



# RMMRU

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# Targeting Good Governance: Incorporation of Migration in the 6th Five Year Plan

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## INTRODUCTION

2009 Human Development Report of UNDP effectively drew the attention to potential human development gains from migration among the migrants, their left behind family members, communities and members of destination societies. GFMD-CSD Recommendations of 2009 and Symposium of Global Migration Group (GMG), May 2010 gave the highest importance to the issue of incorporating migration into national development strategies and spent a lot of time in identifying key sectors and actors for such mainstreaming. The upcoming Global Migration Report of IOM 2010 identified capacity building of structures to govern migration as the key area of attention. All these global initiatives have suggested to, rigorously analyse core capacities of existing structures and identify priority areas for capacity building at national context. This document also targeted to develop the capacity of government institutions which are involved in governing migration. Capacity building is defined here as processes to sustainably adapt to changes that continuously occur in the global migration scenario.

## ACHIEVEMENT IN MIGRATION GOVERNANCE

Bangladesh is one of the major labour sending countries of the world. It initiated its activities to govern migration as early as in 1976. The then Labour Ministry empowered Bureau of Manpower, Employment and Training (BMET) as the line agency to govern migration. Among the South Asian countries, Bangladesh is one of the first to replace the 1922 Emigration Act with a new ordinance (1982 Emigration Ordinance). It has established a separate ministry to govern migration as early as in 2001. Gradually in 2002, three rules were framed on the basis of 1982 Ordinance. The Overseas Employment Policy has also been framed in 2006. Female migration policy was also changed in 2003 creating scope for regular migration of unskilled and semi-skilled women. Currently the Ministry of EWOE has initiated a review process of 1982 Ordinance of the country. It has also made significant investment in development of online registration and recruitment system. In order to produce skilled human resource, the numbers of technical training institutions have been increased. To decentralise the functions of BMET number of DEMOs have also been increased.

Major changes have also taken place in the area of remittance governance. Transfer through formal channel has increased significantly due to use of innovative solutions. Last year Bangladesh received USD 10.7 billion as remittance. In FY 2008-09 remittances were equivalent to 56.1% of total export earnings. It could finance 36.6% of total imports. Remittances were almost 9 times the FDI flows to the country and around 4 times more than total foreign aid received. Most importantly, it has significantly increased Bangladesh's National Income – it is equivalent to 13% of GDP. A World Bank study indicates that remittance flow has helped Bangladesh to cut poverty by 6% (FY 2006). More importantly it enabled the country to maintain balance of payment surpluses for more than 5 years in a

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row, despite trade imbalances and stagnant FDI inflows. In South Asia, after the global financial crises Bangladesh is the only country with surplus current account balance. This is due to steady inflow of remittances.

## **TURNING CRISIS INTO OPPORTUNITY**

Migration has become extremely competitive and complex. The recent financial crisis deeply affected Bangladesh's global labour market. Since the crisis the government has taken various measures to protect its labour markets. The honourable Prime Minister of Bangladesh personally visited Saudi Arabia, South Korea and Singapore and advocated for recruitment of our workers and protection of their rights. Concerned governments have made commitments to help Bangladesh to maintain its labour markets. Nonetheless, in 2009 and in the first half of 2010 Bangladesh is experiencing downward trends in labour migration.<sup>1</sup> Compared to 2007 and 2008 the figure has almost come down to half. Saudi Arabia used to take more than half of our workers. Now it has come down to two percent. After the recession Malaysia started taking workers. Instead of Bangladesh it has taken Nepali and Sri Lankan male workers replacing Bangladeshis. In 2009, fifty six percent of our total workers went to one city of UAE. If for any reason we lose that market then number of Bangladeshi migrants will reduce alarmingly. Over the successive years, downturn in number of migrant will be reflected in downward remittance flow. Practical experiences of the Philippines, Sri Lanka, Cambodia, and Vietnam showed that major infrastructural capacity has to be developed to absorb such external shocks, and to protect the country's position in global labour market.

