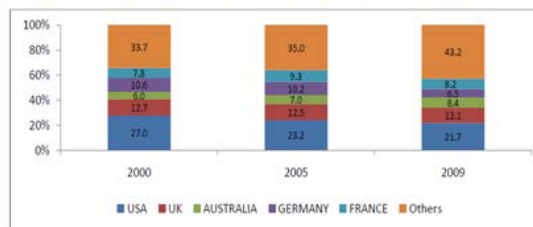
### Background and Motivation

- Role of education in the global arena is evolving
- Phenomenal growth seen in international student mobility in the past decade with a burgeoning higher education industry
- Countries from all parts of the world are active participants in the internationalization of higher education
- Today, student mobility is an integral part of people mobility between countries and regions and have serious implications for bilateral relations
- 3 studies undertaken on student mobility issues under the India-EU Mobility project
  - Indian Student Mobility to selected European countries – an Overview
  - Student Mobility from India to selected European countries-The case of Germany and France
  - Higher Education in Europe – A Comparison of existing Legal Regimes relating to the Entry of International students
- Aim was to examine:
  - trends and characteristics of Indian student mobility to selected European countries for higher education
  - facilitating and constraining factors
  - policies in European countries affecting these flows and compare with other destinations
  - draw policy inferences
- Studies relied on primary and secondary evidence

### International Student Mobility and India-EU Trends

- International student flows have grown steadily from 0.92 million in 1998 to over 3.05 million in 2009
- North America and Western Europe attract the largest number of international students, accounted for 60.5% of all internationally mobile students in 2009
- Top five countries (including the US) cumulatively receive over 50% of all internationally mobile students
- US consistently dominates as a destination market
- In 2009, Europe received 47.7% of all internationally mobile students
- Students from Asia form the majority (48.2%) of internationally mobile students

Figure 1: Distribution of internationally mobile students in (host) countries (%)



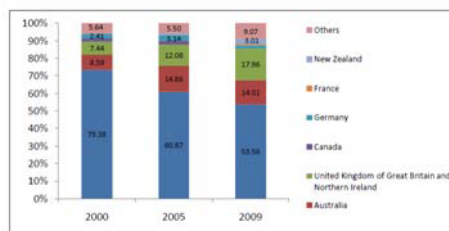
Source: Based on statistics from the UNESCO database on International students at tertiary level (ISCED 5 and 6) <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx> (last accessed on 2.11.2011)

Table 1: Main Source Countries (% Share in Total International students)

2000		2005		2009	
Country of Origin	Share (%)	Country of Origin	Share (%)	Country of Origin	Share (%)
China	6.6	China	15.6	China	15.9
Korea	4.0	India	5.4	India	6.2
Greece	3.6	Korea	3.9	Korea	4.0
Japan	3.4	Japan	2.5	Germany	3.0
Germany	3.0	Germany	2.2	Malaysia	1.7

Source: UNESCO database on International students at tertiary level (ISCED 5 and 6) <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>

Figure 2: Main destinations for Indian students (%)

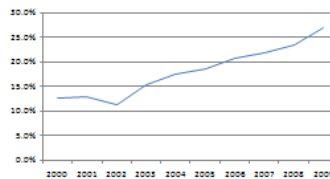


Source: UNESCO database on International students at tertiary level (ISCED 5 and 6) <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx> (last accessed on 2.11.2011)

### India-EU relations in student mobility

- How important are Indian Students in Europe? How important are European countries for Indian students?
  - Indian students comprised 3.5% of all international students received in Europe
  - Indian students in Europe are concentrated in the UK, which alone received 77 percent of all Indian students in Europe in 2009
  - Share of European host countries in the Indian market has steadily grown since 2000
  - Europe's share of (internationally mobile) Indian students risen from 12% in 2000 to 23.6% in 2009

Figure 3: Indian students in Europe (Europe's share of (all) internationally mobile Indian Students) (%)



Source: UNESCO database on International students at tertiary level (ISCED 5 and 6) <http://stats.uis.unesco.org/unesco/ReportFolders/ReportFolders.aspx>

**Indian Students in EU-Total**  
**2005: 23,926**  
**2009: 44,315**

Table 2: Distribution of Indian students within the European Union

Country	2005	2009
Bulgaria	0.0%	0.2%
Cyprus	0.0%	0.0%
Hungary	0.2%	0.1%
Latvia	0.1%	0.0%
Lithuania	0.0%	0.1%
Poland	0.8%	0.8%
Romania	2.1%	0.4%
Slovakia	0.0%	0.0%
Slovenia	0.0%	0.0%
Austria	0.8%	0.8%
Belgium	0.3%	0.3%
Cyprus	2.4%	3.4%
Denmark	0.4%	0.7%
Finland	0.7%	0.7%
France	2.1%	2.8%
Germany	18.1%	7.4%
Greece	0.0%	0.0%
Ireland	1.4%	1.1%
Italy	1.2%	1.8%
Luxembourg	0.0%	0.0%
Malta	0.0%	0.0%
Netherlands	0.2%	0.1%
Portugal	0.1%	0.0%
Spain	0.0%	0.3%
Sweden	0.1%	2.1%
UK	69.7%	76.9%



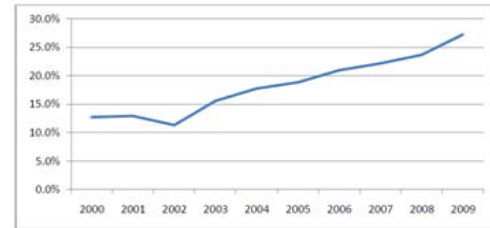
*United Kingdom*

- Most favoured destination for higher education for Indian students in Europe
- India is the main source country for international students in the UK after China, constituted nearly 9% of all international students in 2009
- Strength of Indian students in the UK grown from 4000 to over 34,000 between 2000-09
- Majority of Indian students pursue Post-graduate courses in the UK (mainly Business Management, Engineering and Computer Science courses)