In order to gain back country's position in the global labour market it is high time for making significant investment in governing the sector. The current government is in the process of finalising its five year development plan. As one of the important think tanks of the University of Dhaka on migration, RMMRU felt that ensuring good governance in migration should be an important consideration of this five year plan. When this issue was raised before the Finance Minister of Bangladesh, the honourable minister advised RMMRU to prepare a paper and hand it over to the Planning Commission for successful integration of migration and development in the sixth five year national development plan.

## **METHODOLOGY**

After taking over the responsibility of preparing a document for incorporation migration in the 6<sup>th</sup> Five-Year Plan, a five-member working team was created at RMMRU. It identified various areas for capacity building through meetings with the Minister of Expatriates' Welfare, DG

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<sup>1</sup> See the Background Paper on, 'Migration Patterns and Trends of Bangladesh'. Annex 1

BMET and his core functionaries.<sup>2</sup> Ministry of EWOW, BMET, DEMOs, TTCs, Labour Attache, issues of rights and welfare, interest of long term Bangladeshis, and policy and research were identified as key institutions and issue areas for intervention. RMMRU organised through one day long workshop with DEMOs.<sup>3</sup> Expatriate Ministry and BMET functionaries and personal interview and literature review prepared this document. An eighteen-member working group provided input on the draft.<sup>4</sup> The draft was then presented before the civil society and policy makers through organising a policy dialogue. This final draft was prepared by RMMRU core team by incorporating the comments received at the policy dialogue. The document begins with the presentation of current institutional arrangements, then highlights their constraints and finally offers suggestions on institutional requirements needed to better govern the migration processing.

## **MINISTRY OF EXPATRIATES' WELFARE AND OVERSEAS EMPLOYMENT**

The ministry currently performs the following functions

- Guide migration governance by upholding, amending and updating Overseas Employment Policy of Bangladesh 2006.<sup>5</sup>
- Promote, facilitate, monitor and regulate migration governance through exercising the powers under the Emigration Ordinance of 1982<sup>6</sup> and rules framed under the ordinance<sup>7</sup>.
- Look after the interest of long term Bangladeshi migrants.
- Manage all the agencies and training institutions involved in migration governance.

### ***Current Structure and Limitation***

<sup>2</sup> RMMRU organised a Policy Dialogue on 'Incorporating Migration Governance in the 6<sup>th</sup> Five-Plan of Bangladesh at the Senate Bhaban of Dhaka University on 02 June 2010. The honourable Expatriates' Welfare Minister Engineer Khandoker Mosharraf Hossain, Chairman of PKSF, Dr. Qazi Kholiquzzaman Ahmed, the Chair of the Parliamentary Standing Committee for Labour and Employment Mr. Mohammad Israfil Alam, Secretary of Ministry of EWOW Dr. Zafar Ahmed Khan, DG of BMET Mr. Khorshed Alam Chowdhury, Joint Chief of General Economic Division of Planning Commission Mr. Nader Bin Mahbub, Joint Secretary of Ministry of EWOW Ms. Begum Shamsunnahar and other government functionaries from the MEWOW, BMET and Planning Commission and representatives from civil society organizations and NGOs and INGOs participated in the dialogue. The list of participants is attached in Annex-2.

<sup>3</sup> RMMRU organised a day-long workshop on 'Better Governance of Labour Migration: Capacity Building for District Employment and Manpower Officials' on 29 April 2010 at the Hotel Riggs Inn, Dhaka. The Secretary of the MEWOW, Dr. Zafar Ahmed Khan, Joint Secretary of MEWOW Ms. Begum Shamsunnahar, DG of BMET Mr. Khorshed Alam Chowdhury, Deputy Secretary of MEWOW Mr. Kazi Abul Kalam, Director of Dr. Nurul Islam were attended the workshop. For the first time 42 DEMO officials participated in a training workshop to share their views on challenges and opportunities they get from the government. The list of participants is attached in Annex-3

<sup>4</sup> The eighteen-member working group included Deputy Secretary of MEWOW Mr. Kazi Abul Kalam, Dr. Nurul Islam of BMET, Dr. C R Abrar of RMMRU, Dr. Tasneem Siddiqui of RMMRU, Chair of Law Department of BRAC University Dr. Shah Deen Malik, Chairperson of Law Faculty of Dhaka University Dr. Sumaiya Khair, etc. The list of participants is attached in Annex-4

<sup>5</sup> See the Bangladesh Overseas Employment Policy, 2006. Annex 5

<sup>6</sup> See the Emigration Ordinance, 1982. Annex 6

<sup>7</sup> See the Emigration Rules. Annex 7

Currently the ministry has one secretary, one joint secretary and two deputy secretaries to perform its regular functions. The current staffing is not adequate to govern and manage the migration sector. The desks of the ministry is organised along alphabetical order of recruiting agencies. This does not match the functions that the ministry has to perform in managing migration.

Because of lack of staff and infrastructures, except for a few pressing ones,.

In case of deployment of labour attaches abroad, the ministry at present appoints candidates from different ministries for the positions. As many of them do not have prior experience in the migration field, they often fail to deal with the issues with due care and diligence.

Within the existing organogram, the ministry lacks competent and skilled staffs to guide policy reform and research agenda to effectively advance migration management.

### ***Suggested Measures***

- To perform jobs related to short term and long term migrants it is suggested that the Ministry divides its functions under five broad heads and manage them by establishing five separate departments. These are:
  - Facilitation and Regulation of Recruitment for Overseas Employment
  - Rights and Welfare
  - Labour Attache Management
  - Long term Bangladeshi Affairs
  - Policy and Research
- On the basis of functions mentioned above, the minister and the secretary requires a total of five joint secretaries and ten deputy secretaries.
- The functions of these five departments would be:
  - Regulation and Recruitment: The department will guide and supervise the recruitment facilitation functions of BMET and set rules under the BOEP and the Emigration Ordinance for continuously adapt with changes occurring in global and migration context. It will also monitor the performance of BOESL.
  - Rights and Welfare: the department will be liable to guide and coordinate the functions of the rights and welfare directorate. It will frame the guideline for the directorate to define services which would come under the rights and welfare.

- Department of Labour Attache will recruit, train, promote, deploy and manage the labour attaches. It will give necessary guidelines and directions to the labour wings abroad.
- Department of Policy and Research: This department will set necessary policy reform and research agenda, suggest amendment on Overseas Employment Policy 2006 and emigration ordinance 1982, guide BMET in collecting market information, prepare model MoUs and bilateral agreements to be pursued by Expatriate and Foreign ministry.

### ***Budget Allocation***

The Expatriate Welfare and Overseas Employment Ministry is the most important government apparatus that manages the migration sector. The above suggested measures to recast the ministry, the 6<sup>th</sup> Five Year Plan require creating opportunity for greater allocation to meet the cost of infrastructures, re-staffing and development activities. Resource allocation for institutional reorganisation must be ensured from the revenue budget and necessary infrastructure development to be borne from the development budget. The ministry should get two to three time higher budgets it currently receives.

### **BUREAU OF MANPOWER, EMPLOYMENT AND TRAINING (BMET)**

BMET is the most important executing agency of Ministry of EWOE with regard to labour migration. Currently it is in charge of registration and clearance for overseas employment; processing recruitment; control and regulation of Recruiting Agencies; market promotion, diversification and projection of future labour demand; setting labour standards, training human resource, imparting vocational training, provide pre departure briefing; keeping record; protection of rights in destination countries; return and reintegration and welfare of overseas workers. It also manages 42 District Employment and Manpower offices (DEMO) and 39 technical training centres.