*Germany and France*

- Germany and France have received a growing number of Indian students in recent times and received 6.3% and 2.4% respectively, of all Indian students going to Europe in 2009
- 24% increase reported in the number of Indian students in Germany in 2010-11, new admissions increased by nearly 39% that year
- Majority of Indian students in Germany (nearly 90%) and France opt for Post-graduate and Doctoral level courses, with strong preference for Engineering and Science in Germany

**Indian students in Europe (Europe's share of (all) internationally mobile Indian Students) (%)**



Source: UNESCO database on International students at tertiary level (ISCED 5 and 6)  
<http://stats.unesco.org/unesco/ReportFolders/ReportFolders.aspx> (last accessed on 2.11.2011)

**Table 4: Breakdown of Indian students in the UK by Level of Study- 2009/10**

Level of Study	Number of Students
First Degree	5550
Other undergraduate	1500
Higher degree (research)	1510
Higher degree (taught)	29185
Other postgraduate	755
<b>Total</b>	<b>38500</b>

Source: HESA (data refers to the subset of 'international students' who are domiciled in India)  
<http://www.hesa.ac.uk/index.php/content/view/full/1973/239/>

**Table 5: Breakdown of Indian students by field of study: 2009/10**

Field of Study	Number of Students
Business and Management	15,235
Engineering	7,040
Mathematics and Computer Sciences	6,710
Health Professions	3,735
Other/Unspecified Subject Areas	2,510
Physical and Life Sciences	2,335
<b>Total</b>	<b>40,475</b>

Source: Institute of International Education  
<http://www.iie.org/en/Services/United-Kingdom/International-Students-in-UK>

**Gender Distribution of Indian Students in the UK (2010/11)**

		Undergraduate		Postgraduate		All levels	
		Indian students	Share in FT/PT	Indian students	Share in FT/PT	Indian students	Share in FT/PT
Full-time	Female	7300	50.0%	1615	54.9%	8910	50.8%
	Male	7295	50.0%	1325	45.1%	8620	49.2%
	<b>Total Full-time (FT)</b>	<b>14590</b>		<b>2940</b>		<b>17530</b>	
Part-time	Female	3550	66.9%	1925	50.9%	5480	60.3%
	Male	1755	33.1%	1855	49.1%	3610	39.7%
	<b>Total Part-time (PT)</b>	<b>5310</b>		<b>3780</b>		<b>9090</b>	
<b>Total (all students)</b>		<b>19900</b>		<b>6720</b>		<b>26620</b>	
<b>Total Female (FT &amp; PT)</b>			<b>54.5%</b>		<b>52.7%</b>		<b>54.1%</b>

<http://www.hesa.ac.uk/index.php/content/view/full/1973/239/> (last accessed on 25.10.2011)

**Table 6: Breakdown of Indian students in Germany by level of study (%)**

Level of Study/Year	2004-05	2009-10
Overall, before Master's degrees	15.2	10.3
Masters	58.2	56.9
Doctoral Studies	21.5	30.5
Not studying for a degree	5.0	2.3

Source: Federal Statistical Office, Germany

**Table 7: Breakdown of Indian students in Germany by subject area (%)**

Subject Area	2004-05	2009-10
Electrotechnology	20.9	12.6
Biology	7.5	11.8
Mechanical and Process Engineering	16.5	11.5
Information Technology	12.1	10.8
Economics	4.7	10.3
Chemistry	9.2	8.0
Physics, Astronomy	4.0	4.0
Traffic Engineering, Nautical Science	0.9	4.0
Human Medicine	2.4	3.5
Engineering in general	4.5	3.1
Mathematics, Natural Sciences in general	1.1	2.3
Others	16.2	18.1

**Evidence on Facilitators and constraints**

- Discussions with students, government officials, agencies, educational institutes plus evidence from secondary sources indicated the role of various factors in determining student flows from India to European countries
  - Educational standards, reputation of institutions and their expertise in particular areas of study
  - Visa and immigration policies of host countries
  - Ease of employment and post study stay and immigration prospects
  - Costs and availability of scholarships
  - History, language and culture
  - Recognition of qualifications
  - Initiatives of host country governments and bilateral initiatives
  - Capacity constraints in Indian higher education

*The UK*

- Colonial presence and a long-standing bilateral relationship with Britain
- Well-established education system comprising of reputed institutes/universities
- Increased visibility of UK universities (Education fairs by the British Council)
- Shortage of quality higher education institutes in India
- Possibility of participating in the international labour market (until recently)

- UK-India Education and Research Initiative (UKIERI) launched by the British Council in 2006 to promote educational links between UK and India has played an important role
  - 182 UK-India partnerships involving 600 institutions on higher education & research
  - 55 individual awards for PhD students and scholarships and other achievements
  - Enabled partnerships between universities, facilitated grants and enabled mobility of students between India and UK
- Study India Programme has enabled 393 British students to visit India since 2006, extended till 2016 to cover all areas of education in India
- Over 20 UK universities have also set up their regional offices in India for course tie-ups, faculty exchanges, student recruitment
- Promotion of UK universities in India via two large scale education fairs each year, covering nine cities in India, providing a platform to more than 60 universities each year plus virtual discussions to cover other cities
  - About 27,000 Indian students recruited through these fairs