### ***Current Structure of BMET and limitations***

The present BMET organogram was developed in 1984. This organogram does not adequately reflect functions that BMET is currently mandated to perform. Compared to increased number of cases international migrants to be handled and increased complexity of the migration process, BMET is heavily understaffed. Presently 596 positions in different sections are vacant out of a total number of 2126 positions. In the Emigration section there are 43 posts. 29 of such posts are filled up by staff members of other sections and DEMOs. In the 1990s, on an average BMET handled 100-200 cases, the figure has risen to 5-6000 when migration was at its pick in 2008-9., Therefore, the institutional capacity of BMET

should be strengthened. BMET does not have any allocation to pay for its day to day work that includes expenses for stationery and essential equipments like computer.

### ***Suggested Measures***

- BMET should not simultaneously perform regulatory and programme implementation functions. BMET should concentrate on facilitation and regulation of recruitment, record keeping, market promotion and coordination of TTCs.
- A new organogram has to be designed for BMET. Instead of two it should have five separate wings- a. Immigration, b. Research and promotion, c. Regulation of recruiting agencies, d. Complaints and recovery and e. Training. Every wing should have its own directors.
- Vacant positions should be filled immediately following a competitive process.
- Specific allocation for all logistic support including stationery, conveyance, and equipment has to be inbuilt in BMET budget.
- BMET should have 7 divisional offices in 7 Divisions across the country. So that people of each division can easily avail BMET services.
- BMET should be decentralised and conduct some of its recruitment functions through the district level DEMO offices.

### ***Budgetary Allocation***

Current Budget of BMET is 4 Crore 77 Lacs. This is not sufficient for implementing the activities of BMET. This budget should be at least 10 crore taka per fiscal year.

### **DISTRICT EMPLOYMENT AND MANPOWER OFFICES (DEMO)**

There are 42 District Employment and Manpower Offices (DEMO) across the country. DEMO is the first access point for migrants and their families. BMET can decentralize the activities by providing logistic, financial and technical support to DEMOs. Presently DEMO is responsible to perform the following functions such as online registration, online complaint, and welfare for families of deceased migrants. They can implement some of the functions of BMET i.e., online registration; finger print; visa/work permit verification, complaint lodging and settlement of complaint; awareness on safe labour migration, information dissemination on available job market; data keeping of returnee migrant, providing pre-departure training, selection and training of potential female migrants; vocational guidance and welfare activities.

### ***Existing Structure of the DEMOs and limitations***

Currently the DEMOs are severely under-utilised. 21 new DEMO offices do not have basic office infrastructure and internet connectivity. One third of the 42 operating DEMOs do not have respective heads. The present Assistant Directors of other DEMOs are responsible for more than one DEMO. In some cases junior level officials are performing the task. These officials can not lead DEMOs properly due to lack of time and experience. The Assistant Directors of DEMOs do not have opportunities for promotion. Many of the DEMO officials do not have computer skills. Recruitment policy of DEMOs is not linked to functional requirements. Lack of coordination mechanism with BMET also works as a major limitation of DEMOs effective functioning.

### ***Suggested Measures***

- To cover all the districts 22 more DEMO offices are need to be established in those districts where they do not exist.
- DEMO will take over some of the recruitment functions of BMET. Accordingly Welfare Directorate will also implement some of its functions through DEMO.
- DEMO will implement the following functions which are currently performing by BMET. The functions are- online registration and fingerprint, visa and work permit verification, online complaint, welfare for families of deceased migrants, awareness campaign at the grassroots on job market, hosting three monthly updated list of licensed RAs, record generation on returnee migrants.
- Capacity of DEMOs should be enhanced by increasing posts, filling existing posts, bringing back those deputed elsewhere. Quarterly skill upgrade and information update training needs to be imparted. Each DEMOs need at least 20 staff members for proper functioning. Ideally a DEMO in a high migration intensity area should have one Assistant Director, four Deputy Assistant Directors, eight Migrant Service officers, two Computer Operators, and five supporting and other staffs.
- Recruitment process should be modified. It is very important to make computer skills as the basic job requirement. Recruitment may be brought under government cadre system.