*Germany and France*

- Lower costs of higher education, relative to the US or UK, growing availability of scholarships by companies and governments
- Increase in English-taught programmes, especially for courses like Business Management and Engineering (which attract several foreign students)
- Active participation of bodies like DAAD and Campus France
  - Exchange programmes between Indian and German and French institutions
  - New collaborations and MoUs signed in different fields
  - DAAD has allotted €6 Million to develop relations with India, €4 million dedicated exclusively for Indian students
  - Campus France is promoting French higher education via presentations at public and private institutes in India
  - Country-wide presence of Campus France through regional offices and via Alliance Française
  - Education fairs and counselling sessions

- France has taken several steps to attract Indian students
  - Reduced entry requirements, GRE score not required for students who choose engineering, TOEFL score not mandatory if studied in an English-medium institution
- French schools like Ecole Central and Ecole de Mines-Nantes working with Indian institutions on issues of recognition

*Other countries*

- Easy recognition of qualifications as similar Bachelors-Masters structure
- Combination of financial incentives plus scholarships
- Shift from traditional markets following racial attacks in Australia and stricter visa requirements in the UK

Scholarships and programmes

- Variety of scholarships offered by universities, the Indian government, corporate scholarships
- Erasmus Mundus Programme one of the most sought after funded programmes for students going to Europe
  - Indian students received the maximum number of scholarships since 2004, followed by China
  - More than 2170 Indian students have been offered Erasmus Mundus scholarships
  - 1380 students selected under the Erasmus Mundus programme (Masters Course)
  - Indian students under this programme do not confine themselves to UK or Germany, choose universities in countries like Spain and Italy, with strong preference for business and engineering

Online survey of students

- Survey of Indian students to elicit their perspective on main considerations in choosing European countries for higher studies and issues faced while studying in Europe
- Circulated to groups and associations of Indian students in European countries
- Over 100 Indian students participated in the survey, 78% currently studying in Europe, 16% educated in Europe and currently working outside India
- Responses collected between the months of October and December 2011

Table 8: Sample characteristics (%)

Country	Options	UK	Germany	France	Sweden	Others (Italy and Spain)
Sample size	Total=116	14.66	26.72	20.69	16.38	21.55
Current Status	Student	41.2	77.4	91.7	89.5	88.0
	Employed	58.8	22.6	8.3	10.5	12.0
Funding	Scholarship	17.6	19.4	29.2	21.1	64.0
	Educational Loan	64.7	71.0	41.7	63.2	8.0
	A combination of both	17.6	9.7	29.2	15.8	28.0

Note: (\*) Refers to questions for which each respondent could choose multiple options.

Distribution of students skewed in favour of higher studies

78% pursuing post graduate courses, 18% doctorate level studies  
51% partially or fully funded by various scholarships, 49% entirely self-financed  
Spread across different European countries, mostly UK, Germany, France  
Remaining students pursuing courses in countries such as Sweden, Italy and Spain.

Table 9: Summary of Survey results (%)

Country	Options	UK	Germany	France	Sweden	Others (Italy and Spain)
Reasons for studying outside India *	International Exposure	82.4	87.1	95.8	89.5	92.0
	Employment overseas	29.4	29.0	50.0	26.3	28.0
	Migrate overseas	11.8	6.5	41.7	21.1	40.0
	Lack of institutions excessive competition in India	23.5	38.7	16.7	15.8	16.0
Reasons for choosing the Host country (over other European countries)*	A foreign degree is worth more	17.6	32.3	4.2	0.0	12.0
	Good quality of education	82.4	74.2	79.2	63.2	72.0
	Prior knowledge of the language	41.2	3.2	8.3	0.0	12.0
	Cheaper education	17.6	51.6	45.8	63.2	48.0
	Employment opportunities in host country	17.6	38.7	25.0	5.3	0.0
	Lower costs of living	5.9	6.5	4.2	10.5	12.0
Challenges faced while studying in the Host country*	Relaxed visa norms	11.8	6.5	16.7	15.8	28.0
	Cultural differences	52.9	74.2	79.2	84.2	92.0
	Strict student visa norms	58.8	67.7	54.2	63.2	56.0
	Strict visa regulations for employment	100.0	71.0	95.8	84.2	88.0
	High cost of living	88.2	83.9	83.3	89.5	84.0

Note: (\*) Refers to questions for which each respondent could choose multiple options.

### Specific areas of concern cited

#### a) Visa and Immigration policies

- Extreme steps taken to reduce illegal migration in the UK likely to have a strong impact on the flow of genuine students from India
- UK is becoming a less attractive destination for students as fewer job and immigration prospects
- Although restrictions have eased in Germany, takes too long to secure a student visa
  - Two to three months to complete the process, longer than in other European countries
- Challenges to finding employment in France as cannot work after being on a student visa
- Students can get a 6 month extension to find employment after completing their studies, following which they can change their visa to a work visa
- A temporary work visa can be secured but authorities are usually unwilling to provide long work permits
- Securing long term work permits or residence requires a renewal of papers, complicated and lengthy process
- Number of years of stay required for getting citizenship raised from 10 to 15
- French companies usually rigid in their recruitment approach, tend to hire only from particular schools

#### b) Employment issues

- Key reason for Indian students going to Europe
- With closing of the Tier 1 Post Study Work Visa in the UK, increased fear among Indian students about their employment prospects in the UK
  - Under the new UK visa rules, overseas graduates would only be able to stay on if they have secured a graduate-level job with a sponsoring employer
- Indian students increasingly exploring other European countries as destinations for higher education
- Germany has more liberal rules
  - Indian students can stay back after studies and secure a work permit
  - International students given a grace period of one year to find a suitable job, as per their qualifications, meanwhile, status of a 'student' and are permitted to work in part time jobs
  - German immigration laws allow the transfer of student visas to work permits, securing citizenship is easier

#### c) Financial issues

- UK charges exorbitant fees from international students, which along with high cost of living, limited availability of part time jobs and internships, travel expenses puts huge financial burden on most Indian students
- UK lacks scholarships at the national and the individual institution level, those available do not cover fees as well as living expenses
- Amount offered through these scholarships varies across levels and field of study, overall assistance quite limited
- France is a comparatively better option as lower tuition fees and a large number of scholarships available through various avenues which cover all costs
- In Germany, financial support an issue for Indian students pursuing UG degrees as scholarships are mostly for researchers and PG degrees
- General problem in European countries is that scholarships are largely dependent on government funding and funding from educational institutions is very limited

d) Linguistic and Cultural Barriers

- Main reason why many Indian students do not consider non-English speaking countries for higher education
- Though Germany is taking crucial steps towards offering more courses in English, very few Indian students are aware of these developments
- Language and culture are a bigger barrier in the case of France where there is strong resistance to adopting English as a teaching language and very few schools provide English language programmes
- Cultural environment found to be challenging in France and integration with local society difficult

e) Recognition

- One year Masters degree from Europe not recognised by most Indian universities (excepting IITs, IIMs, Delhi University) as the conventional duration for this course is 2 years in India
- Creates a problem for foreign-returned Indians who wish to pursue further studies in India

• Some emerging trends

- Germany is gaining visibility amongst Indian students
- Germany preferred in continental Europe as it offers cheap education, good job prospects and has a good reputation in science and engineering
- Growing presence of Indian students in new markets like Sweden and Italy, well-positioned to attract more Indian students in future

Post-Study and Employment Regulations

- Employment of international students is often conditional on labour market tests and domestic search requirements
- Germany, France and Netherlands allow international students an extended duration of stay (18 months, 6 months and 12 months, respectively) after graduation to seek employment
- The UK has discontinued its Post Study Work (PSW) scheme since April, 2012, currently does not permit international students to stay in the UK unless they hold a valid job offer
- Students in the UK are required to secure a valid job offer (from a licensed sponsor) and switch visa category before student visa expires
- Germany and France offer provisions for employment of international students as highly-skilled migrants as per the Blue Card Initiative, conditional on meeting minimum income requirements (usually 1.5 times the national average salary)

Key survey findings

- Desire for international exposure and scope for overseas employment most frequently cited reasons for pursuing higher education in European countries
- Financial feasibility of foreign education and employment prospects (post study employment regulations) emerged as the driving forces for Indian students
  - Employment-related issues most relevant for Indian students in the UK (due to recent tightening of visa regulations)
  - The UK emerged as the most expensive European destination for education
  - Strong appeal of France and Germany owing to their lower costs of education
- If financial incentives provided, Indian students are willing to take the effort to diversify beyond English speaking host countries and learn a new language to avail the benefit

**Comparative Assessment of EU Policies Concerning Student Mobility**

- As visa and work regulations are among the main concerns for Indian students considering the European market, a comparative assessment was undertaken of their policies vis-à-vis English speaking competing host countries (Australia, Canada, New Zealand)
- Considerable divergence across EU member countries in their policies concerning students
- European countries similar to other host countries with regard to pre-entry policies and conditions during stay
  - Proof of admission, student permit fees, adequate financial resources, language proficiency requirements
- But European countries generally more restrictive relative to competing host markets with respect to post study and post-employment regulations

*Competing host countries:*

*Canada*

- All foreign graduates (who have studied for more than 2 years) obtain upto a 3-year open work permit, with no restrictions on the type of employment

*New Zealand*

- Foreign graduates (who score points under the Skilled Migrant category) awarded an extended duration of stay for 12 months (one year Open Work visa)
- Foreign graduates who secure a job offer can apply for a 2-year work permit

### Summary and Recommendations

- Choice of destination for higher education among Indian students is governed by a combination of socio-economic and cultural factors
- With new players like Canada, New Zealand and Japan stepping up their efforts to offer a affordable and better quality education, growing competition for international students
- If European governments wish to tap a larger part of the Indian student market, following issues to consider:
  - Post study employment
  - Financial incentives
  - Visibility of European universities
  - Reduce cultural and linguistic barriers

#### Financial incentives

- Increase the number of scholarships (which cover tuition and living costs) –by educational institutions, from corporates and government sponsored
- Reduce tuition fees charged to international students

#### Visibility

- Increase awareness about European universities in India via collaborative programmes, education fairs, regional offices, counselling services, faculty and student exchange

#### Reduce cultural and linguistic barriers

- Offer more English language programmes and courses at PG level

#### Other issues

- Issues of discrimination, racism, violence and crime in other competing host countries, can create opportunities for European countries

### Job opportunities

- Lack of long-term job and settlement opportunities has put many European countries at a competitive disadvantage relative to emerging host countries
  - Newer markets (New Zealand and Canada) that offer stronger links between higher education and employment have performed significantly better with Indian students in recent years
- Can incentivize pursuit of higher education in Europe by focusing more on employment prospects, undertake policy initiatives which improve the foreign graduate's access to the labour market
- Could increase the number of internships offered to (Indian) post graduate students to provide greater exposure and improve chances for full-time employment upon graduation
- More tie-ups between European universities and companies (with offices in India) could improve employment prospects for Indian students once they return after completing studies

Thank you

## Session 5

a) Presentation by Mr. V.K. Bhawra

Final Conference India-EU Project  
(Oct 17-18, 2013)

Presentation on

### Illegal Migration from India to EU - Problem, Response, Task Ahead

**VIRESH KUMAR BHAWRA, IPS  
ADGP IVC & HR, PUNJAB**

#### Salient features

- ❖ Illegal/ Irregular migration worldwide phenomenon (Kabootarbazi, Snakeheads-China, Coyotes-Mexico)
- ❖ Labour trafficking dimension
- ❖ Cross-border migrant victims of forced labour - 6 million (ILO 2012)
- ❖ India - source/ destination country for illegal migration
- ❖ Migration from India to EU (Mostly 1 way traffic)
- ❖ Migration to EU not high but significant
- ❖ Preferred destinations in Europe - UK, Italy, Greece, France
- ❖ Profile - Youth, school dropouts, unskilled labour, poor
- ❖ Via 3<sup>rd</sup> country - First leg of journey legal