### ***Budgetary Allocation***

Current Budget for DEMOs are 7 crore 88 lac. This budget is not adequate for running 42 DEMOs. The minimum budgetary allocation for the DEMOs should be 50 crore taka for a fiscal year.

## **DEVELOPING HUMAN RESOURCE FOR INTERNATIONAL MARKET**

The Overseas Employment Policy of 2006 highlights that Bangladesh should expand deployment of skilled human resource. This will reduce exploitation of Bangladeshi workers in labour market and remittance inflow will also increase. In order to increase deployment of skilled human resource Bangladesh needs to create a large pool of professional and skilled workers. To produce such human resource, a large number of quality technical and vocational training institutions and trainers are essential.

### ***Current Structures and Limitation***

Currently BMET manages thirty eight Technical Training Centres (TTCs) in Bangladesh. Last year they trained 47,115 persons. Eighteen other ministries also run Technical training centres. Technical trainings are also imparted by different private organisations.

Twenty six of the thirty eight training centres are managed by BMET under Ministry of Labour and the rest twelve are managed under Ministry of EWOE. These training centres target both local employment as well as international employment. There is always a tension between two ministries in managing and designing the trainings. Such a situation does not allow development of comprehensive programmes targeting the overseas market. These TTCs altogether have 2000 trainers. Besides, the trainers hardly receive regular ToTs to update them with the changes that are occurring in the job market. All the TTCs face major budget deficit. Some of them were established under development budget. When the development budget finished they have no resources to impart training programmes.

The Bangladesh Technical Education Board (BTEB) of the Education Ministry is responsible for approving the training curricula of BMET. It is also responsible for coordinating training organised by different ministries. BTEB actually is not equipped with knowledge required for developing basic minimum syllabus. Besides, bureaucratic procedure of BTEB works as hindrance in quick update of training curricula reflecting the demands of job market.

### ***Suggested Measures***

- To ensure market driven trainings, all 38 TTCs managed by BMET should be brought under the Ministry of EWOE. All the TTCs should be equipped with updated training equipments.
- The capacity of the trainers should be regularly updated with continuous ToTs. Foreign experts should be brought in. Scholarships should be offered to the trainers for enhancing their skills abroad.
- Minimum standard of training may be jointly set by BTEB, concerned ministries and private training institutions. This may help multiply trained human resources who are

equipped to take overseas employment. Inter-ministerial and inter-agency coordination is highly required to maximise the outcome in human resource development.

- A large pool of resources needs to be allocated to ensure the above mentioned qualities of trainings. Resource should be allocated for strengthening TTCs both under revenue and development budget. Government can also seek assistance from development partners.

### ***Budgetary Allocation***

Current Budget for TTCs is 22 crore 50 lac. This budget is not even adequate for developing the adequate number of human resources. The budget should be at least 100 crore taka for running the activities efficiently.

### **DEPARTMENT OF LABOUR ATTACHÉ**

Labour Attaches perform major functions in the countries of destination. They explore potential labour markets, attest documents pertaining to recruitment and ensure protection and welfare of migrant workers.

### ***Lack of structure and its Limitation***

Currently the ministry fills up the positions of labour attaches from different ministries. The labour attaches lack prior training. They only learn the trade in job. This is not sufficient for managing complex labour market situations. The migrants also do not get the service they deserve. The current system also fails to capture and subsequently utilize the acquired skills and knowledge of concerned person.

In the receiving countries, the labour wings are not well equipped to deal with the issues of migrant workers. Labour wings are now operating only in 15 countries. This is not proportionate to the total stock of migrant workers dispersed in different countries.