#### Punjab Statistics

- ❖ 10 yr data (2002-2011) - 6000 FIRs - High Vol
- ❖ Doaba distts worst affected
- ❖ 11,000+ intermediaries (85% Pb, 4 abroad)
- ❖ 50% arrested
- ❖ POs - 400

#### Imp pts

- ❖ Flow - 1,800 per year (assessment)
- ❖ Half of intermediaries still at large
- ❖ Investigations mostly confined to local agents

## Outline

1. Salient features
2. Existing response
3. Task Ahead

#### Salient features contd...

- ▶ Payment by cash - 2 installments (pre-departure, post-arrival)
- ▶ Fake docs prepared and used (success rate good - AB could send 50-60 people successfully)
- ▶ Journey & transit under inhuman conditions (Trafficking)
- ▶ Ads by RAs - Beyond authorisation - need scrutiny
- ▶ Network of intermediaries
  - a) Talent spotter (Local)
  - b) Sub-agents (City - Jalandhar, Chandigarh)
  - c) Agent based in India (Delhi/ Mumbai)
  - d) Agent/ Contact based abroad (Spain case)

#### Response - Domestic

- ▶ MOIA - Prime mover, Policy making, Coordination with stakeholders
- ▶ Designated State Nodal authority - Civil & Police
- ▶ Punjab
  - a) Task force for Law enforcement
  - b) Steering Committee
  - c) Action Plan
- ▶ Pb Prevention of Human Smuggling Act, 2013 (and Rules)
- ▶ Awareness Gen Progs (CRRID/ MOIA)
- ▶ Bridging skill gap in identified sectors



## Response – Domestic contd...

- ▶ Investigation not priority area
- ▶ Investigation – Issues
  - a) complaint only in unsuccessful ventures
  - b) Complainant's aim – get money back
  - c) no proof of payment made in cash
  - d) lowest level of networks investigated
  - e) International links rarely investigated
  - f) International co-operation not priority

## Response domestic – Punjab Law

- ▶ First law on Human Smuggling in India  
(Prevention of HS, Regulation of travel agents)
- ▶ Licence reqd to work as travel agent (also Bank guarantee)
- ▶ Penalty for inducement, deceit, allurement etc – diff aspects (education, job, medical treatment, sports, cultural troupe etc.)

## Response – International Legal Framework

- ▶ UNTOC + 2 Palermo Protocols (Smuggling of Migrants by land, air and sea)
- ▶ HT & HS – Transnational Organized Crimes
  - a) HT – exploitation, movement not necessary
  - b) HS – Illegal entry (not citizen/PR), benefit of smuggler
  - c) HS – Purpose & consent immaterial
  - d) HT – Crossing of border not necessary, consent of minor not relevant
- ▶ State parties to make laws criminalizing these offences
- ▶ UNTOC – Provisions for international co-operation
  - a) Extradition
  - b) Mutual legal assistance
  - c) Joint investigations
  - d) Protection of victims/ witness
  - e) Law enforcement co-operation

## Task ahead (India)

- ▶ 'Illegal' migration not 'irregular' → It shapes our response (Transnational Organised Crime)
- ▶ Prevention & Detection/ Investigation (most efforts are aimed at prevention)
- ▶ Assign due priority – State Govt, Police – Possible only with central Govt support & monitoring(e.g. – HT)
- ▶ Institutional arrangement for coordination of police actions (Police Officer in MOIA/MHA – done for HT)
- ▶ Central Act Criminalising Human Smuggling (International obligation)

## Task ahead (India) contd...

- ▶ Preparing database on human smugglers (networks, modus-operandi)
- ▶ Sharing of info between states in India
- ▶ Sharing of info between countries
  - a) **Joining UNODC Bangkok initiative**
  - b) between India and EU
- ▶ Law/ Investigations
  - a) Payment by Cheque/ bank draft
  - b) Victim compensation – To mitigate financial loss
  - c) Supervision of investigations at distt level, state level (Nodal officers) – Take investigations to higher level agents
  - d) International co-operation on priority (make use of powerful provisions)

## Task ahead (EU) ...

- ▶ 'Illegal' migration not 'irregular' → It shapes our response (Transnational Organised Crime)
- ▶ Law on Human Smuggling
- ▶ Humane immigration policy
  - a) No racial profiling/ discrimination
  - b) Criminal action against smugglers
  - c) Fairness in employment, wages, access to social security, healthcare, edu, citizenship of children
  - d) Action against employers exploiting migrant labour (weakest part of US policy)
- ▶ Family reunification is basic Human Right – Facilitate it
- ▶ Document verification
- ▶ Sharing of info
- ▶ Policy of keeping migrants permanently temporary bound to create problems in long run (e.g. – Guest Workers Prog of US)

*Prevention is better than cure.*

*Despite best laws, policies and intentions, prevention is not always possible.*

*It is more difficult for organised crime.*

*Let us have a pronged policy of prevention & detection.*

*Thank You*

b) Presentation by Mr. Sahai

## **International Conference on India – EU Migration and Mobility: Prospects and Challenges**

**17th and 18th October 2013  
The Ashok Hotel, New Delhi**

**Presentation**

**Paramjit S. Sahai**

**Centre for the Research in Rural and  
Industrial Development (CRRID),  
Chandigarh**

### **B: Conceptualisation of Road Shows and Modalities**

- Orientation Seminar
- Content of Road Shows
- Preparing of Groundwork for Roadshows
- Taking on Board District Administration
- Involving local political leaders and NGOs
- Parameters of Selection of the villages
- Identifying Target Audience and Facilitating their Participation.
- Media and Road Shows

### **A: Introduction**

Conducted two Awareness Campaigns on behalf of MOIA, IOM and the Belgium Government.

- June-July 2009 and December 2010 – February 2011
- 55 (25+30) villages in Jalandhar District
- Preparation, printing, and translation of IEC materials- Theme song/Brochures/Posters and Questionnaire for survey and writing of impact report.
- Established good connectivity with govt. officials and local leaders.
- Strategised approach and established good rapport with Media for multiplier effect.
- Punjab – CRRID's home ground and has a feel of the pulse of the State.

### **C: Media Strategy and Road Shows**

- Media acts as a force multiplier, as the message reaches a larger audience, beyond the immediate target audience. Need to target television, radio and the print media for their presence at road shows.
- A five step approach to be adopted in involving the media:
  - To establish rapport with DPRO, as a central link to the local media.
  - To establish personal contacts with leading local journalists.
  - To organize a pre-launch event, to sensitize the media.
  - To establish regular connectivity with the local media.
  - To hold additional background briefings on need basis.
- Typical headlines during earlier Awareness Campaigns were: 'Youth to get tips on immigration'; 'Awareness drive to curb illegal migration'; 'Legal route to far away lands', 'Thirty programmes would be to promote legal and safe migration: 'Sahai'



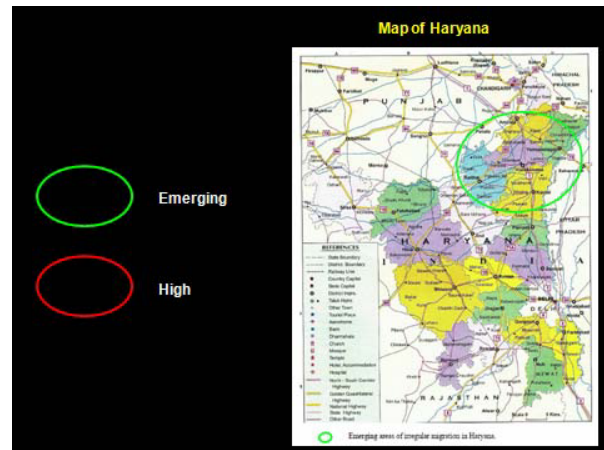
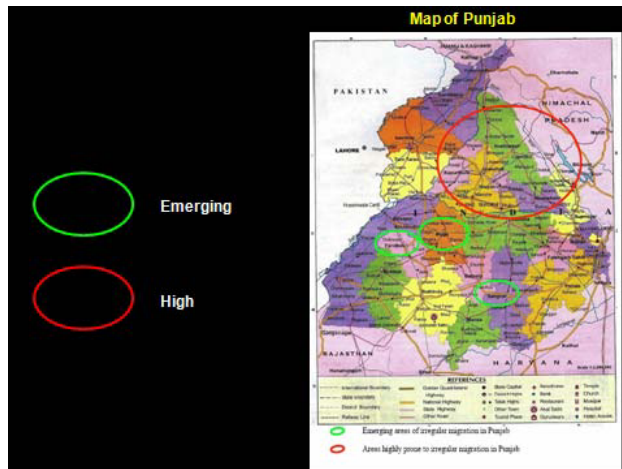
## D: Learning from Past Road Shows

- To fully involve official machinery at the district and local levels.
- To use a mix of preventive and punitive measures.
- To standardise the media material, updating the same to suit individual occasions.
- To retain the existing format and the content.
- To also involve Returnees/Irregular Migrants.
- To focus on the heart of the programme – 'Street Plays', providing direct eye-to-eye contact with the audience.
- To consider making Road Shows more interactive: essay competition, quiz, etc.
- To send a broad-based message on awareness, focussing on advantages of legal and pitfalls of irregular migration.
- To consider developing a public-private partnership approach.
- **Step V: Content of the road shows:** This is the most important aspect and has to be well thought out, depending upon local preference and requirements. We have to avoid a fit-all scenario. It has to have four broad components – the message and its content; the publicity material for distribution; media vehicle (songs, drama, film, skits) and ensuring VIP presence (local dignitary).
- **Step VI: Partnering with District Officials:** Prior to the holding of the road shows, it is important to take on board important functionaries at the State, District, Block and Village levels, who are involved at the policy and implementation levels. To establish a focal point at the District level, to act as a principal coordinator.
- **Step VII: Preparatory Field Visits:** To establish contacts with the Deputy Commissioner, District Development Officers and Sarpanches and other village and local bodies. To plan for the selection of the suitable location of venues and local partners.
- **Step XI: Subsidiary Programmes:** Consider organizing interactive programmes in the form of essay competition, objective test etc.
- **Step XII: Supplementary Activity:** Consider conducting a survey on an important migration-related issue by taking advantage of a ready-made sample for survey.
- **Step XIII: Evaluation:** A two stage evaluation process: Mid Term: To undertake corrective steps in consultation with sponsors, if required. A final evaluation on completion.
- **Step XIV: Souvenirs:** Select souvenirs for distribution to participants, to act as a reminder of the message (calendars, brochures, etc.)
- **Step XV: Report:** Preparation of Report and submitting the same to the sponsor.