### ***Suggested Measures***

- A separate Labour Attaché department should be set up within the EWOW ministry. Personnel for the position should be recruited through cadre service. Therefore they will be recruited on a permanent basis, trained and deployed by the Ministry.
- The department will perform the following functions:
  - This department will develop tool for the labour attaches to promote and develop of employment opportunities

- It will assist the labour attaches in negotiating terms and conditions of employment with agencies abroad.
- It will ensure fast scrutiny and attestation process by providing web based solutions.
- It will set a target for a given year in terms of labour recruitment for missions.
- This will give the necessary guidelines and directions to the labour wings abroad in the areas of market exploration, recruitment related functions and protection of welfare of migrant workers.
- The department will set up new labour wings in the labour receiving countries. In this regard the countries, hosting 50 thousand and above migrant workers, there should be separate labour wing.
- Existing structure of labour wings within the mi: A Senior Assistant Secretary from the MOEWE or equivalent would lead the mission should be recasted. In this regard the organogram of labour wings can be labour wings. A minimum of three associates to be appointed who would be directly accountable to the senior assistant secretary. The three associates have to have educational background and expertise in trade and commerce (preferably MBA), law, and labour issues to deal with the issues like market exploration, protection and welfare and recruitment related functions respectively. The appointment of these associates should be through ministry's cadre service. Allowing the involvement of established NRB with the functions of labour wings in respective countries will extend its scope for greater efficiency in functioning. A strong recommendation is to ensure that the number of personnel mentioned above should be proportionate to the size of the migrant labour force in respective host countries.

### ***Budgetary Allocation***

The department should get at least 50 crore taka per fiscal year to better serve the migrants.

### **DIRECTORATE OF RIGHTS AND WELFARE**

In the Philippines and Sri Lanka the rights and welfare functions offered to migrants are performed by a separate body under the Ministry. The Ministry of EWOE does not have any such wing or governmental financial allocation to manage welfare functions. In 1990, on the basis of the Emigration Ordinance of 1982, the Government of Bangladesh created a fund with the subscription of migrant workers. This fund is managed by an inter-ministerial body. Till today the wage earners fund is the only source through which the government of

Bangladesh is providing welfare support to migrant workers and their families. Its regular services such as the pre-departure briefing programme of BMET are also managed with this fund. In other words, no allocation has been made in revenue or development budget for activities related to protection of rights and welfare to the migrants. Currently, welfare functions mostly concentrate on providing service to deceased migrants' families.

### ***Suggested Measures***

- A Directorate should be created under the Ministry of EWOE entitled 'Rights and Welfare'.
- The functions of the Directorate at home would include
  - Manage Wage Earner's Welfare Fund.
  - Through the DEMOs and civil society organisations provide pre-departure orientation briefing to potential migrants at district level.
  - Organise district level job fairs for outgoing and returnee migrants.
  - Organise programmes for return and reintegration.
  - Link returnee migrants and current migrants' families with investment opportunities of Probashi Kalyan Bank and other banks.
  - Involve civil society organisations in conducting research and awareness campaign at the grassroots.
- The government may consider setting up Migrants Workers' Resource Centres (MWRC), if possible within the premises and under the administrative jurisdiction of the Bangladesh Embassy in countries where there are large concentrations of Bangladeshi workers. The MWRC are to provide the following services:
  - Counselling and legal services
  - Welfare assistance including the procurement of medical and hospitalization services
  - Information and advisory programmes to promote post-arrival orientation, settlement and community networking services and activities for social interaction
  - Arrange various forms of recreation for the migrant workers
  - Institute a scheme of registration of undocumented workers
  - Human resource development such as training and skill upgrading

- Gender sensitive programmes and activities to assist special needs of women migrant workers
  - Orientation programme for returning workers
  - Monitoring on work conditions affecting migrant workers
  - Repatriation of returnee workers
- The government should conduct its regular functions with own funds. Therefore, necessary budgetary allocation has to be made for establishment of required infrastructure, staffing and conduction of regular functions of the directorate. WEWF should only be used in providing welfare to migrants and their family members. There has to be allocation from revenue and development budget for the positions and infrastructure of the Directorate. Negotiate with others including development partners to enhance the reach of welfare activities at the grassroots.

### ***Budgetary Allocation***

The department should get at least 70 crore taka per fiscal year as the department will look into the rights of welfare of the migrants.

## **DEPARTMENT OF LONG TERM BANGLADESHIS**

### ***Current structure and Limitation***

The Ministry of EWOE is vested to perform the following functions with regard to non-resident Bangladeshis, help flourish Bangladeshi culture among NRBs; assist non-resident Bangladeshis to invest in Bangladesh; to integrate NRBs in the economic development and social welfare activities in Bangladesh and maintain contact with Bangladeshi associations overseas. Due to lack of adequate staff there is no authorised person to exclusively deal with non-resident Bangladeshi affairs. As a result their concerns mostly remain unattended as the concerned officer has to deal with many other issues.

### ***Suggested measures***

- Appoint a joint secretary and necessary support staff who would be in-charge of NRB affairs.

- Develop a database of NRBs by mobilising the embassies.
- Through discussion with NRBs identify areas of services to serve better serve the non resident Bangladeshi community abroad.
- Publish brochures and develop a website on investment opportunities available in Bangladesh to disseminate information among potential investors.
- Take initiative to protect property and other interests of NRBs
- Identify areas and disseminate information about possible participation of NRBs in philanthropic activities in Bangladesh.

### ***Budgetary Allocation***

The department should get at least 20 crore taka for per fiscal year to create link with the NRBs.

## **DEPARTMENT FOR POLICY AND RESEARCH**

### ***Current Structures and Limitations***

Currently the Ministry does not any particular officer responsible for policy and research issues.

### ***Suggested Measures***

- Appoint a joint secretary and necessary support staff who would be in-charge for Department of Policy and Research
- Among other things the Department should perform the following roles:
  - Migration policy formulation and review
  - Prepare country position papers for various international forums such as the Colombo Process, the Global Forum on Migration and Migration, and ILO and IOM meetings on migration
  - Conduct study on future demand of overseas employment
  - Situation analysis on current trend of migration and remittances

- Facilitate reporting on existing migration situation including statistical information, skill development training, etc.

### ***Budgetary Allocation***

The department should get at least 5 crore taka per fiscal year to undertake policy and research.

### **CONCLUSION**

The document suggested some major reshuffling of functions of the Ministry of Expatriates' Welfare and Overseas Employment. It suggested that to ensure effective governance of migration the ministry should be empowered adequately. Basing on the nature of functions, it suggested creating of five separate departments have to be created in the Ministry. These are: a. Regulation of recruitment; b. Rights and Welfare; c. Labour Attache Management; d. Interest of Long Term Bangladeshis; and d. Policy and Research. It also suggested for a separate cadre for the Ministry may be initiated for proper management of the functionaries. The paper recommended that instead of managing all aspects of migration, BMET should only concentrate on regulation of recruitment, keeping of records, and managing training centres. BMET should also decentralise some of its recruitment processing functions to ensure services at the district level, the document suggested. Moreover, capacity of existing DEMOs should be developed to handle some specific recruitment functions. The paper suggested establishing a new directorate on rights and welfare to ensure migrants rights both at home and host countries. The paper highly recommended that the Expatriates' Welfare Ministry should be entrusted with all the responsibilities of recruitment, training, appointment, deployment of labour attaches to.

Finally, the paper argued for keeping provision in the 6<sup>th</sup> five year plan for allocation of adequate resource both in revenue and development budget for all the above mentioned capacity development of the ministry. Considering the restructuring of the ministry and its institutions the sector should be provided at least equivalent of 0.5 percent of the remittances sent in a fiscal year. 0.5 percent of the remittance of 2008-09 fiscal year stands three hundred seventy crore taka. The proposed budget of the paper is around three hundred and fifty crore taka that constitute less than 0.5 percent of the remittance. If the ministry and its associated agencies are not equipped adequately through implementing above suggestions, Bangladesh will not be able to adapt to the changes that are

continuously occurring in the global migration context and will lose its niche market to other competing countries.