## E: Module for Campaign:

- **Step I: Spelling out by the sponsor** (Belgium Government, IOM) – the issues, the concerns and the objectives.
- **Step II: Understanding the issues** by the Service Provider (CRRID) through interaction with the sponsor and other stakeholders (MOIA, IOM etc.)
- **Step III: Preparation of a Concept Note** by the Service Provider in consultation with the sponsor. This should spell out the target areas, likely venues, target audiences and the main components of the awareness campaign – publicity material (information brochures, posters), media vehicle (play, film, song, skits).
- **Step IV: Holding of an Orientation Seminar** by the service provider with the sponsor and other stakeholders (IOM, MOIA, State and District officials, Local Bodies and NGOs). This is to act as a nerve centre and decide on the action plan and the strategy for the holding of road shows.
- **Step VIII: Curtain Raiser with the Media:** Connectivity with the Media is essential for a multiplier effect. Therefore, holding of a media event, prior to the commencement of the road shows, provides a good opportunity, in generating interest in the target audience as well as sending a message to people at large. Regular liaison with media to ensure their presentation at road shows. It is essential to establish a good working relationship with the District Public Relations Officer (DPRO).
- **Step IX: Announcing the date for the road shows:** To give advance publicity through proper placement of bill boards and posters at vantage points; through public announcement and door to door contact with important persons.
- **Step X: Holding of road shows:** Preferably for 60 minutes, Welcome song with a message (5 minutes); Message (5-10 minutes); Message from a migrant-returnee or undocumented migrant (5-10 minutes) ; keynote address (15 minutes); screening of film or performance of skits (10 minutes) and play (20 minutes).
- **Step XI: Subsidiary Programmes:** Consider organizing interactive programmes in the form of essay competition, objective test etc.
- **Step XII: Supplementary Activity:** Consider conducting a survey on an important migration-related issue by taking advantage of a ready-made sample for survey.
- **Step XIII: Evaluation:** A two stage evaluation process: Mid Term: To undertake corrective steps in consultation with sponsors, if required. A final evaluation on completion.
- **Step XIV: Souvenirs:** Select souvenirs for distribution to participants, to act as a reminder of the message (calendars, brochures, etc.)
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### Profile of irregular migrants

- 84% of irregular migrants are from rural areas
- Youths were mostly from agricultural families who can afford high cost of irregular migration
- A substantial number from urban areas as well
- More than 90% irregular migrants are male
- About 55% of irregular migrants are in the age group of 21-30
- A substantial number of irregular migrants are in the age group of 31-40. Many middle aged are attempting irregular migration
- 4% of irregular migrants aged below 20, direct involvement of parents evident
- Irregular migrants are noted to have poor educational attainment

### Reasons for irregular migration

- High unemployment rate
- General attitude of youth that migration to the other countries is the best alternative
- Potential irregular migrants consider other successful migrants as their role models
- Irregular migration not at all a stigma amongst families
- Once a family is able to send someone abroad legally or illegally, family status increases
- Social networks promote chain migration
- Perception amongst migrants that once one is able to reach a destination country, chance of getting caught and deported is remote.

- Apart from push factors; the pull factors are as important in encouraging irregular migration
- Demand for labour exists in several sectors of economy in different countries in Europe such as construction and associated business; hotels and restaurants; cleaning of industrial facilities and buildings; agriculture and forestry; food, beverage and tobacco industry; transportation of persons and goods; metal processing industries; and business in the entertainment sectors (bars, nightclubs, amusement arcades)
- Acute shortage of native Europeans willing to carry out a number of jobs encourages irregular migration which is likely to continue as demand exists
- Irregular migrants are able to find work and earn many times more than they would earn in India
- They are not only able to recover the high cost of irregular migration in about a year but also save money

### Destination countries

- Destination countries are varied. As per first study irregular migrants had attempted to go to 57 destination countries. In the second study the irregular migrants have attempted to go to 70 different countries
- In Europe some countries had been the destination of large number of irregular migrants, namely UK (11%), Italy (9%), France (5%), Germany(5%) and Greece (3%)
- UK followed by Italy appears to be the preferred destination for a large number of irregular migrants because of the existing Indian community and the belief that they will be able to find work
- Australia, China, Japan, New Zealand, Philippines, South Korea are emerging as alternative destinations
- Many irregular migrants are opting for prosperous countries in the East than countries in Europe thus a shift in the choice of destination countries is noticeable

- This may be due to less cost of migration, possibility of finding jobs, having earning commensurate with Europe and possibility of other family members joining
- A substantial number of irregular migrants could stay on irregularly for more than 7 years in Germany, Italy, UK
- Many could continue for 3 to 7 years in these countries
- It implies that while all efforts are made in destination countries to deport irregular migrants but many amongst them do manage to stay on.
- Many irregular migrants returned to India on their own after long stay. Irregularities noted include travel on someone else's passport; illegal entry; overstay of tourist visas; forged visas; forged residence permits; forged work visas
- Some irregular migrants returned on their own within a year or two. These migrants may have found life difficult in other countries

### Profile of agents

- Proliferation of agents in Punjab due to high demand of their services
- Agents are active in some of the districts in Punjab namely Amritsar, Hoshiarpur, Jalandhar, Kapurthala, Ludhiana and Nawanshahr
- In the first study Jalandhar was the hub of activities for agents. Many agents may have shifted to other districts where irregular migration is emerging and is likely to be high in future. It is also likely that many new entrants may have started operating as agents
- Many agents in Punjab are actually sub-agents of principal agents based in cities in Punjab and also Delhi
- Many instances noticed where people of Indian origin were found operating as agents in Germany, Greece, Indonesia, Italy, Malaysia, Spain, UK and the countries of Middle East.
- Agents prefer to work from other countries as special approval of Government of India is needed under Indian Law to prosecute them
- Carrier agents accompanied irregular migrants in many cases. Some of the carrier agents were females who accompanied minor children

### Modus operandi of agents

- Jacket substitution of passports, photo substitution, use of forged Indian and foreign passports, use of forged and stolen visas, use of forged residence permits, use of forged employment visas, use of forged stamps, exchange of boarding cards in security areas, facilitating illegal entry, encouraging overstay of tourist visas
- Forged visas of 31 countries had been used. Instances of forged visas were particularly noted for Austria, Bulgaria, Cyprus, Czech Republic, France, Germany, Greece, Hungary, Italy, Lithuania, Poland, Portugal, Romania, Spain, Sweden, Switzerland and UK.
- Use of forged visas for East European countries indicate that these countries are being increasingly used as transit countries for irregular migration to the countries in Western Europe
- Forged residence permits of Belgium, Czech Republic, France, Germany, Greece, Italy Portugal, UK had been used
- About 5% of irregular migrants had entered other countries illegally through land route. These countries include Austria, Belgium, France, Germany, Italy, and UK
- About 4% of irregular migrants had overstayed their tourist visas. The countries where irregular migrants overstayed their tourist visas are France, Germany, Greece, Italy, Netherlands, Spain, UK

- Agents made use of various transit countries to take migrants legally to the transit countries before their irregular migration
- Agents have used various routes. Routes to countries in the Western Europe via Russia, and countries in the East Europe are traditional routes
- Entry to Western Europe via Greece has been continuing for many years and it still continues to be the entry point for Europe
- Some irregular migrants have entered Greece via Lebanon, Syria and Turkey. Some irregular migrants have entered Spain via North Africa
- Fees for USA and Canada was much higher than any country in Europe. It was more than €29,000. Fees for countries in Europe on an average was about €13,000. The fees for Australia and New Zealand are less compared to Europe. It is about €11,600
- Agents have become highly professional and they operate through well-knit networks.
- Services of agents are utilized even by public representatives and other responsible citizens

### Measures taken to curb irregular migration

- MOIA had requested all States to devise specific legal mechanism to curb middle men/sub agents/travel agents involved in exploitation of the potential Overseas Workers
- MOIA has undertaken a nationwide Awareness-cum-Publicity Campaign for promotion of legal migration and for making the people aware of the procedure involved in the emigration process and risks of illegal migration. The State Governments have been requested to undertake similar Awareness Campaigns especially in the vernacular languages to make their efforts more targeted
- Prompt action when cases of forgery/fake visas are detected
- Agents involved in preparing fake/forged visas are apprehended by the local authorities and action taken as per law
- Better control measures at airports—a) use of ultraviolet lamps b) passport reading machine c) use of Questionable Document Examiner d) use of Immigration Control System Software to prevent impersonation e) improved training to detect fake/forged travel documents
- The State Government of Punjab taken decision to enact "The Punjab Prevention of Human Smuggling Act"

- Following the direction of the Union Home Ministry, the Punjab Government has created a special cell, headed by an IG, to crack down on illegal migration
- Guru Kashi University (Talwandi Sabo), with a vision to improve the lot of unemployed youths, who are many times misguided by the unqualified immigration agents and are sent to foreign countries through illegal means, has established a memorandum of understanding with Singh & Associates, a certified Canadian Immigration Firm. These youths will now be given technical and professional training in the trades such as welding, plumbing, pharmacy, nursing, sheet metal, aeronautical engineering, aircraft assembly and many other trades that are approved by the Canadian and Quebec government as trades in high demand
- Measures taken in destination countries include strengthening of : 1. pre-frontier measures (e.g. visa requirements, information campaigns, carrier sanctions, punitive measures against human smugglers etc.) 2. measures relating to border management (strengthened physical borders, border controls and inspections, documentation with enhanced security features, biometric data, training border guards) 3. post entry measures (detention, workplace controls and inspections, internal ID inspections, employer sanctions, dispersal restriction on mobility, and restriction to work etc.)

## Recommendations

- Awareness campaigns need to be carried out on regular basis. Such campaigns need to involve the elected representatives particularly at the village level
  - There is need to encourage initiatives like that of Guru Kashi University to impart technical and professional training to youths on trades which have high demand in other countries
  - There is need for a specific law against irregular migration. As of now the agents are proceeded against under the India Penal Code. The agents are charged under the offence of "Cheating" under IPC which is difficult to establish in the absence of adequate evidence resulting in acquittal of most of the agents
  - The initiative of the State Government of Punjab to create a cell in every district to investigate the cases of irregular migration has made a positive impact as cases are investigated promptly and many agents could be arrested due to timely action by the investigating officers
  - At present no systematic data on irregular migration is maintained either at the state or national level. There is need to maintain a data base on irregular migration.
  - Periodic studies need to be carried out to ascertain the trends of irregular migration
- There is an urgent need for a specialized unit at the national level as agents from several states collaborate in their operation. Further, considering the fact that the agents operate through international networks, it may involve coordination with authorities of other countries and sharing of data, which can be effectively done by the unit at the national level
  - Destination countries need to work closely with the Indian law enforcement authorities to dismantle networks of agents. If a single nodal agency is designated in the EU for sharing of information and cooperation in the matter of investigation with the country of origin it may facilitate in dismantling networks of agents

1. First Study titled " Smuggling of Migrants from India to Europe and in particular to UK: A Study on Punjab and Haryana" can be accessed at [http://www.unodc.org/documents/human-trafficking/Smuggling\\_of\\_Migrants\\_from\\_India\\_to\\_Europe\\_-\\_Punjab\\_Haryana.pdf](http://www.unodc.org/documents/human-trafficking/Smuggling_of_Migrants_from_India_to_Europe_-_Punjab_Haryana.pdf)

2. Second Study titled "Irregular Migration From India to the EU: Punjab and Haryana Case Study" can be accessed at <http://www.india-eu-migration.eu/media/CARIM-India-2012-28.pdf>

Thank you